Introducing Phase II
Building on 8 Successful Years

Vientiane, Lao PDR, January 2013
A LETTER FROM
H.E. MR BOUNHEUANG

Dear All

The Poverty Reduction Fund (PRF) was established in 2002 under the guidance of the Government of Lao P.D.R. PRF exists to build local capacity and to be a model for community driven development (CDD) approach. The previous 8 years saw PRF success in many areas. The project supported 3,179 sub-Projects in areas such as education, health, roads and agriculture and forestry; over 400,000 people living in poor remote villages benefitted from project activities every year.

All of these are crucial contributions to community livelihood improvements in target areas, which also empowers the community to be in charge of their own development.

In order to achieve poverty reduction targets especially, the Millennium Development Goals (MDGs) by the year 2015 and for Lao to rise above the Least Developed Country (LCD) category by 2020, the Government of Lao P.D.R. is supporting a second phase of the Poverty Reduction Fund. The implementation of this second phase will be similar to PRF Phase I, and draw on PRF’s successes in in empowering local communities to participate in their community development process, from planning to sub-project preparation, implementation and management. In addition to this, PRF’s approach is consistent with the 3rd National Meeting on Grassroots Governance and Integrated Rural Development, and especially, the official speech of the Secretary General which stated “Rural development is the first and foremost development battlefield. Therefore, we need to build development capacity in the village and in the people. People and especially, the poorest and women, are the first, most important priority in any development. Development must start with the people so they can take ownership of their own development”.
The Poverty Reduction Fund Phase II has a challenging mission with increased coverage. Consequently, to achieve its aims, in the name of Minister to the Government’s Office, President of National Committee for Rural Development and Poverty Eradication, President of the Poverty Reduction Fund Administrative Board, I would like to request the support and cooperation of all those involved in Lao’s development and especially, the partition of national, provincial, district and village authorities, and the people in target villages in PRF’s implementation over the next 5 years (2011-2016) and achieving its objectives.

We can empower communities and with them reduce poverty in Lao P.D.R.

H.E. MR BOUNHEUANG

The Poverty Reduction Fund (PRF) was established by a Prime Ministerial decree 073/PM in 2002, as a financially autonomous organization attached to the Government’s Office. PRF is the Government of Lao P.D.R.’s (GOL) key initiative to reduce poverty and eradicate mass poverty by 2015. PRF was designed consistent with the National Growth and Poverty Eradication Strategy (NGPES), and compatible with GOL policies and plans, such as the National Socio-economic Development Plan and the Rural Development and Poverty Eradication Plan. In September 2006, PRF was formally transferred to the Government’s Office (Decree 222/PM) and overseen by the National Leading Board for Rural Development and Poverty Alleviation (NLBRDPA) now the National Committee for Rural Development and Poverty Eradication (NCRDPE).

Prime Ministerial decree of January 10, 2012 (10/PM) clarified PRF’s organization, and it is now overseen by a wider Administrative Board comprised of the ministers, vice ministers or representatives from the Ministries of Finance, Planning and Investment, Agriculture and Forestry, Education and Sport, Public Health, Labor and Social Welfare, Industry and Commerce, and Energy and Mining; the Bank of Lao, the Lao Front for National Construction, the Lao Women’s Union, and the Lao Youth Union plus, members from civil society. An Executive Director appointed by the Administrative Board for a 3 year term, is responsible for PRF’s management and is accountable to the Board.
Since 2002 the Lao Poverty Reduction Fund (PRF) has empowered communities in the poorest, most remote Lao districts to work together and improve their access to the services, infrastructures and resources that enabled them to build a better life. With a budget of over US$ 42 million in Phase I and US$ 68.3 million planned for phase II (2011-2016) PRF is one of Lao P.D.R’s largest, multi-sectoral programs focused on rural poverty reduction.

Established by the Government of Lao P.D.R through support from the World Bank in 2002, and SDC in 2008, PRF pioneered and refined an innovative participatory approach tailored to the Lao context. The PRF approach embodied in the Project Cycle develops local capacity, responds to local development needs, and engages and benefits all community members, especially the poorest, marginalized and women. The Pro-Poor, social inclusion concept has been the cornerstone of effective poverty reduction in countries throughout the world.

New roads and bridges provided isolated communities with better access to markets, and the benefits of communication and access to new infor-
mation plus, government services. New schools and health centers opened children’s opportunities to learn and aspire to a healthier, more productive future. Agriculture outputs and their value increased from improvements to irrigation and training in new agricultural techniques. Convenient access to clean water not only contributed to healthier lives but, easier access meant more time available for other productive activities.

PRF I’s critical achievement in the past 8 years, however, is more than in the number of bridges, kilometers of road, schools and health centers built or expanded, irrigation systems, water points or trainings. It was in building local capacity-empowering communities to access and prioritize their development needs, plan and implement projects. Livelihoods trainings utilized a bottom-up approach to build practical skills that could be directly applied. The participatory community development process developed in phase I also facilitated cooperation and coordination with other organizations and local government to ensure that Sub-Projects were in line with government plans and capacity to manage and maintain them. Combined they built a community’s confidence, commitment and ability to sustain
Sub-Project outputs as evidenced by the number infrastructures maintained by and continuing to benefit them. Community commitment is evidenced not only by their participation but, by their willingness even in the poorest districts to contribute their limited resources for the greater good.

In Phase I communities’ contributed the equivalent of US$ 6.5 million to their Sub-Projects. An Extension Phase from 2008-2011 was funded by the World Bank, Swiss Agency for Development and Cooperation and the Global Fund for Disaster Risk Reduction and Recovery via funds from AusAID provided funds for additional Sub-Projects and to rehabilitate infrastructures destroyed by Typhoon Ketsana.

PRF’s achievements in facilitating communities to develop assets such as infrastructures, and building capacity has been a significant contribution to the Lao government’s goal to eradicate mass poverty by 2015. With increased donor support and commitment of GOL budget PRF Phase II beginning in 2011 and continuing through 2016 will continue empower communities and enable poor, remote villages to lift themselves out of poverty while contributing to and benefiting from Lao’s development.
PRF works with Communities, Local Government and Mass Based Organizations in the poorest, remote communities. During PRF Phase I and the Extension Phase it empowered 2,185 communities to plan, manage, implement and maintain 3,179 Sub-Projects that increased access to services, built local capacity and created opportunities to change lives.

- 56 Bridges
- 1,300km Rural Roads
- 156 Irrigation Schemes
- 669 Water Supply Points
- 65 Health Dispensaries
- 616 Schools
- 254 Community Fish Ponds
- 195 Community Forest

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PHASE II
BUILDING ON SUCCESS

PRF Phase II is the result of and reflects the effectiveness, impressive results and significant impacts of Phase I and the Extension. Increased funding from the Government of Lao P.D.R., International Development Association (World Bank), Multi-Donor Trust Fund (AusAID), Swiss Agency for Development, and the Japanese Social Development Fund will increase PRF coverage 25%.

PRF will expand from 7 to 10 of Lao P.D.R’s 17 provinces, and from 28 districts (including 23 of the poorest) to over 40 district, and 285 of the poorest Kumban. These were selected based on criteria derived from the Government Decree No 285/PM, the National Census 2005 “Poverty Criteria and Development Criteria”, the LECS III and poverty studies.
PRF II INTERVENTIONS & PRODUCTS

- Community Development (i.e. planning & infrastructure development);
- Local and Community Development Capacity-Building and Learning; and
- Project Management.

EXPECTED OUTCOMES

Improved access to and utilization of basic economic and social services in at least 220 Kwm ban supported by the PRF;

- PRF sub-projects are identified, planned and implemented through participatory processes that involve at least 40 percent of women and at least 60 percent of the poorest villagers in planning, decision-making, implementation and monitoring; and

- Greater than 75 percent satisfaction levels reported by beneficiaries in targeted villages regarding improved service delivery and participatory local development planning, implementation and monitoring in a representative subset of sub-districts;

- At least 220 Kwm ban are able to access and use basic socio-economic services.

PRF utilizes coordinated funding from multiple donors for more comprehensive, programming and responsiveness to emerging needs and opportunities. PRF Budget has increased about 50% from over US$ 42 million in Phase I to US$ 68.3 for Phase II.

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PRF II ENVISIONS
‘A BRIGHTER FUTURE FOR ALL THROUGH COMMUNITY DRIVEN DEVELOPMENT’

PRF II ‘s enhanced guidelines and processes aim not only to improve Sub-Project benefits to the poorest, marginalized ethnic communities, and especially, women but, also to improve the quality, effectiveness and sustainability of the infrastructures, training and other community assets developed by a Sub-Project. PRF II:

- Increases decision making at the local and community levels increasing community empowerment plus, opportunities for greater vulnerable groups’ participation and better cooperation with local government and other organizations.
- Supports and facilitates Kum bans over a series of Sub-Projects so they have greater continuity and impact.
- Incorporates long term planning to support better targeted Sub-project development and alignment with local government development plans.
- Increases transparency through better targeted IEC, especially at the community level, and an improved, more flexible Feedback and Resolution Mechanism easily accessible by all stakeholders wanting to report irregularities or problems.
- Integrates gender mainstreaming through a Gender Action Plan.
- Improves Sub-Project safeguards through policies for pest management, ethnic minorities, social- environmental, and resettlement.

Key to this is PRF’s transition from a community participatory model to a Community Driven Development approach where communities take a greater leading role in assessing development needs, setting priorities, developing, managing and evaluating Sub-Projects and then, maintaining them. Phase I demonstrated communities had both the will and capacity to develop planning and management skills. Their wealth of local knowledge and skills were critical inputs to Sub-Project success so all members, including the poorest benefited. The communities’ commitment and solidarity demonstrated the importance of their engagement in ensuring Sub-project impact and their sustainability.
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<td>Specific measures and criteria are needed to effectively target poverty, especially in multi-ethnic environments.</td>
<td>• Kum ban selection criteria will include the poverty incidence in communities, what other programs and organizations are working in the area, as well as cost effectiveness relevant to the number of proposed Sub-Project beneficiaries, budget, and needed support.</td>
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<td>Multiple rounds of community level assistance are necessary to meaningfully reduce poverty.</td>
<td>• At least 2/3 of the Sub-Projects will directly benefit the poorest villages in a Kum ban.</td>
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<td>Planning aligned with sector planning calendars and processes, and longer term than an annual cycle is more cost effective.</td>
<td>• Facilitators from the different ethnic groups represented in participating communities will be increased.</td>
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<td>Increasing the quality of infrastructures, strengthening supervision, improving resilience and disaster risk reduction are feasible and there are many opportunities to achieve them.</td>
<td>• IEC materials will be more strategic and customized for different audiences / stakeholders, different purposes, and uses.</td>
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<td>Transparency and accountability are paramount to community development project effectiveness and success.</td>
<td>• Improved M&amp;E will better track impacts on poverty and focus more on outcomes than outputs.</td>
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<td>To be efficient and effective procurement procedures need to be more appropriate for community needs, capabilities and conditions</td>
<td>• Equal participation and benefits to women will be enhanced by gender mainstreaming.</td>
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<td>The PRF will move from annual to multi-year planning cycles.</td>
<td>• Planning and decision made at Kum ban level will be verified at the district level, enabling communities to plan better and to align more closely with sector ministries and district plans.</td>
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<td>Sub-Projects will adopt sector standards and involve sector staff in surveys, design and supervision to ensure technical quality and improve sustainability.</td>
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PRF II ENVI SIONS

INCREASING IMPACTS & BENEFITS
MULTI YEAR PLANNING TO ENSURE COMMUNITY PARTICIPATION, EMPOWERMENT, ENGAGEMENT & SUSTAINABILITY

PRF II will facilitate 4 rounds of Sub-Projects over 4 years in each of the participating Kum ban. Each Kum ban will receive from US$30,000 to 50,000 per year depending on the size of their population. Communities assess their development needs, plan and propose Sub-Projects within PRF guidelines designed to minimize waste or conflict i.e. incompatibility with local government development plans, inability to sustain the new infrastructures, duplication of other projects or assistance or disputes with contractors. Any type of social or productive small-scale infrastructure that will help reduce poverty by filling critical public service gaps at the Kum ban and village level can be funded.

Activities or infrastructures which are incompatible with a community’s situation and capacity, benefit only a select segment of the community, which are unsustainable or are covered by government services or other programs are not eligible for funding. The aim is to ensure that Sub-projects are not only viable but, that they become a lasting, valuable asset to the whole community and become a foundation for sound development.

TRANSPORT ACCESS:
Small bridges, footpaths, tracks, culverts, ramps, etc. and related training i.e. erosion prevention techniques, HIV/AIDS prevention, human trafficking, etc.

COMMUNITY ELECTRICAL SUPPLY:
mini-hydro generator, wiring, line extension, etc. and related training for a campaign on productive use of electricity.

PRIMARY HEALTH CARE FACILITIES:
health centers, etc. and related training for vaccination campaigns, etc.

DOMESTIC WATER SYSTEMS:
Wells, gravity water supply, latrines, etc. and related training i.e. Protection of watershed for water source, etc.

EDUCATION:
schools and nurseries, etc. and related training i.e. teacher upgrading.

AGRICULTURAL INFRASTRUCTURE:
weirs, ponds, canals, grain storage facilities, fencing, etc., and related training i.e. kitchen gardens.

PUBLIC INFRASTRUCTURES:
markets (buildings, drainage, wells, and furnishings).
The Lao Poverty Reduction Fund’s organization and operation are based on the best practices learned from World Bank supported Social Fund and Community Driven projects throughout the world, and especially Asia. The steps in Sub-Project Cycle are modeled on a Community Driven Development approach but, are rooted in PRFs Pro-Poor commitment.

PRF’s process and procedures were designed around six core principles that provide the basis for program implementation, as well as, for monitoring and evaluation.

1. SIMPLICITY:
PRF program design, rules and regulations are simple and easy for communities to understand and use. For example, in PRF II procurement has been localized to make implementation more efficient and supervision improved.

2. SOCIAL INCLUSION & GENDER EQUALITY:
No community member, can be excluded from participating in PRF activities including those traditionally marginalized. PRF IEC uses local languages and facilitators are locally recruits, especially those who are from Non-Lao Tai groups. PRF guidelines also require that 40% of the participants in decision making about allocation of PRF resources must be women.

3. TRANSPARENCY & ACCOUNTABILITY:
All PRF meetings are public, including those regarding funding, disbursements and accountability. IEC support enhances this through local mass media and public information boards. There are multiple channels to report concerns and irregularities anonymously through the Feedback and Resolution Mechanism / FRM and PRF feedback is direct and responsive.

4. SIDING WITH THE POOR:
The poorest community members, villages and Kum ban are a priority and PRF activities are designed to maximize their inclusion.

5. WISE INVESTMENT:
The majority of program resources are disbursed at the village level through competitive procurement and focused on ensuring the highest quality. Also Sub-project selection is based on Kum ban level review and consultation with local government.

6. COMMUNITY PARTICIPATION & SUSTAINABILITY:
All community members must be included in prioritizing needs and decisions. Before Sub-Project funding community contribution and an operations and maintenance team are required. Key to sustaining the Sub-Project’s results are the model’s viability, government involvement, community empowerment and technical quality.

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Beginning with a Village Visioning Meeting decisions are made and implemented by Communities. They assess their development needs, prioritize them and propose Sub-Projects. Village Representatives elected by their communities discuss Sub Project proposals at Kum ban level meetings, District level meetings and then, report back to the communities. Once Sub-Projects have been decided, Kum ban and village teams are formed for finances, procurement, implementation and maintenance, and for feedback and conflict resolution. At each step there is consultation and support from PRF Facilitators and district, provincial and national level PRF staff who provide capacity building, technical advice and facilitate cooperation with local governments and other partners.

The sub-projects are decided upon and implemented by the communities based on technical information, designs and budgets prepared with technical assistance from PRF and GoL staff. Sub-projects are built either by community members themselves or by local contractors hired and supervised by the community. Communities often contribute funds, land or other resources to the Sub-Projects, as well as labor.

Kum ban accountability meetings are open to the community and held regularly after a part of funds has been fully disbursed, but before the next request for fund can be released. The meetings are designed to ensure maximum transparency within the community, and to report on progress in Sub-Project implementation. Any obstacles or problems encountered are resolved at these meetings also. During meetings community members are free to question or report irregularities to be resolved through the Feedback and Resolution Mechanism.
PRF II ENVISIONS

CAPACITY BUILDING
SUSTAINABILITY THROUGH BUILDING COMMUNITY AND GOVERNMENT ABILITY TO PLAN AND IMPLEMENT LOCAL DEVELOPMENT

Capacity building activities are one of PRF’s core elements aimed at fostering a solid foundation for lasting development. PRF focuses on three key stakeholders:

- The National Committee for Rural Development and Poverty Eradication to support national poverty targeting and strengthen coordination between key leading sector ministries also involved in rural development in PRF locations.

- Local authorities and concerned sectors (i.e. health, education, public works and agriculture) to support pro poor approaches and goals in local government and community development and improved service delivery to PRF participating communities.

- Communities to develop their abilities to assess their needs and plan solutions, discuss them with local authorities, implement and supervise construction of small public infrastructure investments, procurement, financial management, operation and maintenance plus, monitor the outputs and outcomes at community and Kumban level.

GENDER EQUITY

PRF is committed to ensuring that women are full participants and beneficiaries in the program. Specific efforts will be undertaken during the planning and implementation phases to enable women’s voices to be heard in terms of proposing, prioritizing and implementing sub-projects. Further, PRF integrated a quota for women at management level (At least 30% of PRF project staff at the national, provincial, and district level will be female) as well as at the community level, with in the village team. Furthermore the PRF has in place a gender framework with an innovated gender action plan lead by a gender officer in charge of its implementation.
PRF II ENVISIONS
POVERTY REDUCTION FUND II EXPANDS TO ADDITIONAL PROVINCES

PHONGSALY
3 Districts | 19 Kum ban | 164 Villages

LOUANG NAMTHA
3 Districts | 17 Kum ban | 102 Villages

LUANG PRABANG
5 Districts | 29 Kum ban | 197 Villages

HOUAPHAN
6 Districts | 52 Kum ban | 490 Villages

XIENGKHOUANG
4 Districts | 25 Kum ban | 175 Villages

SAVANNAKHET
3 Districts | 14 Kum ban | 147 Villages

SARAVAN
3 Districts | 21 Kum ban | 178 Villages

XEKONG
3 Districts | 16 Kum ban | 86 Villages

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Natural disaster experience has highlighted the vulnerability of the poorest and the severe impact on them. All potential PRF funded Sub-Projects are subject to a screening and technical assessment process, especially for areas exposed to natural hazards, such as, flooding, landslides or earth quakes.

Other PRF II DRM activities include:

- Strengthening existing PRF-financed infrastructure at risk of natural disasters.
- Factoring resilience into the design of new PRF sub-projects in high risk areas.
- Assisting communities to identify disaster risks.
- Allowing for the flexible utilization of PRF II grants to assist community recovery efforts in case of natural disasters in PRF II target Kumban.
PRF II Key Features

Policy Frameworks
Avoiding and Mitigating Negative Impacts

PRF II applies strict International Safeguards to avoid and mitigate potential negative impacts on the environment and people as a result of Sub-Projects. They clarify the conditions and parameters governing PRF II Sub-Projects. They include:

- Compensation and Resettlement Policy Framework clarifies the policy and implementation procedures in case of community member’s loss of land or assets as a result of the project implementation.
- Environmental and Social Management Framework provides guidelines and clarification on environmental regulations to ensure Sub-Projects comply with them.
- Ethnic Groups Policy Framework provides clarification about the basis and aims for ensuring meaningful inclusion of ethnic minorities, as well as, government regulations.
- Pests Management Plan outlines the roles, responsibilities and rules regarding pesticides and fertilizers that might be linked to agricultural Sub-Projects. PRF does not support the use of chemical pesticides and fertilizers because of their dangers to health and the environment and the guidelines clarify what actions need to be taken.

PRF also complies with World Bank policies to not support activities involving village consolidation and/or resettlement, which might cause negative environmental or social impact, or which are unacceptable to vulnerable ethnic groups.
PRF II Key Features

The Long Project
An Innovative Livelihoods and Nutrition Pilot to Reinforce PRF’s Poverty Impact

PRF 2 is piloting livelihoods and nutrition Community Driven Development / CDD activities through a US$2.6 million grant from the Japan Social Development Fund. The Livelihood Opportunities and Nutritional Gains or LONG Project was developed in response to the Government of Lao’s request and draws on the experience of other projects. Over a four year period, LONG will be piloted in five poverty reduction priority districts in Houaphanh and Savannakhet provinces and will benefit 28,800 people in 130 villages.

LONG seeks to test innovative models for effective and sustainable rural livelihood, nutrition and well-being improvement through group based activities, strongly focused on gender and ethnic groups. LONG’s Vision is to change people’s lives by coming together in groups to push for ownership and breakthroughs to improve livelihood and nutrition – for all!

Depending on its success, LONG will be scaled up and expanded in the future.

**Component 1:** Forming Self-Help Groups and Local Service Providers’ Capacity Building.

**Component 2:** Creating Community Assets to Improve Livelihoods (sustainable activities to improve livelihoods.)

**Component 3:** Livelihood Linked Nutrition Activities (nutrition education and community and family food centers.)

**Component 4:** Monitoring and Evaluation (project and community based monitoring, special studies and impact evaluation.)
PRF II KEY FEATURES

INCREASING LOCAL GOVERNMENT COORDINATION & SUPPORT

At every level, and during each key steps in the PRF Sub-Project cycle of activities, the Government and mass-based organization officials are actively involved to:

- Share lessons learned and best practices that can benefit Government rural development approaches and poverty reduction policy.
- Avoid duplicating poverty reduction initiatives by supporting coordination with other government line agencies and projects supporting rural development and poverty reduction.
- Ensure optimal use of resources.
- Ensure Sub-Project impact is sustainable beyond the lifespan of the PRF by building the capacity of local authorities and concerned sectors such as Health, Education, Public Works, Transportation, Agriculture & Forestry, in implementing PRF activities.
- Contribute to developing a single participatory planning process that can be integrated into regular government planning levels for all poverty reduction initiatives.
- Support building the capacity of district level sectors in areas linked to PRF’s Kum ban Sub-Projects.

A key role and function of the NCRDPE is coordinating with line ministries, provinces and international organizations, financial institutions and NGOs, and supervising rural development and poverty eradication issues nation wide. Its role in coordination and oversight of PRF II activities, especially at the national level is gradually increasing.

The coordination between PRF and line ministries was defined in a Joint Declaration on Coordination (Education; Health; Agriculture & Forestry; Ministry of Energy & Mines; Ministry of Public Works and Transport and the Ministry of Commerce and Industry). Coordination arrangements includes planning; technical standards; logistics; implementation; monitoring, evaluation and Operations and Maintenance; as well as cooperation with all local interventions.
The Feedback and Resolution Mechanism (FRM) was established to ensure citizens, including the poorest and vulnerable groups can easily, and without risk, give feedback or report irregularities or problems about Sub-Projects. It is designed to provide a variety of alternatives for reporting, and ensure that feedback and reports are documented, and the issues raised are resolved effectively and expeditiously.

The FRM mechanism supports the PRF objective of empowering the communities, and is also used as an instrument to review the program design, processes and procedures in order to increase its effectiveness.

Based on key principles, such as, accessibility, confidentiality, and accountability, the FRM mechanism provides 8 different channels for feedback:

- FRM Committees at village, Kum ban, district, and provincial level.
- Feedback boxes located in every village participating in PRF 2 Sub-Projects.
- PRF Toll free hotline (161).
- PRF PO Box, (P.O.Box 4625, Vientiane, Lao P.D.R.)
- Dedicated email (prf.frm@gmail.com)
- Website (www.prflaos.org)
- Regular meetings at all level during PRF Cycle implementation (village, Kum ban, district, provincial and national level)
- Annual meetings in selected villages in each Kum ban soliciting feedback from community members

Program stakeholders are also invited to provide feedback using the toll-free hotline of the National Assembly.

Feedback can be in the form of comments, suggestion or query, violations of certain rights or non-performance of obligations, violation of law or complaints against PRF staff, and staff of other organizations participating in the Project.

Starting at the village level, a Feedback and Resolution Committee (6-8 members) is set and responsible to receive feedback and to facilitate the feedback process. When a case has been referred for investigation, the Committee at village level will investigate the cases, discuss and consult with the involved/affected parties, and provide regular update on the resolution progress to the community members. Feedback, investigation and reports can also be made through Kum ban committees, PRF district and provincial offices, as well as the national office, depending on the cases.
HOW TO CONTACT US

POVERTY REDUCTION FUND NATIONAL LEVEL OFFICE

National Committee for Rural Development & Poverty Eradication
The Government’s Office
Nahaidiao Road,
Sisavath Tai Village,
Chanthaboury District,
P.O Box 4625,
Vientiane Capital

+856 021 261 479 / 261 480
+856 021 261 481
info@prflaos.org
www.prflaos.org

PROVINCIAL OFFICES

PRF LOUANG NAMTHA OFFICE
Tel: (+856-86) 212 083
Fax: (+856-86) 212 083
E-mail: luangnamtha@prflaos.org

PRF HOUAPHAN OFFICE
Tel: (+856-64) 313 000
Fax: (+856-64) 313 000
E-mail: huaphan@prflaos.org

PRF XIENGKHUANG OFFICE
Tel: (+856-61) 213 209
Fax: (+856-61) 213 209
E-mail: xiengkhuang@prflaos.org

PRF SAVANNAKHET OFFICE
Tel: (+856-41) 214 902
Fax: (+856-41) 214 902, 660 321
E-mail: savannakhet@prflaos.org

PRF SARAVAN OFFICE
Tel: (+856-34) 212 014
Fax: (+856-34) 212 015
E-mail: saravan@prflaos.org

PRF XEKONG OFFICE
Tel: (+856-38) 211 656
Fax: (+856-38) 211 655
E-mail: xekong@prflaos.org

PRF PHONGSALY OFFICE
Tel: (+856-88) 210 533
Fax: (+856-88) 210 533
E-mail: phongsaly@prflaos.org

PRF OUDOMXAY OFFICE
Tel: (+856-81) 212 570
Fax: (+856-81) 212 570
E-mail: oudomxay@prflaos.org

PRF LUANG PRABANG OFFICE
Tel: (+856-71) 212 209
Fax: (+856-71) 212 776
E-mail: luangprabang@prflaos.org

PRF ATTAPUE OFFICE
Tel: (+856-36) 211 230
Fax: (+856-36) 211 230
E-mail: attapeu@prflaos.org

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