

# Improving the knowledge base on material flow analysis for Asian developing countries: A Case Study of Lao PDR

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Xaysackda Vilaysouk<sup>1,2,\*</sup>, Heinz Schandl<sup>2,3</sup> and Shinsuke Murakami<sup>1</sup>

<sup>1</sup> Department of Systems Innovation, Graduate School of Engineering, the University of Tokyo, 7-3-1 Hongo, Bunkyo, Tokyo 113-8656, Japan

\*Corresponding author e-mail: [xaysackda@g.ecc.u-tokyo.ac.jp](mailto:xaysackda@g.ecc.u-tokyo.ac.jp)

<sup>2</sup> CSIRO, Black Mountain Science and Innovation Park, Clunies Ross Street, Acton, ACT 2601, Canberra, Australia

<sup>3</sup> Australian National University, Fenner School for Environment and Society, Acton, ACT 2601, Canberra, Australia

## Abstract

National material flow accounts have reached maturity over the past decade. Many countries, including the European Community and Japan, now report material flows as part of their national statistical reporting. Global and country by country data has been prepared by the International Resource Panel of United Nations Environment, filling a reporting gap for many countries of the global South. In this research we establish, for the first time, a national material flow account for a low-income country – Lao People's Democratic Republic – which is solely based on national statistical data from the Lao PDR and in-depth information on the specifics of a low-income, Southeast Asian economy. We develop accounts for domestic extraction and trade for the period 1988 to 2015. In contrast to existing accounts based on international data sources, our calculation of material flows in Lao PDR includes detailed information about the mining sector, agriculture (including livestock fodder and subsistence economy), forestry and timber harvest which are not available from the international data. The results indicate that domestic material extraction increased ten-fold from 11.3 million tonnes to 120.1 million tonnes, driven by the extraction of natural resources for infrastructure development and primary resource export-oriented sectors. We also engaged with the Lao PDR National Statistical Office to improve trade accounts and have added sensitivity analysis to our accounts. This allows us to test the robustness and credibility of the international datasets that are filling the gap in the absence of national accounts in many developing countries in Asia and beyond.

29 **Keywords:** *Economy-wide material flow analysis (EW-MFA); uncertainty; developing countries; industrial ecology; Lao*  
30 *PDR; environmental policy*

## 31 **Introduction**

32 Material flow analysis (MFA) is an analytical framework used to assess domestic extraction and  
33 trade of materials and the disposal of waste and emissions by a national economy in a way that is  
34 compatible with economic accounting and the System of Integrated Environmental and Economic  
35 Accounting (SEEA) (Ayres and Simonis, 1994). The accounting framework has reached maturity in the  
36 past couple of decades (Fischer-Kowalski et al., 2011) and has become part of official statistical  
37 accounting in many countries, most notably in the European Union (EU) and Japan. In these countries  
38 MFA has become a core component of environmental accounting and serves as a basis for evidence-based  
39 policy making. The Japanese government's Sound Material Cycle Society high level policy objective, for  
40 instance, uses three indicators derived from material flow accounts (Takiguchi and Takemoto, 2008) to  
41 support the implementation of a 3R policy agenda. Similarly, in the EU, resource productivity is used as  
42 the lead indicator, along with other MFA indicators, in the EU Resource Efficiency Scoreboard to measure  
43 progress toward increased resource efficiency of individual Member States and the European Union as a  
44 whole (European Commission, 2017).

45 Resource efficiency has become an important objective of the G7 major economies, which launched  
46 a new initiative in Germany in 2016 that requires the integration of resource management and economic  
47 policy in one coherent framework (Bringezu et al., 2016). In the G7 Toyama Environment Ministers'  
48 Meeting held at Toyama, Japan in May 2016, the Toyama Framework on Material Cycles reaffirmed the  
49 G7's active leadership in environmental policies with the common vision of enhancing resource efficiency  
50 and promoting the 3Rs (Ministry of the Environment Government of Japan, 2016). Implementation of the  
51 new Sustainable Development Goals (SDGs) and the monitoring of progress toward goals and targets that  
52 address resource productivity, sustainable resource management and resource efficiency at industry level

53 are especially important for low-income countries that have large development needs and require timely  
54 and affordable natural resources. Despite this essential need for the materials that will underpin human  
55 development and prosperity, many low-income countries use their domestic natural resources to generate  
56 export revenues, i.e. their resources benefit people in other parts of the world, mostly in high income  
57 countries (Wiedmann et al., 2015).

58 Information needs for low-income countries are substantial but the institutional capacity, financial  
59 resources and human capital for statistical reporting are often lacking (UNEP, 2013). Nevertheless, there  
60 are a number of examples of material flow accounts for developing countries and regions that have been  
61 prepared by academics, often with support from the United Nations (UNEP, 2011).

62 Several studies have employed standard Eurostat methodology for national material flow accounting  
63 and hence provide datasets and indicators that are comparable across countries. MFA datasets now exist  
64 for the Philippines (Martinico-Perez et al., 2016), India (Singh et al., 2012), China (Wang et al., 2012),  
65 and Asia and the Pacific (Schandl and West, 2010), as well as for the global level (UNEP, 2016). However,  
66 many of these studies sourced their data from international databases and utilized international parameters,  
67 not giving due justice to special characteristics of low-income economies, such as their considerable share  
68 of subsistence economic activities, underreporting and grey economic activities, and particular features of  
69 their agricultural and livestock systems.

70 In this study for the Lao People's Democratic Republic (Lao PDR) we chose a different strategy for  
71 establishing material flow accounts, relying as much as possible on nationally available data. Lao PDR is  
72 a land-locked country located in the center of the Indochinese peninsula, with a small population of 6.4  
73 million and a very low population density of 27 persons per km<sup>2</sup> (Lao Statistics Bureau, 2015b). Over the  
74 past decade the Lao economy has grown strongly, with the annual Gross Domestic Product (GDP) growth  
75 rate consistently over 7%. Per-capita GDP increased from 324 US\$ to 1,818 US\$ between 2000 and 2015

76 (World Bank, 2017a) but Lao PDR is still considered to be one of the least developed countries in Asia.  
77 Lao PDR is rich in natural resources including metal ores, fossil fuels, timber, non-timber forest products  
78 and hydroelectricity. The structural composition of the Lao economy has shifted from agriculture to  
79 industry and services since the economic liberalization of 1986. The proportion of GDP generated by the  
80 agriculture sector shrank from 52.1% to 23.8% over the period 2000 to 2015 (Lao Statistics Bureau,  
81 2015a).

82 The United Nations Environment Programme has invested in material flow accounts since 2011  
83 (Schandl et al., 2010; UNEP, 2011). This has underpinned a number of reports which provide MFA  
84 datasets for all countries in Southeast Asia, including Lao PDR (UNEP, 2015). We use the international  
85 dataset as a benchmark for the current study and aim to show how the use of national data and expertise  
86 leads to different results in MFA accounts. To put it another way, we consider how accurate material flow  
87 accounting based on international data sources is for low-income countries. The latest methods guide from  
88 Eurostat (2013) suggests that using domestic statistical data and country-based parameters to compile a  
89 national MFA account could deliver more realistic results.

90 Due to steady development in Lao PDR over the past decade, we believe that the structure and level  
91 of resource use will have changed. This is a good opportunity for Lao PDR to update its industrial ecology  
92 knowledge, and could provide information for policy makers to integrate results of our study into the  
93 national development strategy. Lao PDR has only just started to build up significant infrastructure to  
94 support economic development. The need to catch up with its neighbors in urbanization and  
95 industrialization and to improve the material standard of living of its people will require a massive amount  
96 of materials. Appropriate policies to support sustainable resource use and resource efficiency are  
97 necessary to guide Lao PDR's development planning. Historical trends on material extraction and  
98 consumption patterns are key information for policy makers. Integrating sustainable resource use into

99 economic development could enable Lao PDR to identify strategies to increase the country's  
100 competitiveness, and achieve the aspired economic benefits at lower environmental cost. With this study  
101 we wish to build an evidence base for resource policy in Lao PDR. The objectives of this study are:

- 102 • to provide insight into resource use in relation to economic development in Lao PDR by  
103 establishing robust data and indicators for material extraction and trade
- 104 • to compare national MFA data for Lao PDR with previous studies and selected countries in  
105 the region
- 106 • to improve the methodology for material flow accounting in low-income countries
- 107 • to discuss the results with respect to their importance for resource management policy and  
108 the Sustainable Development Goals.

## 109 **Methodology and data sources**

110 Economy-wide material flow analysis (EW-MFA) is an analytical framework to provide  
111 information on natural resource use for a national economy. The European Statistical Office (Eurostat)  
112 played an important role in the development of the EW-MFA methodological guidelines. Eurostat's EW-  
113 MFA compilation guidelines have been widely used to compile EW-MFA at global, regional and national  
114 scales. In this study, the latest Eurostat EW-MFA guidelines (Eurostat, 2013) will be used as the main  
115 framework to discover the resource use patterns of Lao PDR for the years 1988 to 2015. To estimate some  
116 materials that are missing in the official statistical reports, the standard approaches suggested by Eurostat  
117 will be used along with adaption to appropriate country-based coefficients. The materials were  
118 distinguished into 33 types and aggregated into four main material categories including biomass, metal  
119 ores, non-metallic minerals, and fossil energy materials. We accounted for the main EW-MFA indicators

120 such as Domestic Extraction: DE, Imports: IMP, Exports: EXP, Physical Trade Balance: PTB and  
121 Domestic Material Consumption: DMC.

## 122 Domestic Extraction

123 Biomass: Data for the dataset on domestic extraction of biomass was obtained from the Center for  
124 Agricultural Statistics of the Department of Planning and Cooperation, Ministry of Agriculture and  
125 Forestry of Lao government through an official data request letter; it covers the majority of crops in Lao  
126 PDR (Ministry of Agriculture and Forestry of Lao PDR, 2015a). The sub-category of crops has been  
127 aggregated from 34 different crops recorded in national agricultural statistics. Crop residues are not  
128 reported in agricultural statistics and were estimated for key crops including rice, maize, soybeans, and  
129 sugar cane. The estimates were based on harvest factors and recovery rates provided by Eurostat (2013)  
130 and were adjusted for local conditions. In Lao PDR, fodder crops are mainly used to feed pigs and poultry  
131 and were calculated using a demand-side approach. Total demand for fodder crops was estimated based  
132 on the number of pigs and poultry, and feeding factors provided by the Lao government (Ministry of  
133 Agriculture and Forestry of Lao PDR, 2015b).

134 Animal feed recorded in the industrial products statistics was deducted from total fodder demand to  
135 estimate fodder crops. Grazed biomass was estimated in a similar fashion. Feed demand for livestock was  
136 separately estimated for four different livestock categories including buffalo, cattle, goats and sheep based  
137 on the number of livestock in the agriculture dataset and feeding factors provided by the Department of  
138 Livestock and Fisheries, MAF (Ministry of Agriculture and Forestry of Lao PDR, 2015b, c). Following  
139 Eurostat (2013), estimated fodder crops and grazed biomass were converted to air dry weight, i.e. 15%  
140 moisture content.

141 Due to the lack of data on wood production in Lao official statistics, the Food and Agriculture  
142 Organization (FAO, 2017) database was used to fill the gaps. Based on the FAO wood and timber

143 production figures, density data for different timber species provided in Eurostat (2013) was used to  
144 convert volumes into physical weight at 15% moisture content. Firewood data was crosschecked with the  
145 Lao PDR household survey. Wild fish catch and animal hunting are not reported in agricultural statistics.  
146 Thus, we estimated the wild fish catch based on average fish catch per capita of Lao wetlands reported in  
147 Gerrard (2004) and total rural population from the latest census (Lao Statistics Bureau, 2015b). For animal  
148 hunting, we assumed the amount to be negligible compared to other materials and did not include it in the  
149 accounting.

150 For low-income countries, the share of biomass used in subsistence activities in agriculture and  
151 forestry is significant and includes crops, firewood, non-timber forest products, wild fish catch and animal  
152 hunting. It is, however, insufficiently covered in official statistics. While estimates for crops and firewood  
153 existed in official accounts, additional assumptions were required for other subsistence products to the  
154 extent possible.

155 Metal ores: In material flow accounting metals are commonly accounted for as gross ores run of  
156 mine; however, the dataset of minerals production that was provided by the Department of Mines during  
157 a data collection trip reports different stages of concentration of ores (Ministry of Energy and Mines of  
158 Lao PDR, 2015b). The dataset contains nine types of metal products, 15 types of non-metallic mineral  
159 products, and three types of fossil energy carriers. The extraction of metals is reported either as ore,  
160 concentrate or metal content. This often requires recalculation of the ore that was required for the amount  
161 of metal reported. As much as possible, we rely on company reporting for ore grades. One source for  
162 additional insight into ore grades was the S&P Global Market Intelligence database (SNL), which is a  
163 platform that provides financial news, data and analysis for financial services, real estate, energy, media,  
164 communication and the metal and mining sectors. The SNL database includes detailed information about  
165 the Lao mining sector such as information on exploration budgets, resources and reserves, as well as

166 production information. In this study we used total ore processed data for individual mines in Lao PDR  
167 from the SNL database (SNL, 2016) to compile domestic extraction data for copper ores, gold ores and  
168 coupled products. From the total processed ore data, we allocate the coupled products using “Aliquot  
169 allocation of ore tonnages” based on long-term average prices of the metal (Eurostat, 2013). For other  
170 metals, for which the amount is small, we used concentrate and metal content products and average ore  
171 grades from Eurostat to calculate the gross ores.

172 Non-metallic minerals: The Lao mining data (Ministry of Energy and Mines of Lao PDR, 2015b)  
173 includes information for chalk and dolomite, chemicals and fertilizers, salt, gypsum, and barite. Bulk  
174 materials such as sand and gravel, clays and kaolin, and limestone for cement production are not reported.  
175 Clay and kaolin used for the production of bricks was derived from brick production accounts reported in  
176 the industrial products dataset (Ministry of Industry and Commerce of Lao PDR, 2015b). The total raw  
177 material of clay and kaolin required to produce the bricks was calculated using the material intensity of  
178 brick provided in Miatto et al. (2016) ( $\lambda_{brick} = 1.16$ ). Finally, the total required materials of clay and  
179 kaolin were converted from volume to physical weight ( $\rho_{bricks} = 2,403 \text{ kg/m}^3$ ) using the material  
180 density provided in the SIMETRIC database (SIMETRIC, 2017).

181 For aggregate materials, we distinguish sand and gravel used for construction and aggregate used  
182 for road base construction and maintenance. We use the apparent consumption of cement to calculate sand  
183 and gravel extraction. The total sand and gravel required to produce concrete based on cement  
184 consumption was calculated using concrete mixing ratios ( $C_{(i)}$ : cement (kg) /  $S_{(i)}$ : sand (liter) /  $G_{(i)}$ : gravel  
185 (liter)). The standard mixing ratio for Lao PDR was provided by the Department of Housing, Ministry of  
186 Public Works and Transportation of Lao PDR. There are four standard mixing ratios (Concr.1:  
187 150/400/800; Concr.2: 250/400/800; Concr.3: 300/400/800; Concr.4: 350/400/800) classified by the  
188 strength of the concrete (the higher the cement ratio, the higher the strength of the concrete). We calculated



189 the four possible mixing ratios and the shares of Concr.1: 1/2.67/5.33 to Concr.4: 1/1.14/2.29 in Lao  
190 concrete consumption. Then the intensity of sand and gravel used in Lao PDR from cement consumption  
191 was calculated as:

$$192 \quad \lambda_{concr.Lao(i)} = \frac{S(i)}{C(i)} * \rho_{sand} + \frac{G(i)}{C(i)} * \rho_{gravel} \quad (1)$$

193 Where  $\lambda_{concr.Lao(i)}$  is the intensity of concrete,  $S(i)$  is the ratio of sand,  $C(i)$  is the ratio of cement,  
194  $G(i)$  is the ratio of gravel, and  $\rho_{sand}$  and  $\rho_{gravel}$  are the density of sand and gravel, respectively.

195 From the equation above, the intensity of concrete resulted in a range between  $\lambda_{concr.Lao(4)} = 5.77$   
196 to  $\lambda_{concr.Lao(1)} = 13.46$ . High strength concrete (Concr.3 and Concr.4) is mainly used for reinforced  
197 concrete, which is used for building structural elements and floors. We assume that high strength concrete  
198 Concr.4 accounted for 60% of total use, followed by Concr.3 at 30%, and low strength concrete Concr.2  
199 and Concr.1 accounted for 5% each. The resulting material density for sand and gravel based on cement  
200 consumption for Lao PDR is 6.55 tonnes of sand and gravel ( $\lambda_{concrete.Lao(aver.)} = 6.55$ ) per tonne of  
201 cement. This number is higher than the global average estimated by Miatto et al. (2016) ( $\lambda_{concr} = 5.26$ )  
202 and a default number provided by Eurostat as 6.09 which is explained by differences in mixing ratio  
203 standards and assumptions made in the estimation process.

204 To estimate aggregate used in road construction and maintenance, Eurostat suggests using the  
205 intensity of aggregates per length of newly built road and per existing length of road network. Another  
206 approach is to estimate aggregate use from the apparent consumption of bitumen (Krausmann et al., 2009;  
207 Miatto et al., 2016). In Lao PDR, data on bitumen consumption is not reported in the statistics and thus  
208 we relied on road data and average aggregate intensity per km of newly constructed roads or for road  
209 maintenance. The Ministry of Public Works and Transportation of Lao PDR (2015) reports statistics for  
210 public works and transportation, which include the length of different types of the road, every five years.

211 In-between years were calculated using statistical trends. We had to rely on the default average aggregate  
212 intensity suggested in Eurostat’s guidelines to estimate the aggregate used for road construction in Lao  
213 PDR.

214 Fossil energy carriers: Lao PDR does not have substantial fossil fuel deposits, with the exception of  
215 coal deposits in Xayabury and Vientiane Provinces. Data for coal extraction was sourced from the Ministry  
216 of Energy and Mines of Lao PDR (2015b).

### 217 Imports and Exports

218 Physical trade data shows the integration of an economy into the world market for primary materials  
219 and its dependency on resources from abroad or its contribution to the global resource supply. We report  
220 direct trade flows (in tonnes) at the time when commodities cross the national boundary. Trade statistics  
221 in Lao PDR are in their infancy and a full and reliable trade account is only available for the year 2015.  
222 Additional national trade data from the Ministry of Industry and Commerce of Lao PDR covers the years  
223 2010 to 2015 (Ministry of Industry and Commerce of Lao PDR (2015a)). To compile consistent trade  
224 accounts we needed to integrate national statistical data with information from the UN COMTRADE  
225 (2017) database. For those years where no reporting exists in Lao national statistical datasets we relied on  
226 information on bilateral trade from Lao PDR’s trade partners, such as Thailand and Viet Nam, which have  
227 more reliable trade statistics. We integrated the national dataset (2010–2015) with COMTRADE data  
228 (1988–2015) which required numerous data adjustments. We are confident that we are reporting reliable  
229 physical trade numbers for Lao PDR for the first time.

230 Data from the Ministry of Industry and Commerce of Lao PDR (2015a) contains transaction data on  
231 imports and exports for trade values for 2010 to 2015 but reports physical trade only for 2015. We  
232 estimated the “tonne price” for all commodities individually for 2015 based on HS-code classification at

233 the 4-digit level and applied the resulting unit prices to monetary values in other years (2010–2014) to  
234 estimate the physical weight.

235 This approach yields unrealistic unit prices for some commodities such as cement and crude oil  
236 because of potentially false records of total weight. This was discovered when comparing national data  
237 with COMTRADE data and such irregularities were corrected through data matching. This strategy was  
238 employed for the top 20 commodities in terms of volume, for both imports and exports, to establish  
239 adjusted unit prices for those commodities. These were used to align COMTRADE data and national trade  
240 data into one coherent time series. We also calculated the physical trade balance for imports and exports  
241 by subtracting export data from import data.

#### 242 **DMC and material efficiency**

243 Domestic material consumption (DMC) or apparent consumption reports material use for a domestic  
244 territory and can hence be interpreted as a long-term waste equivalent (UNEP, 2016). DMC is calculated  
245 as DE plus imports (IMP) minus exports (EXP). The lower the integration of a country into world trade  
246 the more similar the figures for DMC and DE.

247 Material efficiency indicators were calculated to show the interaction of resource use and economic  
248 activity. Material efficiency can be expressed as material productivity (GDP/DMC) or material intensity  
249 ( $MI = DMC/GDP$ ). In this study, we used MI to represent the material efficiency of the Lao economy. We  
250 used exchange-rate based GDP from UNSD (2017) at 2005 constant prices.

#### 251 **IPAT analysis for resource consumption drivers**

252 IPAT is a simple analytical framework that helps uncover broad driving factors of environmental  
253 impact. IPAT was developed by Ehrlich and Holdren (1971) and aims to explain the impact on the  
254 environment of a process or economic activity (I) as the product of population (P), affluence (A), and  
255 technology (T). As proposed by Schandl and West (2010), I is defined as the total DMC, A as GDP per

256 capita, and T as DMC per unit of GDP. We transformed the IPAT equation to a logarithmic form following  
257 the methodology proposed by Herendeen (1998).

## 258 Uncertainty in DE

259 Currently, many studies include the uncertainty of MFA results. There are several methods to assess  
260 the uncertainty of MFA. Based on the limitations of the data we have, we construct the uncertainty range  
261 of the results based on certain assumptions. We assign uncertainty to each material based on the sources  
262 of the data. The data obtained from official statistics (crops, wood, metal ores, and fossil fuels) was  
263 assumed to have uncertainty of  $\pm 10\%$ . Estimated materials (crop residues, fodder and grazed biomass,  
264 sand and gravel) were assumed to contain higher uncertainty of  $\pm 20\%$ . Using a simple and straightforward  
265 method of Gauss's law of error propagation, which is used to propagate the error of EW-MFA indicators  
266 in Patrício et al. (2015), the uncertainty of DE as standard deviation was obtained for all years.

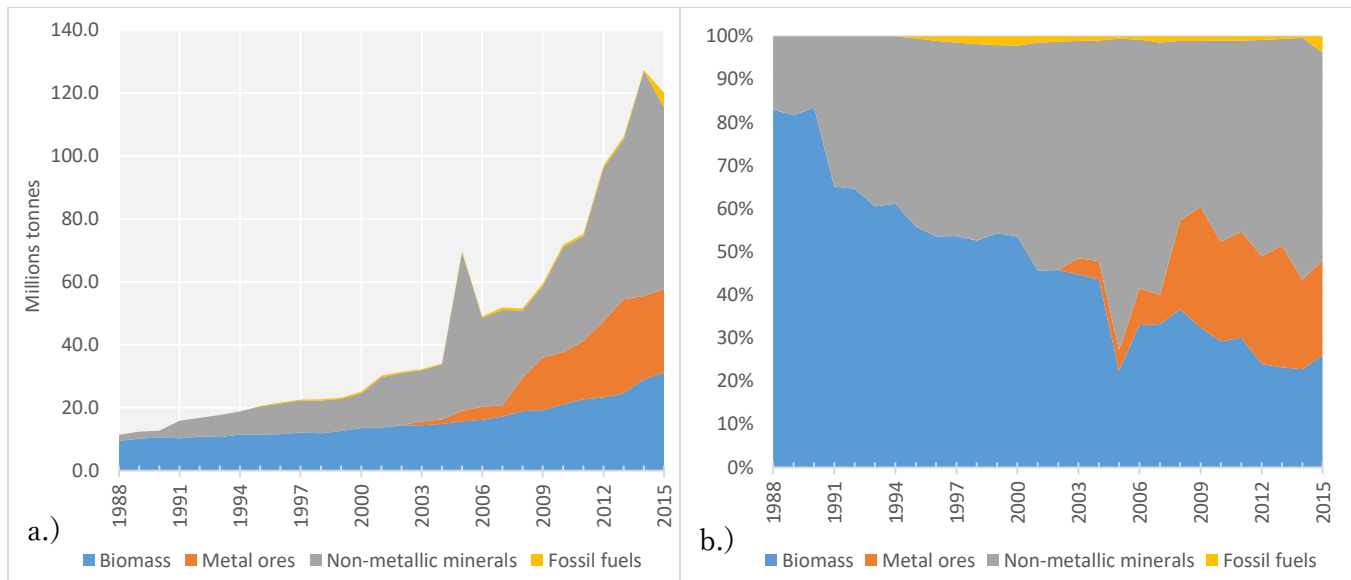
## 267 Results

### 268 Domestic extraction of materials in Lao PDR

269 Domestic extraction of materials in Lao PDR increased from 11.3 million tonnes in 1988 to 120.1  
270 million tonnes in 2015, a ten-fold increase in less than three decades (see Figure 1a). Initially, the domestic  
271 extraction of biomass dominated total DE at a share of almost 80%, reflecting the agricultural nature of  
272 the Lao economy. Starting in the early 1990s, non-metallic minerals, mainly aggregates for road  
273 construction, started to play a more important role in DE and consistently increased until the 2000s.  
274 Domestic extraction accelerated in 2003–2004 when the first commercial gold mine in Sepon started to  
275 operate, which resulted in a sharp increase in metal ores in total DE. In 2005, there was a notable increase  
276 in non-metallic minerals, which was caused by the coincidence of a number of very large construction  
277 activities including the start of construction of the biggest hydropower plant in Lao PDR, Nam Theun 2.  
278 This enormous hydroelectricity dam has a total installed capacity of 1,070 MW and is one of the largest

279 in the region. Nam Theun 2 was accompanied by a number of other medium-sized hydropower projects  
280 with total capacity of more than 1,000 MW.

281 2005 was also the start of large-scale copper mining (Sepon Mine, Savannakhet Province). Until  
282 2008, all material extraction, except for metal ores, grew slowly but 2005 marked the starting point of a  
283 very rapid increase in extraction of copper and gold ores destined to shore up export earnings. Throughout  
284 the period, the DE of fossil fuels was minor due to the lack of deposits of oil and natural gas. There are,  
285 however, significant coal deposits in many locations across the country with the biggest deposit being  
286 Hongsa lignite deposit located in Xayabury Province. Domestic coal was partially supplied for the cement  
287 industry and the surplus was exported. In 2015, the first Lao coal power plant, Hongsa Power in Xayabury  
288 Province with a total power output of 1,653 MW, started operation. It requires a steady input of domestic  
289 coal and will drive coal extraction. Until now, the amount of fossil extraction has remained insignificant  
290 compared to other material categories but this is going to change in the future. By 2015, non-metallic  
291 minerals accounted for almost half of DE, followed by 26% biomass, 22% metal ores, and 4% fossil fuels  
292 (see Figure 1b). This reflects massive changes in the Lao economy over the past three decades, from a  
293 purely agricultural, biomass-based economy to a growing focus on mining, energy generation and creating  
294 transport corridors between Thailand, Viet Nam and the Chinese Yunnan province.



295

296 *Figure 1.a. Domestic extraction by four materials categories and b. shares of total DE in percentage in 1988–2015*

297 Table 1 shows DE by 13 sub-categories. The total average growth rate of DE was 9%. Non-ferrous  
 298 metal ores experienced the most rapid growth at 45% per year, on average, but starting from a very low  
 299 base in 1988. Iron ores and chemical and fertilizer minerals also increased steadily with an average yearly  
 300 growth of 25% and 29%, respectively. Construction materials such as limestone and gypsum, clay and  
 301 kaolin, and sand and gravel, which have the highest share in DE, increased at a slower rate of around 13%  
 302 to 17% per year. Crops, important for food supply, animal feed and fiber grew at an intriguing rate of 9%  
 303 per year on average which was much faster than the world average of 4% per annum. This very substantial  
 304 expansion of agricultural production is testament to the ongoing transition of Lao agriculture from a  
 305 smallholder subsistence system to a modern, higher input industrialized agricultural system. Fossil fuels  
 306 are also seeing substantial yearly increases but future growth is expected to be much larger in light of the  
 307 fuel needs of an expanding conventional power generation infrastructure.

308 *Table 1. Domestic extraction by sub-categories, in tonnes*

DE in Sub-categories	1988	1998	2008	2015	Annual Growth rate
Crops	1,475,277	2,251,159	6,293,993	13,885,152	9%
Crop residues and fodder and grazed biomass	3,878,456	5,239,760	8,034,022	10,557,586	4%

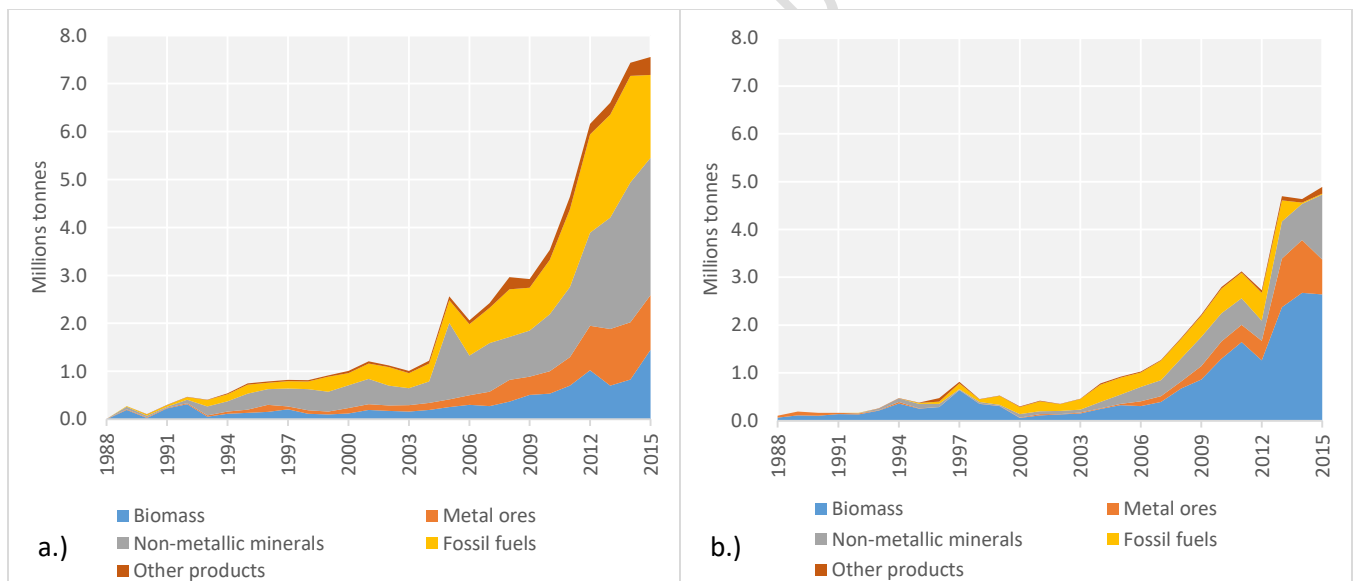
Wood	3,795,135	4,086,783	4,175,680	6,285,279	2%
Fish capture and other aquatic animals	269,413	347,093	406,254	457,096	2%
Iron	-	-	13,693	247,461	25%
Non-ferrous metal	1,097	2,379	10,587,887	26,248,442	45%
Chalk and dolomite	91,500	794,000	1,725,000	3,974,710	15%
Chemical and fertilizer minerals	-	5,500	1,000	391,748	29%
Salt	11,000	16,000	25,100	50,930	6%
Limestone and gypsum	80,000	579,948	2,013,589	5,775,030	17%
Clays and kaolin	80,436	283,115	1,408,694	3,105,213	14%
Sand and gravel	1,666,667	8,639,852	16,283,129	44,553,892	13%
Coal and other solid energy products	-	401,000	565,741	4,564,700	15%
Total	11,348,981	22,646,588	51,533,783	120,097,238	9%

### 309 Trade of materials in Lao PDR

310 Figure 2 shows the trends in imports and exports in physical units in Lao PDR between 1988 and  
 311 2015. These results establish, for the first time, a realistic account of physical trade for the Lao economy  
 312 achieved by aligning all available information from Lao National Statistics with international, UN  
 313 COMTRADE, datasets. Overall, the physical trade accounts show an increasing engagement of the Lao  
 314 economy with the rest of the world. In the 1990s imports were very small at 0.1 to 0.9 million tonnes,  
 315 reflecting the effects of import substitution policies. The acceleration of imports started in 2003–2004  
 316 when imports started to increase from initially one million tonnes in 2003 to 7.5 million tonnes in 2015.  
 317 Total imports in 2015, however, reached only 6% of domestic material input (DMI; the sum of DE and  
 318 IMP). In 2015, the main imports were construction materials (mostly cement), fossil fuels, metal products  
 319 such as iron and steel bars, and semi-manufactured and finished products and animal fodder (see Figure  
 320 2a).

321 From the late 1980s to the late 1990s exports were dominated by timber, reaching a peak of 0.8  
 322 million tonnes in 1997. In 1997–1998, total exports from Lao PDR declined, due to economic contraction  
 323 during the Asian financial crisis and diminished demand for Lao products from the country's Southeast  
 324 Asian neighbors. By 2003, exports had recovered and refocused on hard coal and non-metallic minerals.  
 325 Increasingly, with the production of gold and copper, metal ores have become more important in the Lao

326 export portfolio. In 2011–2012 Lao exports experienced another slump, this time caused by sluggish  
 327 global demand for primary resources in the aftermath of the global financial crisis of 2008–09 and the  
 328 slow recovery of the world economy. Total exports fell from 3.1 million tonnes to 2.7 million tonnes.  
 329 Since the year 2000, agricultural exports have started to shift from timber to crops. Exports of biomass  
 330 from 2000 onwards were mainly led by the export of agriculture products, shifting from exports of timber  
 331 to crop production (see Figure 2b). The marked increase in imports and exports during the past decade  
 332 indicates that the Lao economy has become more integrated into global markets. This has also caused  
 333 greater vulnerability of the economy to global resource markets and price fluctuations, which is especially  
 334 problematic for countries whose exports are dominated by primary materials because of an absence of  
 335 industrial infrastructure and value-adding in the country.

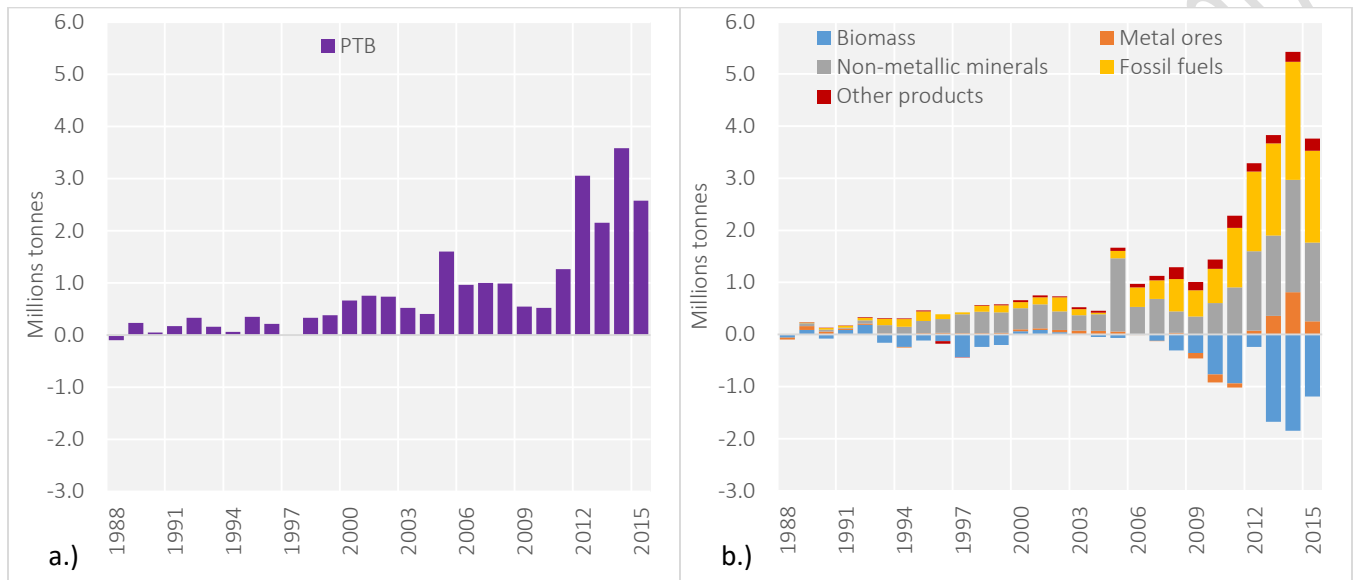


336  
 337 *Figure 2. a. Imports by main materials categories, b. Exports by main materials categories in 1988–2015*

338 Despite the focus on primary sectors for export, the physical trade balance (PTB) for Lao PDR, i.e.  
 339 imports minus exports, has been mostly in surplus showing Lao PDR as a net importer of materials (see  
 340 Figure 3a). Lao PDR has been a net importer of fossil and non-metallic minerals and exported surpluses  
 341 of biomass, timber and more recently crops (Figure 3b). From 2006 to 2011, the increase in copper



342 production, with three copper mines now in operation, meant that Lao has become a net exporter of metal  
 343 ores. A continuing focus on primary industries for export may mean that the physical trade balance of Lao  
 344 PDR will become negative and Lao will become a net exporter of primary materials in the not very distant  
 345 future.



346  
 347 *Figure 3. a. Total physical trade balance and b. Physical trade balance by main materials categories in 1988–2015*

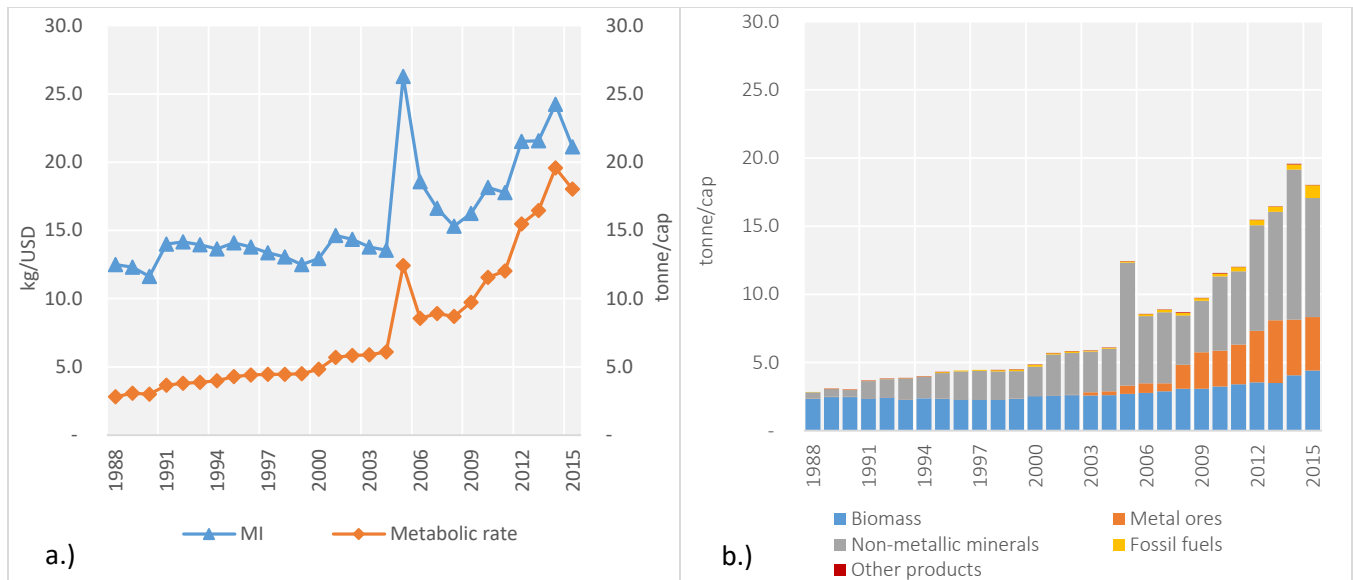
348 **Material efficiency and metabolic rate of the Lao economy**

349 Material efficiency is an indicator to measure the economic efficiency of resource use across a whole  
 350 economy. Figure 4a shows the evolution of the material intensity of the Lao economy between 1988 and  
 351 2015. While most economies improve their material intensity as they modernize this has not been the case  
 352 in Lao PDR. The material intensity of the economy almost doubled during the past three decades. It  
 353 increased from an already very high level of 12.5 kg per USD in 1988 to 21.1 kg per USD in 2015 (see  
 354 Figure 4a). This indicates that material use in Lao PDR has become less economically efficient throughout  
 355 the whole period with a few years of insignificant efficiency improvements in between. Material intensity  
 356 peaked in 2005 when a number of large hydropower construction projects started, most notably Nam  
 357 Theun 2 hydropower plant, which required an enormous amount of construction materials. Overall,  
 358 material use in the Lao economy has grown much faster than economic activity, i.e. GDP and increases

359 in material extraction and use have not been benefiting the economy in terms of economic growth and  
360 increased human wellbeing.

361 Another important feature of the material flow analysis is the metabolic rate, which is expressed as  
362 domestic material consumption (DMC) per capita. Figure 4b shows per-capita DMC by main material  
363 categories, and a category for other products. Because trade flows are still very small, DMC is only slightly  
364 different from DE. From 1988 to 2004 per-capita DMC doubled from 2.8 to around 6 tonnes but then  
365 increased sharply to 9.8 tonnes per capita in 2009 and around 20 tonnes per capita in 2015. Overall natural  
366 resource use in Lao PDR has been transformed from a biomass-based to a metal ore and non-metallic  
367 minerals -based economy, indicated by the fast increasing DMC per capita of these materials. In 1988, the  
368 metabolic rate of non-metallic minerals in Lao PDR was at 0.5 tonnes per capita and it had increased to  
369 8.7 tonnes per capita by 2015. Metal ores and fossil fuels also grew rapidly and increased from less than  
370 0.1 tonnes per capita in 1988 to 4.8 tonnes per capita in 2015. Most of this growth has been related to  
371 export industries and has not resulted in large improvements in domestic infrastructure.

372 Per-capita DMC of biomass has grown more slowly, increasing from 2.5 tonnes per capita in 1988  
373 to 4.4 tonnes per capita in 2015. The increase in DMC of non-metallic minerals is likely to be of benefit  
374 to the Lao economy and people as these materials are mainly used to construct buildings, roads,  
375 hydropower plants, and other infrastructure which underpin the continuous urbanization and  
376 industrialization of the country. Metal ores are a different case with a large fraction of DMC ending up as  
377 mining waste and tailings at mining sites, causing a variety of environmental issues including toxic waste  
378 and pollution and requiring long-term management.



379

380 *Figure 4. a. Material intensity (DMC per GDP) and metabolic rate (DMC per capita), b. Metabolic rate by main materials*  
 381 *categories of Lao PDR in 1988–2015*

382 **Trends and drivers of material use**

383 Figure 5a shows the long-term trends in a set of indicators including DMC, GDP and MI as well as  
 384 population growth and HDI improvements. Overall, material use has grown much faster compared to  
 385 economic development and improvements in technology and material intensity. Over the past three  
 386 decades, DMC increased almost 12-fold, GDP about 6-fold, and as a result MI doubled. The very rapid  
 387 growth in DMC, outpacing GDP, indicates the development path of the Lao economy has relied on bulk  
 388 materials for infrastructure development and on export-oriented primary resource sectors. As a  
 389 consequence there has not been decoupling of material use and environmental burden from affluence over  
 390 the past three decades. Population and increases in human development both showed more benign growth  
 391 trajectories compared to growth in resource use and the economy.

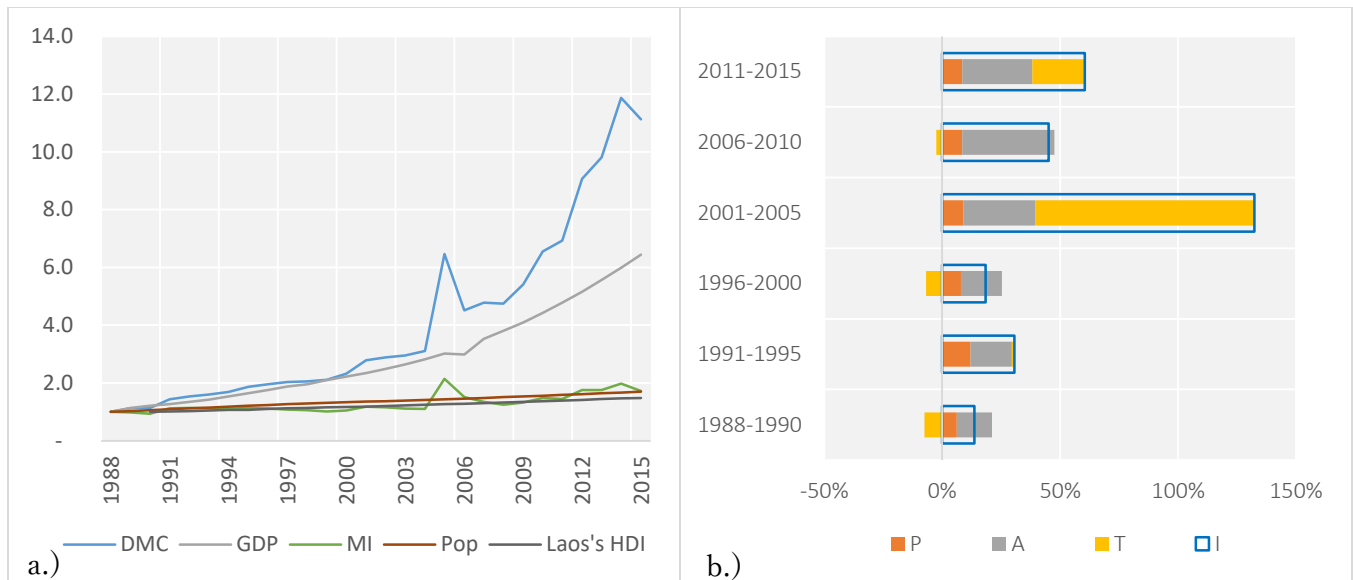


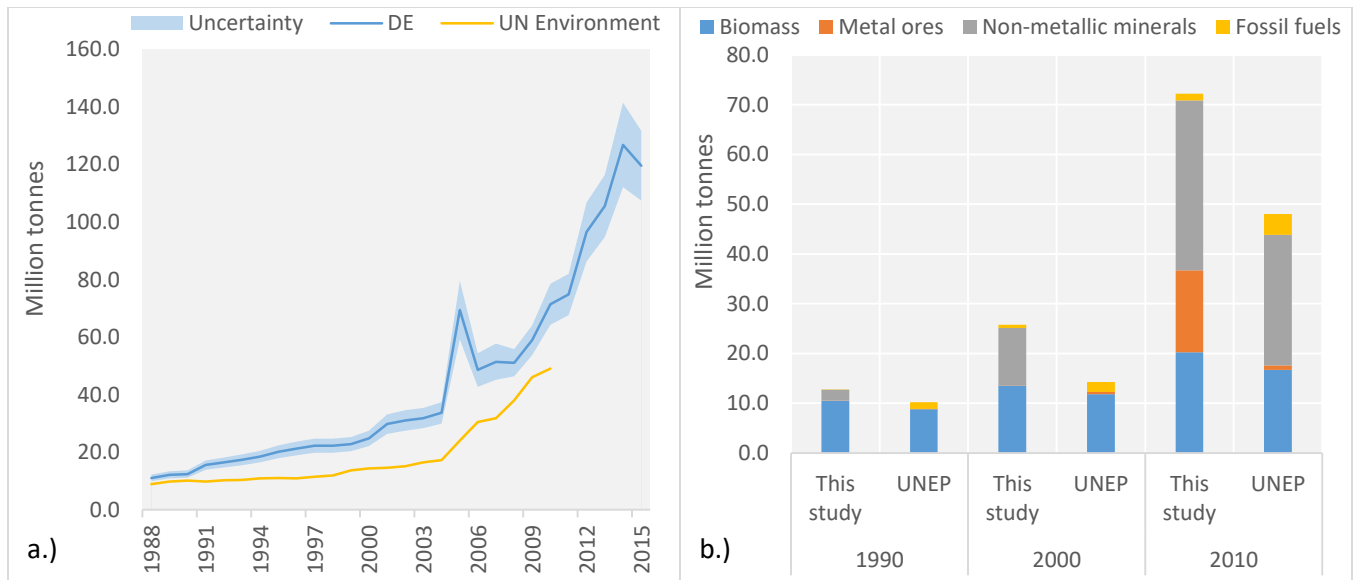
Figure 5.a. Trends in selected indicators (Index 1988 = 1), b. IPAT analysis of materials use in Lao PDR

To identify drivers for the rapid increase of DMC (I) we used the IPAT analytical framework. This shows the extent to which population growth (P), affluence (A), and technological development coefficient (T) contributed to or mitigated DMC growth. We divided the time series into six 5-year periods which corresponded to the Five-Year National Socioeconomic Development Plans of Lao PDR (NSEDP) prepared by the Ministry of Planning and Investment. Throughout all periods, population and affluence contributed to increasing domestic material consumption with affluence (growth in per-capita GDP) being the most important factor (see Figure 5b). During 1988–1990, coinciding with the 2<sup>nd</sup> NSEDP at a time when the Lao socioeconomic system was transforming from a centrally planned system to a more market based system through the introduction of the New Economic Mechanism in 1986, DMC grew by 14%, mainly driven by increases of P and A and offset by some improvement in material intensity.

From 1991 to 1995, all three factors played an important role in contributing to a 31% increase in DMC. From 1996 to 2000, P and A continued to drive total material consumption but with a small offset achieved through technological improvement. The years 2001 to 2005 signified the onset of an acceleration period of material consumption in Lao PDR with a total increase in DMC of 132%. In this

408 period, the increase in material consumption was mainly driven by a large increase in the material intensity  
409 (T) of the economy coupled with the consistent contributions of P and A. The years 2006 to 2010 were a  
410 period of reprieve, reflecting global economic conditions, but from 2011 to 2015 the Lao economy was  
411 back on a material growth trajectory of 61% of DMC. The increase was fueled by population and  
412 consumption growth and further industrialization, with the transition from traditional to modern society  
413 i.e. from a biomass-based agricultural economy to a minerals-based industrial and urban economy, leading  
414 to higher overall material intensity of the economy.

415 This research is the first study of material flows in Lao PDR based on nationally available data. It  
416 adds considerable value to the evidence base on Lao resource use which, until now, had to rely on  
417 international data, and shows the comparison of total DE between our results and the data from UN  
418 Environment's database (UN Environment, 2017). When we compare the results for DE from this new  
419 study to the accounts provided by UN Environment, we see significant differences, especially for metal  
420 ores and non-metallic minerals but to a lesser extent also for biomass (see Figure 6b). The significant  
421 differences between our results and those of UN Environment are due to different assumptions made for  
422 the estimation of non-metallic minerals and the data used to account for metal ores. In our study, it is the  
423 first time that sand and gravel for construction have been estimated based on cement consumption and the  
424 newly developed intensity of concrete in Lao PDR. We also included an estimation of aggregates used for  
425 road construction based on the additional length of road network in the country and the average material  
426 intensity for road construction. For metals, we directly used the total amount of ores processed rather than  
427 an estimation of gross ores using ore grades and metal products.



428

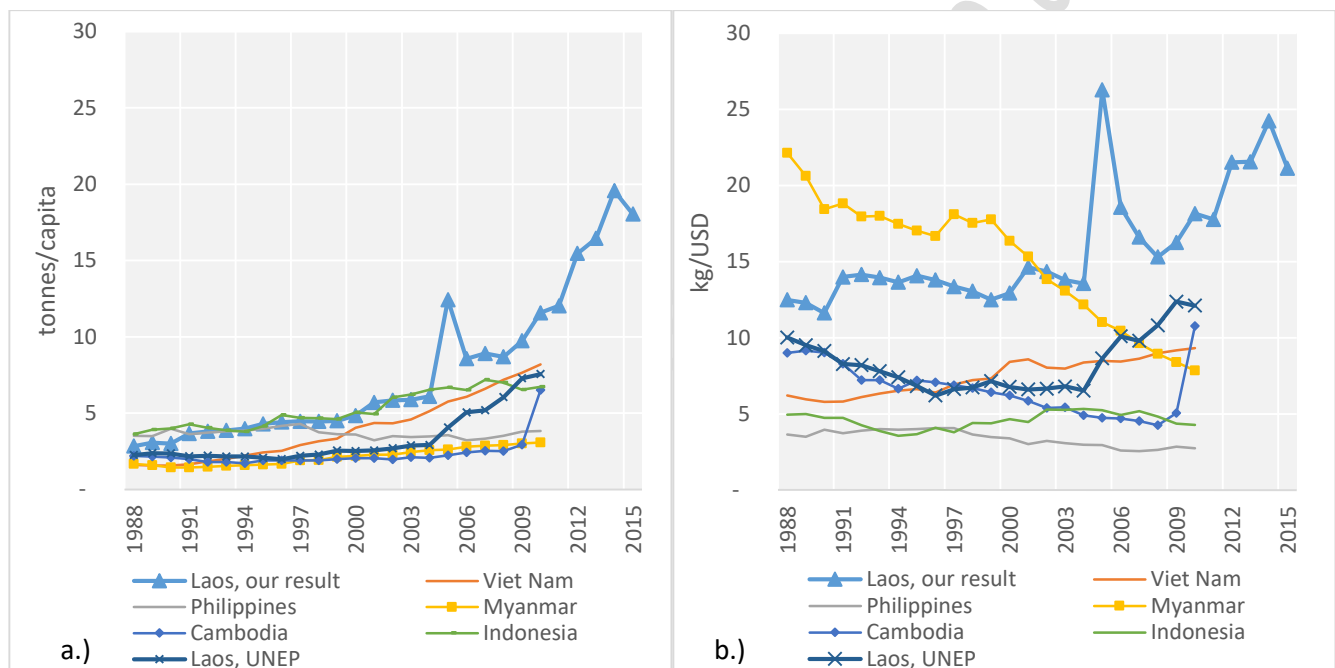
429 *Figure 6. Comparison of results of this study and results from UN Environment (2017), a) total DE, including uncertainty for*  
 430 *this study, b) DE by main categories*

### 431 Material use and human development and comparison with other ASEAN economies

432 To improve the understanding of the relationship between human development and resource  
 433 consumption, UNEP (2016) used the national level human development index (HDI) as the metric to  
 434 cluster levels of resource extraction, consumption and trade by four major groups of countries: Low HDI,  
 435 Medium HDI, High HDI, and Very High HDI. The development of HDI in Laos grew slowly, about 1.5  
 436 times compared to HDI in 1990 (see Figure 5a). In 2015 Laos was considered a medium HDI country by  
 437 the index provided by UNDP (2016).

438 Figure 7 shows the comparison of metabolic rate and materials intensity of a group of medium HDI  
 439 countries in Southeast Asia which are all members of the Association of Southeast Asian Nations  
 440 (ASEAN). Data for Lao PDR from this study is compared to data for ASEAN countries from the UNEP  
 441 (2016) dataset and report. Lao PDR shows the highest per-capita DMC of all six ASEAN members and  
 442 has by far the worst material efficiency, almost double that of other ASEAN middle HDI countries. Even  
 443 when comparing MI and metabolic rate of Lao PDR using UNEP's data, the values for Lao PDR are still

444 higher but closer to other countries, indicating that the various data sources used in the MFA accounting  
 445 influenced the comparison. The Lao economy uses domestic natural resources in a less efficient way than  
 446 its neighbors, is less successful in building local value-adding industries, and accepts the highest  
 447 environmental pressure on its domestic territory of the six ASEAN economies we are comparing. It is  
 448 questionable whether this pathway of material extraction for infrastructure supporting primary resource  
 449 exports, which has not translated into human wellbeing sufficiently well, is a good economic strategy for  
 450 Lao PDR's long-term economic prospects.



451 a.)  
 452 Figure 7. a. Metabolic rate (DMC per capita), b. Material intensity (DMC per GDP) in Medium HDI countries of ASEAN

## 453 Discussion

### 454 Comparison of our results with UN Environment International Resource Panel database

455 Lao PDR represents a special case in regard to material use in a developing country. It already has  
 456 a very high level of DMC at 20 tonnes per capita, enabled by large natural resource deposits, low  
 457 population density and massive foreign investment into mining and energy generation capacity leading to  
 458 fast deteriorating material efficiency of the economy. Much of this development is driven by demand for  
 459 materials and electricity by Lao neighbors Thailand, Viet Nam and China (Lamphayphan et al., 2015).

460 This economic pattern, and its environmental and social consequences, require further analysis of the  
461 environmental impacts related to pressures. It would also be wise to assess the economic and social  
462 benefits to Lao households and businesses of this resource and energy-led regional economic development  
463 strategy.

464 The UN Environment International Resource Panel found that by 2010, 15 tonnes of material per  
465 capita were sufficient for high human development (as measured by the HDI) and would allow for a  
466 reasonable standard of living, good educational outcomes and a long life expectancy (UNEP, 2016). Lao  
467 PDR has surpassed this level but is far from delivering the socioeconomic benefits of its high per-capita  
468 resource use.

469 The focus on primary resource export-oriented industries has also made the Lao economy more  
470 susceptible to fluctuations in world market prices for primary materials and has increased the vulnerability  
471 of the Lao economy to such fluctuations.

472 It appears obvious that policy making in Lao PDR will profit from a reliable evidence base of its  
473 resource use and that building national capability in resource accounting would be a worthwhile political  
474 objective.

#### 475 [Limitations of this study](#)

476 Despite the large effort that has gone into the assessment of material flows in Lao PDR, this study  
477 still has some important limitations, which warrant further research. The crop residues were estimated  
478 based on default coefficients provided by Eurostat, which may not reflect actual figures for crop residues  
479 used in Lao PDR. A new intensity for concrete of Lao PDR was calculated, for the first time, but its  
480 robustness is uncertain due to assumptions made about sharing of concrete types used in the calculation.  
481 Due to the unavailability of intensity data for road construction in Lao PDR, an assumption of average  
482 intensity was made based on values provided by Eurostat, which may result in over- or under-estimation



483 due to different road conditions. Note that sand and gravel, and aggregates used for road construction,  
484 accounted for about 37% of total DE; improving estimation approaches to estimate these materials more  
485 accurately could significantly improve the EW-MFA results. Finally, the estimation of the physical weight  
486 of trades using the “average tonne price” could possibly result in over- or under-estimation, but at least in  
487 this study we were able to compare against some available physical data and the actual amount of trade is  
488 not significant compared to total DMI. In the near future, when the Lao economy integrates into the world  
489 economy through trade, estimating physical weight from an “average tonne price” will not be necessary.

#### 490 **Policy implications for Lao PDR**

491 This study has important policy implications. It shows the importance of resource governance and  
492 well-tailored policies to increase the benefits and mitigate the costs of the Lao development path.

493 Because of the fast increase in mining and resource- and energy-led economic development, Lao  
494 PDR faces a multitude of environmental impacts including large-scale land use change, toxic pollution  
495 and land degradation. Mining regulation and governance are weak which makes it harder to mitigate the  
496 negative impacts of the mining industry. The Lao government may consider strengthening regulation and  
497 governance for the fast-growing mining sector.

498 There are similar issues with regard to energy generation. Lao PDR has abundant potential for  
499 hydropower generation but most of the electricity generated is supplied to neighboring countries, leaving  
500 only about 25% for domestic consumption. In 2014, total installed capacity of hydropower plants was  
501 3,335 MW with approximately 88% belonging to independent power producer private companies  
502 (Ministry of Energy and Mines of Lao PDR, 2015a). Undoubtedly, electricity generation has been an  
503 important contributor to socioeconomic development in Lao PDR as a whole, but it comes at the cost of  
504 decreased forest cover area (70% in 1940 to 40% in 2010; World Bank (2017b)), loss of biodiversity, and  
505 socioeconomic impacts such resettlement from the reservoir area, and other environmental impacts during

506 the construction period. It is still questionable whether energy generation will contribute to sustainable  
507 economic development. This has been a challenge for policy makers in Lao PDR, to design innovative  
508 policy that helps minimize environmental problems and maximize benefits from this natural resource-  
509 based income to society in order to achieve the NSEDP and graduate from being a least-developed country  
510 by 2020.

511 One important issue for the Lao economy is to create options for value-adding and domestic  
512 manufacturing based on the large availability of primary materials from mining and agriculture. There are  
513 ample opportunities for secondary industries which would allow for higher incomes and a greater  
514 contribution to the Lao economy than current extractive and primary export-oriented sectors allow for.  
515 Value adding could occur in several sectors of the Lao PDR economy and would profit from the  
516 availability of metal resources in combination with affordable electricity, timber and non-timber forest  
517 products. Investments to build secondary industries to the mining, forestry and agriculture sectors would  
518 provide new employment, better incomes for workers and greater benefits to the Lao national accounts  
519 compared to the current sole focus on primary resource and electricity exports.

520 Especially the rich biological diversity of Laos and the usability of those rich biological resources  
521 for medical and cosmetic industries could be additional sources of value adding. There is additional  
522 potential in tourism and eco-tourism which need be exploited to build a diversified economy which is less  
523 susceptible to fluctuation in global demand for and world market prices of primary materials and energy.  
524 Such more diversified strategy to economic development would rely on training and capacity building of  
525 workers, upskilling of industrial leadership and would also increasingly offer opportunities for resource  
526 efficiency and recycling through improvements in eco-efficiency of the emerging secondary industries.

527 The Lao PDR does not have strong competitive advantage with regard to building sophisticated  
528 industrial and manufacturing operations at this time but could set itself up for the growth of its secondary  
529 industries leveraging the rich resource endowment as a first step to a more diversified economic future.

530 Building a more diversified industry will help avoid economic vulnerability. Recent modeling  
531 (Hatfield-Dodds et al., 2017) shows that in a global economy guided by ambitious policies for resource  
532 efficiency and greenhouse gas abatement, countries which rely on primary resource exporting as a main  
533 component of their economic development and are currently low-income economies would lose economic  
534 growth and employment. Because such global policy settings are now more likely with the Paris  
535 Agreement on Climate Change in place and the Sustainable Development Goals accepted, economic  
536 diversification is fundamental to Lao PDR's future economic prosperity.

537 Industrialization, urbanization and mining have also contributed to new industrial and household  
538 waste flows which overwhelm current waste management and recycling policies and capacities. Air  
539 pollution is another important new feature of the growing Lao economy. Managing waste and emissions  
540 will require well-designed policies and programs, and new infrastructure for waste collection and  
541 recycling to manage the ever-growing amounts of waste and fast-changing levels of toxicity and pollution  
542 (UNEP, 2017). The nascent manufacturing industry will profit from investment in clean production and  
543 the Lao government needs be commended for its interest and investment in green economic development  
544 (Ministry of Planning and Investment of Lao PDR, 2016). While other emerging economies in Southeast  
545 Asia have used their manufacturing growth to invest in resource efficiency and waste minimization, such  
546 policy strategies are still rare in Lao PDR (Aoki-Suzuki, 2015).

547 One important feature of the material flow data presented in this study is to improve the capacity of  
548 Lao to report progress on the implementation and success of the Sustainable Development Goals (SDGs)  
549 in the country. Material flow indicators can be used to report against targets 8.4, 12.2 and 12.5 of the

550 SDGs. How is the Lao economy tracking with regard to these targets for natural resource use and resource  
551 productivity that are understood to underpin success in human development?

552 Lao PDR, on its current trajectory, fails on target 8.4 which requires countries to continuously  
553 improve resource productivity of production and consumption. For the assessment of resource  
554 productivity of production, the Inter-Agency Expert Group (IAEG) for the SDGs has proposed using GDP  
555 per unit of DMC as the leading indicator. The trend in Lao PDR of decreasing resource productivity does  
556 not meet the aspiration of SDG 8.4.

557 Target 12.2 requires sustainable management of natural resources and will be monitored, based on  
558 the recommendation of the IAEG, using DMC per capita. Sustainable management of resources would  
559 require DMC per capita to be below the empirical observed threshold level which has clearly been  
560 surpassed by the Lao economy.

561 Target 12.5 asks for waste reduction and an increase in the recycling rate. To the extent that fast-  
562 rising DMC must also be interpreted as a proxy for increasing waste flows Lao also fails on this target.  
563 Since an assessment of the output side of Lao material flows has not been undertaken for this study, it is  
564 hard to judge whether the recycling rate of the Lao economy has been improving, although an overall  
565 reading of environmental pressures from the input accounts would suggest otherwise.

## 566 **Conclusion**

567 This study has developed a new dataset for material extraction and trade of materials for Lao PDR  
568 covering almost three decades (1988–2015) and mostly based on national statistical data and domestic  
569 expertise. The results of our account differ substantially from previous studies, especially for metal ores  
570 and biomass, due to more reliable information on different aspects of the accounts. The results demonstrate  
571 the need for policy innovation in Lao PDR to avoid the trap of “Dutch disease” and the related social,  
572 economic and environmental impacts. Our research suggests that well-designed policies will make a

573 positive contribution to human development and environmental integrity in Lao PDR and will support the  
574 country to achieve the SDGs while conserving Lao PDR's natural resources and ecosystems. Innovative  
575 policies that integrate environmental, social and economic objectives will, however, require more  
576 comprehensive information about the use of materials in the economy and the related environmental  
577 impacts that go hand in hand with natural resource utilization. This study has produced a set of pressure  
578 indicators for domestic extraction and trade of materials by focusing on the input side of a material flow  
579 account. Including outflows in the analysis would allow a better understanding of environmental impacts  
580 and should be undertaken in follow-up research.

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