

Development, Mobility and HIV in South East Asia:

**A Preliminary Study for the Implementation of
a Development-Based HIV Prevention Programme along
the East-West Corridor/Highway 9 in Laos and Vietnam**

**Report on Fieldwork, Results and Recommendations in
Laos and Vietnam**

Final Draft

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Acronyms

134	Program 134: Infrastructure Provision for ethnic minority areas (Vietnam)
135	Program 135: Infrastructure Provision for mountainous areas (Vietnam)
ADB	Asian Development Bank
BTC	Belgian Technical Cooperation
CSEARHAP	Canadian South East Asian Regional HIV/AIDS Prevention Program
CTA	Chief Technical Advisor
DAFO	Department for Agriculture and Forestry (Savannakhet)
DARD	Department of Agriculture and Rural Development (Quang Tri)
DOFA	Department of Foreign Affairs (Quang Tri)
DOH	Department of Health (Quang Tri)
FFS	Farmer Field Schools
FLS	Farmer Life Schools
FGD	Focus Group Discussion
HI, HIF	Handicap International, HI France
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
ICR	Institute for Cultural Research (Vientiane)
IPM	Integrated Pest Management
IDI	In-Depth Interview
LXML	Lane Xang Minerals, Limited (Laos)
MCNV	Medical Committee Netherlands-Vietnam
MPI	Ministry of Planning and Investment (Hanoi)
MSF	Medecins Sans Frontieres
NAV	Nordic Assistance to Vietnam
NCA	Norwegian Church Aid (Laos)
NTFP	Non-timber Forest Products
PCCA	Provincial Committee for the Control of AIDS (Savannakhet)
PHO	Provincial Health Office (Savannakhet)
PLWHA	People living with HIV/AIDS
PRA	Participatory Rural Appraisal

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PRF	Poverty Reduction Fund (Laos)
ROSCA	Rotating Savings and Credit Association
SIDA	Swedish International Development Agency
SPDA	Sepone Project Development Area
TOR	Terms of Reference
UNDP	United Nations Development Program
UXO	Un-Exploded Ordnance

Executive Summary

The study report on “Development, Mobility and HIV in Southeast Asia” describes the links existing between the three issues, and gives recommendations for potential activities in development and HIV prevention, both for mobile and resident communities along the East-West Corridor in Laos and Vietnam. An enormous wealth of primary data has been collected during the fieldwork in the two countries, which can be used for this report and program planning. The methodology used to collect data was gathering of qualitative data at village level and with all concerned stakeholders on other levels. ***Primary data was mainly collected through individual and group in-depth interviews and discussions, and secondary data collected in desk study before, during and after the fieldwork.*** Background, objectives and methodology of this study are described in chapters 1 and 2.

The East-West Corridor, Highway No 9 in Vietnam and Laos, links two lowland areas, crossing an upland mountain range: the Mekong River lowlands in the West, with the coastal region of central Vietnam, crossing what is called the Annamite Chain. The lowlands are inhabited by the majority population of the two countries, Lao lowlanders (Lao Loum) for Laos and Kinh people for Vietnam. The uplands are almost exclusively inhabited by one indigenous group with different subgroups, the Bru (Van Kieu in Vietnam, Tri, Mankong and other subgroups in Laos). The Bru are living in both sides of the border, without any discrimination in their own subgroups due to the different nationalities. Historically, they have been living in the area before the establishment of the nation states of Laos and Vietnam and the border between them, formerly being tributary to different local and regional kingdoms. The different population groups and their different social and cultural background and environment, lead up to different economic as well as mobility strategies in the two areas: subsistence farming by indigenous people, cash-crop farming, trade and administrative work for lowland people. Along the road, lowland people are moving into the uplands, bringing with them their economic system, and slowly opening it up to the upland people. ***Therefore, although the road leads through the upland, the mobility and economic strategies along the road make it part of the lowlands, and the indigenous populations in the area “receiving communities”.***

The mobility systems of lowland people have one direction: people move from the East to the West. Lowland people from the coastal provinces in Vietnam move into the uplands, either as workers, traders and administrators, or as settlers cultivating cash-crops. Some people originating from this mobility system move further on into Laos, where they work as traders or workers. Lowland people from the Mekong plains of Laos, move further West into Thailand, where they work mainly as unskilled labour in domestic employment or service. Few Lao lowland people move into the uplands, as they can earn more money in Thailand. Those who move eastward along the road are mainly qualified labour, and take up jobs in construction or administration. Upland people tend not to move far: they move closer to the road, but stay in their socio-cultural setting, taking up day labour jobs as unskilled labour for lowland people who moved into the uplands, but still settle in their villages. The reason for not being highly mobile seems to be that the risk involved by leaving behind their subsistence farming is higher than the prospective gains.

The main links between the issues of development – or livelihoods – and mobility appear as follows, according to the study:

- ***The poorest of the poor do not move***, or only short-term: Living a precarious life, they will instantly loose by moving, and gain little – the situation of poor people in the uplands is bad, but not so bad that they would prefer begging in the lowlands
- ***People who move do often look for a better life, and those looking for labour are often low-skilled***, and have little employment at home, they may move during low-intensity phases of the agricultural cycle (seasonal mobility, often seen in Vietnam), or they may hire someone in their home village if returning and leaving their job elsewhere, would create a greater income loss (often seen by people moving from Laos to Thailand)
- ***People moving as unskilled labour are likely to be entrapped in trafficking schemes***, as they depend highly on existing networks and are often unaware about their legal status – this is especially true for young women who may be promised jobs as household assistant and end up in bars, but also for young men who have slave-like conditions working in bars or on construction sites
- Highly skilled people move with a contract, they take up employment technical jobs in construction or administration – in general they move in pre-arranged situations, using existing networks and employment schemes, therefore ***skilled mobile populations are not likely to be at risk of trafficking***, e.g. female labour in companies is not likely to give up their jobs to move into sex-work

The link between HIV vulnerability and livelihoods in the study area appears to be rooted in the mobility strategies, which in turn are rooted in the socio-economic and cultural background of the populations: There would be no vulnerability to HIV/AIDS if people were not moving in or out, and they move mostly for economic reasons. This is not a circular argumentation, but results from the fact that HIV/AIDS is not in itself a local vulnerability issue, as is development, poverty, livelihoods, and mobility. HIV depends on mobility in one form or the other to spread from one population to another. The argument is also to maintain the stance that ***HIV vulnerability is both linked to mobility and livelihoods, and both are linked between them*** as shown above.

Knowledge of HIV/AIDS, of one's own vulnerability, and of risk aversion, depends highly on education, which in turn depends on socio-economic environment of the individual and surrounding population. Lowland people may – in general – have a better knowledge about HIV than upland people, but this still depends highly on their educational level: people who have spend more time in school have more access to information, read easier, and are more capable to decode the messages. ***Knowledge of HIV risk, on the other hand, is not necessarily applied: risk behaviour is still common***, and the use of protection depends highly on situation. This is especially true for people with a lower educational level, who make up the bulk of the mobile populations. Being potentially exposed to HIV/AIDS while on the move, they may also put at risk both the communities where they come from, the “sending communities”, after coming back, as well as the receiving communities, by engaging in risk behaviour during their time of mobility. This is also true for the majority of poor upland populations, who are most of the receiving population – the latter often having no or little access to information, but also to protective measures like condoms – ***in part due to their economic situation not allowing the additional spending needed, another direct link between HIV/AIDS vulnerability and livelihood.***

The lower the socio-economic standing of a population, and the lower their educational level, the higher their vulnerability to exploitation, trafficking and HIV/AIDS while on the move. People with low skills are less informed before moving, they have less choice in taking up jobs while on the move, and they have less options if in trouble during the move, depending mostly on one network only. People with technical skills have more choices and are therefore less likely to be caught in trafficking, and their exposure to HIV/AIDS depends mostly on own choice and decision, and can more easily be controlled by themselves. ***To improve the situation of marginalised people during mobility, therefore, information on choice, safe modes of mobility and legal advice is essential.***

The findings of the fieldwork and their analysis take up most of this report. ***Findings and recommendations are based on responses by stakeholders, mainly local participants, gained in a participatory process. This guarantees feasibility of a program based on these approaches, and acceptance by the future target groups.*** The findings describe the different zones found in the target area, and results concerning the three thematic areas. Conclusions and recommendations coming out of this study are presented in the final chapter, followed by an annex documenting the material developed and used during the study. Recommendations are based on analysis of the statements of the different target groups and stakeholders, subsuming the general tenor of the participatory results with analytical elements to achieve conclusive ideas for fields where future action should be located:

- In a future program, the ***different livelihoods of the lowland and upland populations have to be taken into account***, especially linguistic differences and the different economic strategies – this distinction in targeting and implementation will apply to any socio-economic intervention as well as to more HIV/AIDS linked interventions
- Two main thematic areas have been identified where local stakeholders see high deficiencies and therefore potential for improvement and intervention by external actors: ***information access (including HIV awareness, agricultural training, market information) and access to production capital (either in form of micro-credit or input into agricultural or other economic activities)***
- ***Peer training and the necessary training for those people who will function as multipliers, be it for livelihoods improvement or HIV awareness, is highest up on the wish-list*** of all village stakeholders, as top-down training schemes are ineffective and not intensive enough; until now training of trainers, extension staff, credit association staff is considered weak – this will thus be applicable to both of the above identified thematic areas
- Although HIV/AIDS is not considered a major issue in the area, but subordinated to other health problems or livelihood vulnerabilities, ***HIV/AIDS vulnerability is present, risk behaviour is still common, and the awareness of the risk is very low***, especially outside urbanized areas: the further away, the less awareness we see, albeit these communities are already engaged in exchanges, including sexual relations, with outside communities – mainstreaming HIV/AIDS in a socio-economic intervention

A cross-border program with common approach, common objectives and common goals, taking into account the above recommendations and elaborating them further, seems highly

promising. Administrations of both provinces are working together, and other organisations are already planning and beginning to implement cross-border projects. For a future project, several potential partners have been identified and described in the annex.

Based on the different results, two geographical areas for the implementation of activities can be identified. In these areas, several activities are proposed to achieve the objectives and long-term goals:

Socio-Geographic Target Areas	Objectives and Long-Term Goals	Examples for potential activities
<p><i>Lowlands in Laos along the road between the border with Vietnam and the river plains of the Mekong</i></p> <p><i>Areas of departure of people moving to find a better life elsewhere and vulnerable to risks leading to potential exposure to HIV/AIDS</i></p> <p><i>Eventually areas along Highway 9 in Vietnam</i></p>	<ul style="list-style-type: none"> ➤ <i>Mobility needs to be safe</i> ➤ <i>People have to be aware of the choices they have, and the risks they are running when moving</i> ➤ <i>This applies especially when they are using networks and are moving outside legal frameworks</i> 	<p><i>Multiple activities targeted at mobile populations, specifically between Laos and Thailand to improve safety</i></p> <ul style="list-style-type: none"> ➤ <i>Information for departing people, taking into account curiosity and other non-economic motivations</i> ➤ <i>Creating potential for other commercial activities</i> ➤ <i>Hosting of returning people, especially for PLWHA coming back from another country</i>
<p><i>Uplands on both sides of the Vietnam-Lao border, inhabited by groups of people living a precarious live, highly vulnerable economically and socially</i></p> <p><i>Nowadays or in the near future also vulnerable to HIV/AIDS, being receiving communities of mobility</i></p>	<ul style="list-style-type: none"> ➤ <i>Livelihoods of economically and socially particularly marginalised populations have to stabilise and improve – this applies mainly to the indigenous populations</i> ➤ <i>Indigenous populations have to be empowered to achieve even level with majority populations</i> ➤ <i>People have to be aware of the risk of HIV/AIDS and the impact it can have on their livelihoods, even if other health issues are more pressing</i> 	<p><i>Multiple activities to improve market access, communication access and create options for indigenous and marginalised populations in the highlands, empowering them to take better choices</i></p> <ul style="list-style-type: none"> ➤ <i>Training activities in agricultural activities and non-agricultural income generation</i> ➤ <i>Marketing training and market information</i> ➤ <i>Improved access to production capital</i> ➤ <i>Create Peer-to-Peer</i>

	<p><i>nowadays</i></p> <p>➤ <i>Not only the classical risk groups have to be targeted, but especially groups in sporadic, potentially increasing contact with them</i></p>	<p><i>training and marketing facilities (FLS, Co-operatives...)</i></p> <p>➤ <i>HIV awareness raising</i></p> <p>➤ <i>Taking into account cultural and linguistic specificities</i></p>
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The differences and diversities between livelihoods, cultures, social subgroups inside each country and province are more important than the national differences. The common ground in livelihoods, culture, and the fact that the most important group in the area lives in both countries, shows also the potential for future cross-border activities. Both political systems share some common history and common structures, which may help, but the common wish to create a regional future will be the strongest ally in arguing for a cross-border program, even reaching into Thailand.

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Special thanks go to all those people who will never see this report: all the villagers, farmers, traders, truck-drivers, sex-workers, and all the other respondents in the field who made the study and this report possible, who spent time with us and shared their experience and knowledge with the team.

1 Background of the Study

1.1 Context

Handicap International is a non-governmental organisation specialized in the field of disability. The organisation's aim is to improve the capacity of their target population to satisfy their basic needs and to exercise their fundamental rights. The organisation works on behalf of people with physical, sensory or intellectual impairment; people suffering from chronic diseases, particularly HIV and AIDS; and people with mental health difficulties or suffering from psychological stress. Handicap International uses a strategy based on the equalisation of opportunities, inclusion and social integration. A comprehensive approach to disabilities and chronic illness, including HIV/AIDS, is implemented through the combined efforts of the target populations themselves, their families and communities, and the appropriate health, education, vocational and social services. Handicap International has been involved in the fight against HIV/AIDS in Africa for over a decade,

Handicap International-France has been working in Savannakhet Province, Lao PDR since 1997 with a focus on rural development and support of the primary health care system. In Vietnam since 2001, Handicap International-France has partnered with the Ministry of Education to improve access for youth of ethnic minorities in the northern highlands. Since 2002, Handicap International-France programmes in Lao PDR, Vietnam, Cambodia and Thailand have participated in a process of exploration to identify appropriate venues to contribute to the fight against HIV and AIDS in southeast Asia. The process has included the following:

- Exploratory study of the social and economic integration of people living with HIV & AIDS and their families in Lao PDR, Vietnam, Cambodia and Thailand
- Feasibility study of Farmer Field Schools along National Rt 9, Savannakhet Province, Lao PDR, for transition to Farmer Life Schools (UNDP/FAO)

The present study addresses the third part of the process, specifically identifying pockets of economic vulnerability and mobility along the East-West Corridor Rt 9. By exploring links between economic vulnerability, mobility and HIV risk in the zone, the study was commissioned to offer concrete recommendations for HIV prevention interventions using a rural development approach.

1.2 Objectives

According to the TOR, *the main objective of the study is to look for links between the three fields of Mobility, Development, and HIV vulnerability, to describe the situation found in the study area and then draw recommendations based on the results:*

“In particular, the study will

1 'Handicap International Redefinition of our Range of Activities' Internal document, October 2003.

2 The actions in both countries were developed and implemented based on a previous, broader mandate prior to October 2003.

- *provide a better understanding of the mobility system and determine the zone of action for the future project;*
- *validate the basic assumptions relating to the links between land, agriculture and mobility systems;*
- *recommend action within the scope of the project and the methodology to adopt.* “³

Several key observations are underlying this concept: ***Laos and Vietnam are two countries threatened by the HIV/AIDS epidemic, both countries have a high level of mobile populations, both in-country as cross-border, and both countries are facing heavy problems in the area of development.*** These observations are taken for granted for the purpose of the study, and there is no evidence that would lead to question them. Basic assumptions leading further discussions and closely describing the framework of the study are ***the – causal – links in a triangular relation between three cornerstones of the study:***

- ***Agricultural production and other economic activities – “Development”***
- ***The fact that and the reasons why people move – “Mobility”***
- ***HIV/AIDS vulnerability***

These assumptions lead to concepts, equally described in the TOR, on which depends the methodology and the goals of the study. For these cluster of hypothesis, the TOR and the study draw on publications emanating from the UNDP South East Asia HIV and Development Program, especially on the concept of “mobility” and the link between mobility and HIV vulnerability. ***The concept of “mobility” adopted in these publications and the present study describes movements of people in a broader sense than the traditional term 'migration', differing in several points:***

- It looks not only at cross-border migrants looking for work in other countries, but also at persons on the move in one country or area
- People are considered mobile, even if they move only for short periods, outside legal structures, or not to look for work, but for other reasons
- Mobility includes not only the people moving, but includes also the communities they are coming from (“sending communities”), they move through (“transit communities”) and they arrive (“receiving communities”).

This concept being more comprehensive than the concept of 'migration', it is more apt for use in analysis of movements in a clearly defined, not very large spatial situation: roughly 300 km of road and the adjacent, closer or further away communities concerned by the road.

3 Termes de Référence, Mise à jour : août 2005. Développement, migration et VIH en Asie Sud Est : Etude préalable pour la mise en place d'un programme de développement pour la lutte contre le SIDA axé sur le système migratoire le long de la route nationale 9

4 For a description of the concepts of mobility and HIV/AIDS vulnerability, see Duguerny, Jean, Lee-Na Hsu, 2002 and Uhrig, Jaime, 2000.

5 For a discussion of the links between livelihoods and mobility, see Molland, Sverre, 2005.

Due to the situation encountered in the field – multiple activities in one household, non-agricultural activities in agricultural villages, the necessity to look into economic activities of sending and receiving communities, mobile populations having different activities at different moments – a more holistic concept closer to “livelihoods” was applied during the study. ***“Development” for the purpose of this study is understood broader than regarding only at agricultural activities, enclosing different basic social, cultural and economic activities determining the livelihoods of people in the study area.***

Based on these and other assumptions, ***the objective of the study is to lay base for a future project that should “prevent the explosion of the HIV epidemic in the area”,*** including both classic HIV prevention measures as well as socio-economic development activities benefiting vulnerable communities, both mobile populations as well as rural “receiving” communities. Principal goals of the study are therefore:

- ***Identification of mobility and development systems in the area***
- ***Identification of vulnerable populations***

Leading to strategical options for a future program:

- ***Identification of potential target populations***
- ***Identification of potential activities***

There are other goals mentioned in the TOR. Among them, the familiarisation of the concerned authorities in Laos and Vietnam with Handicap International as organisation and with its approaches in general and the linkage of HIV/AIDS and development in particular. Another goal is the establishment of an institutional environment in favour of a future program through the establishment of the study's steering committees, and establishing cross-border dynamics, going beyond standard local action.

6 For a description of similar concepts used by different international organisations, see e.g. <http://www.livelihoods.org>

7 Although the Vietnamese partner organisation during the study was not the one mentioned in the TOR (VIPASED), up to the start of the study working relations with the actual counterpart organisation (DOFA Quang Tri) had been established.

2 Methodology and Working Environment

Based on the TOR, a *qualitative methodology* with *quantitative* evaluation of some aspects was chosen:

- Methods like *qualitative interviews*, either individually or in groups, based on *semi-structured guidelines and questionnaires*
- Additionally using tools and techniques like *observation, visualisation, role-play etc.*

Using the outcome of the interviews and observation, analysing the data, a sound understanding of the situation in the area was to be achieved. Based on this understanding, recommendations for a future cross-border program proposal are provided.

The methodology was developed based on experience in the region, using *standard qualitative methodology*. The main part of the methodology, including the *questionnaires, guidelines, and analysis rules*, were drafted before starting the fieldwork, during a desk study in Hanoi.

The main interview pattern used in the field was *in-depth interviews*. Although questionnaires for structured, standardised interviews were used, the results of in-depth interviews are providing more density of information, and a broader variety of arguments: as the name says, the go more in depth. Contrary to initial preoccupation concerning in-depth interviews, concerning capacity of the surveyors and the willingness of respondents, the teams got quickly acquainted with the methodology and started to like it, to find it more efficient than questionnaire based interviews.

The next important tool for qualitative data collection was observation, used to evaluate the probability of qualitative and quantitative data collected through other means. Here, equally, the teams got used to the technique and applied it rather efficiently.

The main problem, and that with the highest impact on data analysis, was note-taking, which is not to be learned in some weeks. Notes provided by team members are often incomplete or suggestive, but due to the high numbers of interviews, patterns are clearly visible in the responses.

The methodology, the tools and the questionnaires had been prepared during several weeks prior to actual fieldwork. During fieldwork, the team met almost every evening to review the daily experiences, to plan the next days, and to attack difficulties, either with the outside or inside the group. The most important goal of these meeting was to *update the data sampling, and to adapt the questionnaires and guidelines used to the situation in the field. To ensure compliance with the objectives, a continuous process was started and maintained to improve the quality of the research and to adapt the tools and methodology to the field.*

Analysis was done in a desk study following the fieldwork. It followed standard qualitative, descriptive and empirical analysis techniques, mainly using codes and key-words to establish and describe patterns. *As the study was done in two parts – one fieldwork phase in Vietnam, followed by a short interim phase of revision and reporting, and another fieldwork phase in Laos – analysis was started immediately after the*

fieldwork, providing several intermediate collections of raw data, and a comprehensive analysis took place as the final stage, leading up to the present report.

2.1 Team Composition and Organisation

The field teams fit surprisingly well together, although the capacities of the different individuals were quite different – some people with prior experience worked well from the start, and had no difficulties understanding the objectives of the study, and people having had no experience with qualitative research started only in the end to feel comfortable. The research-teams had been pre-selected by the Department of Foreign Affairs (DOFA) of Quang Tri and the Provincial Health Office (PHO) of Savannakhet province. This fact helped gain time and the people were more or less qualified to do the job, although in Savannakhet additional personnel had to be hired and brought in from Vientiane, as the capacity of the locally selected staff did not suffice for all tasks the team was asked to provide.

All team members accompanied the team leader and his assistant during the fieldwork, so that each field team had six members. The team members were trained during one week to be able to work mostly independently:



Illustration 1: Training session for the team in Savannakhet

- Introduction to the *research objectives*
- Overview of *participatory and qualitative research methodology*
- Practical *explanation of the methods* used (In-Depth Interview, Focus-Group Discussion, Questionnaires, Observation) and the *tools* linked to them (Visualisation, Note-taking, Recording etc.)
- *Exercises and trial* of the field methods in Dong Ha and Savannakhet Townships, and analysis of the experience gathered.

The assistant team leader for Vietnam was from Hanoi and implicated in the planning of the study. *In Quang Tri, we hired four*

people locally, two on province level (one doctor, member of the health service and HIV/AIDS program, one administrator as counterpart representative) and two on district level (one nurse, member of the HIV/AIDS program, and one doctor, at the district health centre). The district officials had no prior experience in surveys, but some knowledge of PRA exercises and a high knowledge of their respective districts. The province officials had some theoretical comprehension of qualitative research and participatory approaches, and a bit of experience doing surveys.

8 An insight into the raw data and raw reports may be obtained through the HI offices in Hanoi and Vientiane.

In Savannakhet, three people were hired locally, and two brought in from Vientiane. PHO had suggested several of its staff, but all of the same office in Savannakhet. Contrary to the Quang Tri proposal, this provided no additional value. Therefore, only the counterpart representative (a doctor, member of the PHO and former staff of PCCA) and one surveyor (a medical-technical assistant) were chosen from the staff of PHO. One member of the local organisation of People living with HIV/AIDS (PLWHA) was added to the team as surveyor. Additionally, one surveyor with rural development background was hired in Vientiane, as well as the assistant team leader. All had prior experience with questionnaire interviews, but none with participatory techniques, qualitative research or in-depth surveys. Therefore, we added on two occasions, during one week each, surveyors with local experience to the team, to improve the quality of the interviews.

As expected, people had their strong and their weak points. The most positive experience was that ***all found the objectives appropriate, the methodology and tools interesting and useful***, thus achieving a high level of participation and ownership. They adapted well to the research methodology, being either strong in in-depth interviews, or in focus-group work, or in questionnaire interviews. On the other hand, ***methodologically, the weakest point was note-taking***, especially as the team dropped the use of recording devices due to negative reactions from interviewees. During fieldwork, some members of the team were reluctant to accept necessary adaptation of their behaviour in field situations. Some surveyors ran nice interviews, but delivered ***horribly bad and incomplete write-ups***. Other surveyors took long to accept their role in penetrating in other's private sphere, or were naturally timid and reluctant to approach their respondents.

After the first days, we evaluated the capacities of the different persons and assigned specific tasks to them: some doing more in-depth interviews, others focus-group discussions, others questionnaire-based interviews, and gender-based group or individual interviews. The team composition stayed the same for the whole fieldwork phase.

2.2 Methodology and Targeting

The applied methods were drawn ***according to the objectives the study should achieve***. The main goals of the study being to understand the relationship between mobility, development/livelihoods, and HIV/AIDS and to provide recommendations for a future program, we considered ***information and data provided by individuals in interviews*** in the study area as the main resource. We proceeded therefore in two steps:

- ***Collection of secondary, quantitative and qualitative data***, mostly in the beginning of the study, to prepare the interviews and targeting
- ***Collection of primary data through interviews and observation*** during the fieldwork

Secondary data was obtained through research in public and grey literature, and by interviewing key personnel of different offices. For Vietnam, we did this in Hanoi and Dong Ha, for Laos in Savannakhet and Vientiane. Additionally, secondary data was collected in the field where available and useful. This concerned mobility routes, movements of population and goods, HIV statistics, demographic, geographic and ethnographic information, and others.

Meetings and interviews with different units of Quang Tri province, district and commune administration amounted to three introductory meetings with province and district level staff, roughly twenty interviews with working units on district level (Health, Agriculture and Rural Development, Agricultural extension, Labour, Invalids and Social Affairs, Ethnic Minorities, Border Guards, Customs, Border Quarantine). On commune level, three focus-group discussions with village leaders covered community planning issues.

Meetings in Savannakhet province with provincial and district staff included two meetings on provincial level, and one introductory meeting in five of the six visited districts (not in Keysone district). We met the staff of the health department in each of the five districts separately, as the PHO was the counterpart, whereas Social Affairs, Agriculture, Planning, Education, Water, and Administration were met together in conferences on district level. Interviews with the provincial customs department were done at the border gate. As there is no functioning commune, we met some “Region” (Khet) officials in the districts, but concentrated on district and village staff. In each village, the village head was contacted and interviewed.

For the collection of **primary data**, different forms of face-to-face, individual and group interviews were used (see Annex for the guidelines and other forms):

- **Questionnaire-based, structured individual interviews**
- **Guideline-based, semi-structured individual interviews**
- **Guideline-based focus-group discussions**

Sixteen focus-group discussions with a total of 119 respondents, 109 in-depth interviews, and 66 structured interviews were conducted in Quang Tri province.

In Savannakhet province, **29 focus-group discussions with a total of 158 respondents, 199 in-depth interviews, and 63 structured interviews** were conducted.

			<i>Quang Tri</i>	<i>Savannakhet</i>	<i>Total</i>
FGD		Mixed	8	11	19
		Female	4	8	12
		Male	4	10	14
		Total	16	29	45
		Total Respondents	119	158	277
Interviews	In-Depth		109	199	308
	Questionnaire		66	63	129
	Total		175	262	437
	Of Total	Female	103	109	211

		<i>Quang Tri</i>	<i>Savannakhet</i>	<i>Total</i>
Mini-Interviews	Female	472	104	576
	Male	376	156	532
	Total	848	260	1108

Table 1: Overview of the number of respondents

Table 1 provides a quantitative summary of the different interviews conducted in the two provinces, and of the gender of the respondents. Interestingly, there is a lower number of women who have been interviewed in Savannakhet and equally a higher level of total interviews. The number of female respondents is, overall, slightly below being half of the respondents – due, in part, to the fact that highly targeted groups, like workers, truck drivers, are mainly male.

Individual interviews targeted, among others, construction and agricultural workers (seasonal and long term), truck drivers, sex workers, traders, peasants, poor women, poor men, better-off households, successful coffee planters, successful and unsuccessful cassava planters, village elders, village heads, factory workers, border guards, customs, doctors, extension workers, young family heads, motorbike taxi drivers, porters, karaoke bar staff, bar madams...

We had elaborated the questionnaires and guidelines before entering the field, but they were adapted at several stages of the process: after the training with feedback from the surveyors, and during fieldwork to include new developments. For example, we had to react on what interviews revealed about the sexual relations in the Van Kieu/Bru community, or the importance of seasonal migrants as risk group. Adaptation was inclusion of new question blocks, and potential dropping of others. *Questionnaire-based interviews were based on a fixed set of questions, some different according to the groups targeted.* After initial familiarisation with the interview techniques and the questionnaires and guidelines, in both teams we requested surveyors to add independently in-depth questions to the interviews, depending on the questionnaire results. Structured interviews provided basic and complex, comparable, qualitative and quantifiable data to a fixed set of pre-established questions. Through in-depth, semi-structured interviews, we gained insight into individually defined livelihood, every-day life issues, understand their personal history, to understand and rank problems felt by the respondents, and their solutions or suggestions. Focus-group discussions provided more collective visions of problems, solutions and suggestions. *For in-depth/semi-structured interviews and the focus-group discussions, we used guidelines that included different sets of lead questions* according to the targeted groups. They were continually adapted, according to results and difficulties experienced, and to newly included target groups and individuals. The sets of lead questions were different for groups and individual interviews, to use different strategies – group interviews to draw out answers that are more detailed on community requests and planning, often relating to poverty and development issues, and individual interviews to elaborate on more confidential issues, especially relating to sexual behaviour. In the villages, focus-group discussions were run with different groups:

- *Poor peasants and better-off peasants (in separate groups, elaborating on successful and unsuccessful agricultural and marketing practice, poverty issues etc.),*

- ***Unmarried young men and women, married men and women of ethnic minorities (separate groups according to relationship and gender, questions on poverty, economy, HIV and sexual relations).***

For mapping purposes, more than 1100 short interviews on mobility routes were conducted, additionally to the planned focus-group discussions, in-depth interviews and questionnaire interviews. These 'mini-questionnaire' interviews of five questions (see Annex) were done in several sites chosen for being crossroads or settlement areas known for harbouring a big number of mobile people. The sites chosen are for Quang Tri:

- Khe Sanh Township (administrative centre of Huong Hoa district),
- Krong Klang Township (administrative centre of Dakrong district),
- Lao Bao Township (with border checkpoint, living quarters of Export Processing Zone),
- Huong Tan commune (coffee production site, New Economy Zone, 'red-light district' at KM6 Ho Chi Minh Highway),
- Between Ta Rut commune and KM10 on Highway 14 (close to gold mines)⁹

In addition, for Savannakhet:

- Densavan District Capital (border gate, market with cross-border mobile people),
- Sepone District Capital (rest site for truck drivers, national mobile people),
- Phine District Capital (administrative centre)
- Setamouak Township (crossroads, rest site for truck drivers, cross-border and national mobile people).

Beyond the 'mini-interviews' in these sites, we randomly interviewed people with this 'mini-questionnaires' when on-site somewhere close to the highways or in villages. Together with the interview results, which systematically contain migration routes, this allows a rather detailed mapping of mobility in, into and out of the research area, across the border from Quang Tri into Savannakhet.

2.3 Sampling and Sites

We choose to visit a number of different sites, instead of going to few sites and working there in-depth, because we had almost no prior information on the situation except some ideas about areas like Dong Ha, Khe Sanh and Lao Bao in Quang Tri, or the field sites of HI in Savannakhet. The broad selection of sites allows us to make some general assumptions on the situation in the two provinces, which is a good starting point for a needs assessment or feasibility study.

⁹ In the southwestern area of Dakrong district, some non-official, non-declared gold mines are operating, as well as small private or state-run ore extraction sites. Due to difficulties in approach – too far from the road, and the reluctance of miners to talk to outsiders – we did not visit the sites.



Illustration 2: Map of Highway 9 in Quang Tri Province. Sites visited and mentioned in this report, along the road from East to West: Dong Ha, Krong Klang, Khe Sanh and Lao Bao. Huong Phung is northwest of Khe Sanh, bordered by Lakoh in Lao, Lia southeast of Lao Bao. Lao Bao is roughly 90km by road from Dong Ha.

In Quang Tri, we studied the **two districts of Dakrong and Huong Hoa, both on the western part of highway 9 and bordering Laos**. In Dakrong, we included, **in addition to highway 9, the newly improved highway 14**, leading southward along the Laotian border. In Huong Hoa, we included the **recently constructed Ho Chi Minh highway**, which was since French times only a dirt road, leading northward along the Laotian border. In Dakrong, the team was based in Krong Klang Township, the district's administrative centre. We did interviews in the township, in communes close to the township, and in others further away, along Highway 14. **In Krong Klang, we focussed on traders, motor-taxi drivers and civil servants (no truck drivers or sex workers there), in the rural communes on Kinh traders settling in Van Kieu/Bru communities, and peasants.**

In Huong Hoa, the team was based in Lao Bao. Beyond the administrative centre of Khe Sanh Township and Lao Bao Township with the border crossing and the Export Processing Zone, the construction site of the Rao Quan hydroelectric dam, we included the Kinh and Van Kieu/Bru populated, coffee-planting communes of Huong Tan and Huong Phung north of Khe Sanh. South of Lao Bao, in the Lia area, the mainly cassava planting, mainly Van Kieu/Bru communes were also studied. The targeting was roughly the same, except that **we additionally interviewed factory workers, truck drivers and sex workers in Lao Bao, in**

10 Dakrong has only in 1998 been separated from Huong Hoa as a stand-alone district. Therefore, the township of Krong Klang is a rather new settlement, which had earlier been just a trading post close to the crossing to some smaller communes.

11 The cassava produced in this area is for both local consumption – it is a conventional food in times of rice shortage – and for production as cash crop, sold to the state-run cassava flour factory in Tan Long, south of Lao Bao. The cassava flour is sold to companies in China, where it is used for production of cosmetics and other industrial purposes.

Rao Quan and Lao Bao seasonal and long-term construction workers, in Huong Tan and Huong Phung seasonal coffee harvesters, and in Huong Phung and the Lia area, Van Kieu/Bru successfully or unsuccessfully investing in cash crop production.

We did **not work in the district of Cam Lo, because it is part of the lowland and not considered poor**. In initial information, it did not show any particularities: its economy depends not on highway 9, but on the north-south highway 1 through the province (running through parts of the district), truck-drivers do not stop there, it has no major minority population – there are no patterns which indicate issues linked to mobility along Highway 9. Three interviews have been conducted there, as it has been identified as a sending community of migrants further west on Highway 9 during our study. In these interviews, **the relative higher impact of Highway 1 compared to Highway 9 was confirmed: people prefer to move south on Highway 1, more people move in that mobility scheme, and only less fortunate or lower skilled people choose to move along Highway 9**. Except for some initial interviews, we equally **excluded the provincial township of Dong Ha**, as mobility patterns there are mainly dominated by highway 1, much less by highway 9. Still, Cam Lo and Dong Ha have some HIV hotspots – one prison and the living area around it in Cam Lo, already targeted by HIV programs, and many overnight guest-houses with commercial sex workers targeting truck drivers along highway 1 in Dong Ha.



Illustration 3: Map of Highway 9 in Savannakhet Province. Sites visited and mentioned in this report, along the road from West to East: Savannakhet, Seno (first yellow dot along Highway 9, here written Xeno), Phine (fourth yellow dot), Sepone (fifth yellow dot) and Densavan on the border. Vilabouli is 45km on the road leading northwest from Sepone, Lakoh 50km north of Densavan and Nong the yellow dot down left. The distance from Savannakhet to the border is roughly 200km.

In Savannakhet province, we started, after a trial run in Savannakhet Township, to work along the road: **we visited the districts Outhoumpone, Sepone, Phine, Vilabouli, and Nong**, in that order. As 2/3 of Highway 9 is in Savannakhet, and only 1/3 in Quang Tri, we decided to select a number of sites, evenly distributed on and around the road, and rather far from each other. Except for the first district Outhoumpone, the team moved to the district capital of the district studied, and was based there during fieldwork.

We choose Outhoumpone, on the crossroads of Highway 9 and Highway 13, the North-South road connection along the Mekong, for the **high level of mobile people moving to Thailand**, and the potential to encounter **PLWHA in the villages**. In the district capital

Seno, we focussed on **mobile traders, sex workers, and mobile population from Vietnam**, in outlying villages on **sending communities for people going to Thailand**. Outhoumpone and Keysone districts are the districts where Highway 13, the North-South highway, has a strong influence on mobility patterns, but for the purpose of this study, we concentrated on the movements into Thailand. Beyond that, in Outhoumpone and Keysone, **factory employees were interviewed**, to understand the **linkage between mobility patterns and economical motivation**.

In the districts of Phine and Sepone, we chose several sites along the road to understand migratory patterns, interviewing mobile populations as well as residents. This included **mobile traders, administration officials, sex workers and truck drivers**. Phine District capital, the township of Setamouak, Sepone District capital and Densavan Township are presented as stop-over points for truck drivers, and have a certain amount of both sex workers and mobile population, with a small but economically active Vietnamese population and a strong presence of administration. A special point included in the study, mainly for its character as HIV hotspot attracting sex-workers and its quality of attraction for mobile workers, **mine workers and administration staff were interviewed at the Lane Xang Minerals copper and gold mine in Vilabouli district**.

Outside the administrative and trade centres on the road, **in Sepone, Nong and Vilabouli villages were selected to understand the agricultural system and its linkage to mobility, the relationship between economy and HIV vulnerability and HIV awareness**. In Sepone and Nong, we chose target villages of HI, in Nong some additional villages considered poorer than the target villages. For its geographic situation and cultural as well as economic relation with Huong Phung commune studied in Vietnam, the Lakoh region in the Northeast of Sepone district was equally chosen. These rural areas are all subject to upgrading of infrastructure, and therefore interesting for **potential and future mobility, and being receiving communities already**. Several villages around the LXML mine site were chosen to understand the impact of the mine on HIV awareness, and the economic and agricultural situation there.

Savannakhet Township in Keysone district was, as Dong Ha in Quang Tri, deliberately excluded it from the research for being too complicated a setting, and being crossed by too many mobility routes. Nevertheless, **interviews were done in garment factories and wood processing factories in the suburbs with workers and employees and with porters at the river crossing** to understand the mobility patterns and prove the short-distance character of mobility in these settings. Several districts along the road, between Outhoumpone and Phine, were excluded, being part of the lowland and providing little additional information beyond that gathered in Outhoumpone and Keysone.

In both provinces, we targeted several known HIV high-risk groups – **truck drivers, sex workers, long-term construction workers, factory workers** – from the beginning of the study. During the study, **temporary/seasonal construction and agricultural workers** were added as a targeted high-risk and migrant group, equally targeted were **non-migrant local peasants and other residents**. **Cross-border migrants – sex-workers, truck-drivers, traders and long-term workers** – were equally interviewed. The changes in community behaviour and sexual conduct in the Van Kieu/Bru communities made them equally a group targeted not only for poverty and livelihood issues, but also as potential risk group for HIV/AIDS.

2.4 Cooperation with Authorities and Organisations

In general, cooperation was good. A very strong presence of local authorities during the fieldwork was remarkable, both in the team and in the groups encountered, due to the specific situation in Laos and Vietnam, the study setting, and the context of the study implementation. In Quang Tri, one counterpart representative and one surveyor, both province cadres, and two surveyors, district cadres, were present in the team. In Savannakhet, the counterpart representative and one surveyor are members of the PHO, and therefore more liable to their superiors than to local stakeholders. *During initial meetings on district, commune and village level with representatives, later on with target groups, authorities were equally present, although not very much influencing the actual fieldwork.* The influence was stronger present in the team, and that more in Savannakhet through the counterpart representative than in Quang Tri. Still, dispatching surveyors independently allowed reducing their impact on responses, and in general, respondents seemed to answer pretty frankly, considering the tight time allocation and the little rapport the team could build. *In spite of the presence of local authorities, the results of the study conform to the requirements of a participatory study.*

DOFA Quang Tri did a good and efficient work in preparation of the study. It made its interests clear during the study, and applied an efficient budget control for the funds transferred through it. It allowed few diversions from the original planning, although they might have appeared reasonable in the context of the study. DOFA is a line branch of the Ministry of Foreign Affairs, and therefore responsible for some of the outside contact of the Province People's Committee (PPC), mostly with NGOs. It has been charged by both MOFA and PPC with the task of leading the study in Quang Tri, and to obtain the necessary cooperation by the relevant line departments in the province. *To reduce redundancies, in a future program it seems reasonable to use DOFA only for coordination purposes, and do any implementation through one of the line departments: Department of Agriculture and Rural Development (DARD), Department of Health (DOH), or Department of Labour, Invalids, and Social Affairs (DOLISA).* Should the future program have a primarily socio-economic orientation, DARD seems to be particularly appropriate, as they have long-standing experience in cooperation with international organisations, especially in the field of community development.

PHO Savannakhet appears more flexible. As HI in Laos did not prepare budget transfers, their financial capacities could not be evaluated. *Being a technical department, they are clearly capable to influence local decisions making processes*, and they are willing to use them, although they may be limited in a broader advocacy approach. As a top-down line department reaching out into the districts and villages, PHO has a broad network of offices, which were at our disposal for the study. This being true for all line departments and HI having already working experience with both PHO and the Department of Agriculture and Forestry (DAFO), the same as for Quang Tri applies for Savannakhet: should the future program primarily have a socio-economic orientation, DAFO may be an adequate choice as implementing agency.

Steering committees for the study were set up in Quang Tri and in Savannakhet. DOFA Quang Tri invited the steering committee in Quang Tri. The committee included a representative of DOH (equally representing the provincial HIV/AIDS committee), DOLISA, DARD, the Provincial Security Department, the District People's Committee of

Da Krong District, the District People's Committee of Huong Hoa District, and the Provincial Border Guards Unit. Each department was represented by its vice chairperson, or by a head of sub-department. The steering committee in Savannakhet province was invited by PHO. It assembled representatives of PHO, the Provincial Governor's office, the Planning Office of the Province, the PCCA, and DAFO. The departments were represented by their deputy heads, or by several persons. Due to distance problems and the Lao political situation, district representatives were not invited on the steering committee. The steering committees met in each province twice, once at the beginning and once at the end of the study:

- *26 October 2005 initial steering committee meeting in Dong Ha, Quang Tri Province*
- *7 December 2005 concluding steering committee meeting in Dong Ha, Quang Tri Province*
- *4 January 2006 initial steering committee meeting in Savannakhet Province*
- *24 February 2006 concluding steering committee meeting in Savannakhet Province*

Each meeting lasted one morning, except on 24 February 2006, which was equally the restitution workshop. At this date, beyond the steering committee, several other participants were present: two delegates from PHO of Mukdahan Province/Thailand, four delegates assigned by the Quang Tri steering committee, two representatives of the French embassy to Laos, and representatives of several international organisations (BTC, MCNV, and MSF).

In Vietnam, *we were not able to contact any People Living With HIV/AIDS (PLWHA), and therefore no self-help groups*. According to the last statistics, Quang Tri province has roughly 29 cases of people infected with HIV, of which many already died. Most of these are farmers in low-land districts, who contracted HIV when they worked far away from their families as hired labour during times of shortage in their family. There are two cases (husband and wife) identified in Dakrong district, who have been tested in Hue, but do no longer live at their home address. They may have moved away to reduce stress and emotional pressure in their communities and families. Eight cases have been identified in Huong Hoa district, of which five have died, one (the wife of one victim) is in hospital in a condition no longer allowing interviews, and the remaining two equally moved away from their home address. Associations of PLWHA exist in the Central Region, but not in Quang Tri province. *Existing organizations, in the Hanoi area or in the Central Region, should be contacted in the process to prepare the future program, as initial informal contact proved promising.*

The situation is different in Savannakhet province, where *we had a member of a local association of PLWHA on the team*. The association works with the PHO and Medecins Sans Frontiers in Savannakhet, and has contacts all over the province. 175 people are members of the association of PLWHA, which allows using it as hinge for a future project. The HIV/AIDS situation is different from Quang Tri, with a high level of testing in the province, and a more open approach to the problem: *in Vietnam, HIV/AIDS is still considered a problem of drug users and sex workers, marginalised groups, whereas it is seen as a mainstream problem in Laos*. According to PHO statistics, Savannakhet had by the end of 2005, accumulated 838 HIV positive cases, with 540 declared suffering from

AIDS, and 333 deaths incurred.¹² In 2005, more sero-positive cases are women than men (53% against 47%) are, and ***infection is clearly linked to mobility and gender: mobile farmers, mobile workers and their wives are the professional groups with the highest infection rates.***

There were some questions concerning the ***relation between different groups of the population in the area we could not approach, perhaps due to close supervision by different levels of authorities.*** This concerns the impact of Kinh and lowland Lao migration on population in minority areas, especially potential conflict on land ownership, and traditional systems of healing and religion, and persons practising, namely healers, which were until recently forbidden to exercise, and are still pushed underground in Vietnam. In Laos, religious practice of indigenous population¹⁴ is not restricted, as religious practice in general is much more common than in Vietnam. On the other hand, ***the issue of friction between different ethnic groups is even less openly discussed, strongly negated,*** than in Vietnam, as since French colonial times indigenous group were defined principally as Lao, being kind of less developed than lowland Lao. Vietnam recognises ethnic differences, and put in place specific policies to improve the living situation of these groups.



Illustration 4: "Been there, done that" picture: Team members together with respondents and village administration in Cu Tai 1 Village, A Bung Commune, Quang Tri

In Vietnam, from the beginning ***there was a clear interdiction to stay overnight in villages***, for "security reasons". In Laos, there was no formal interdiction, but restrictions applied anyway: we could stay at official guest-houses or in the dormitories of administrative units. This made it impossible to access villages very far away, as we would not been able to return after a reasonable amount of work. ***Therefore, the situation in the most impoverished and vulnerable villages could not be explored, but they are not yet impacted by the East-West Corridor anyway.*** Still, we achieved a reasonable amount of fieldwork in villages in border areas and with difficult access, both in Laos and in Vietnam.

12 The higher level of prevalence may be related to a more generalised testing approach – although it is, according to PHO officials, illegal in Laos to test people without their knowledge, a much higher level of blood tests for HIV than in Quang Tri seems to exist.

13 Data according to: Phongmany, Panom, 2006: Savannakhet Provincial Health Profile 2005

14 At least once, we were invited to a possession ritual by a local healer in a Bru village in Vilabouli, and could speak to several healers and mediums during our research.

15 This is a two-thronged approach: repression of identity issues, as seen since 2003 in the Central Highlands, linked to specific development programs. Ethnicity of indigenous populations is mostly defined through material culture, political or religious issues are negated completely.

3 Findings

Below, we will discuss the findings in different sub-chapters, complying with the hypothesis developed before the research. The results are presented as follows:

- A description of the differences between the cultural, economic and social zones, the political regions and geographical areas along Highway 9, and the consequences this 'zoning' has on the hypothesis and future programs
- Descriptions of some specific sites to illustrate the different situation in the field
- Analysis of the data provided by populations specifically targeted in the hypothesis, and descriptions of their situation.

The findings are described in narrative form, in an “ethnographic” manner of presentation. Almost everything described in the following is based on interviews and discussions of qualitative character, therefore, arguments taken up are not our opinions, but the results of observation or knowledge that has been transferred to our teams using the methods described above.

3.1 “Zoning” in the Research Area

The study took place in the two western districts of Quang Tri province, both having a border with Laos and having Highway 9 traverse, and in the districts along Highway 9 in Savannakhet, plus one district south of Highway 9 sharing the border with Vietnam. ***The research area has two clearly distinct socio-economic patterns***, closely linked to historic developments, livelihoods, and socio-cultural or ethnic composition of the population:

- ***Along the important roads – highway 9, highway 14 and Ho Chi Minh highway – migrants from the lowlands, ethnic Kinh in Vietnam and lowland Lao people in Laos, are present.*** Along the roads, these migrants are concentrated in settlements. For Quang Tri, these are Krong Klang, Khe Sanh, Lao Bao, and some commune centres, like Huong Tan, Huong Phung etc., whereas in Savannakhet, these are Densavan, Ban Dong, Sepone, Phine and Setamouak. In these settlements, they often form the majority, with some households living in villages with major Van Kieu and Bru population (along Highways 14 and Ho Chi Minh, along minor all-weather roads) – where Kinh are a minority. Kinh and lowland Lao are mainly living on trade, in the western part around Khe Sanh also on coffee production and some other cash crops, or dispatched as administration staff. They engage rarely in subsistence farming.
- ***In the areas off these roads, almost no lowland people are living, but ethnic minority /indigenous populations, mainly Van Kieu (also known as Bru), with¹⁶ some Pako in the southern part of Dakrong district, and Phu Thai in Sepone.*** The economy in these areas is mainly a subsistence economy, in Quang Tri now mainly using sedentary shifting cultivation with reduced or eliminated fallow periods, irrigated rice in the few valleys where non-sloping land is available, and

¹⁶ Contacts with the Museum of Ethnography in Hanoi have been established, to provide further information on cultural and social traits of the minority population in Quang Tri Province and in Savannakhet Province. These may be useful for a future program design.

upland rice cultivation, backed up with some cash-crops. In Laos, shifting cultivation with longer fallow periods is still common, though diminishing due to political pressure. In some areas (mainly the Lia area in the south of Huong Hoa district, and along the HCM highway), some people start to replace their subsistence system: people now plant coffee or cassava as cash-crops and use the income to buy rice, only partially depending on their fields for subsistence.

In some areas of Quang Tri, along Highway 14 and the Ho Chi Minh highway, and along Highway 9 and minor roads in Savannakhet, ***upland people voluntarily move their villages from the hillsides down to live close the roads***. This is a mobility pattern not anticipated before starting the study. A reason why this movement is being overlooked may be that it does neither correspond to the larger movements across borders, nor does it involve majority populations. It involves villages not very far away from their new place; some people, in general the better off stay behind and everybody continues to use the fields and swidden in the villages. The movement allows villagers to access markets more easily. ***It is not clear to what extent they use land traditionally belonging to their village***, and thus just returning to earlier settlement schemes.



Illustration 5: Infrastructure in Lakoh, Savannakhet: Part of the "Ho Chi Minh Trail", a road build by the Vietnamese Army during the American war - in the region, still the best road available...

Between Vietnam and Laos, highway 9 links two lowland areas – the coastal area with Dong Ha and highway 1 to the Mekong river area with the ferry and future bridge to Thailand, and the road along the Mekong. In Vietnam, the area along highway 9, between Cam Lo and the Lao border, was sparsely populated until the late 1970s: in French times, except the population of Van Kieu, apparently only some coffee farmers and Kinh traders lived further up the road. The area was completely devastated during the war between 1966 and 1975, with some Van Kieu being forcibly resettled into strategic hamlets in Ta Con, close to Khe Sanh, or into Dak Lak province in the central highlands. ***Most of the Van Kieu seemed to have been moving into the forest, most of them over the border into Laos, except***

some who were active in fighting or political work. They returned to the sites of their former villages after the end of the war, building new villages there or close by.

After the end of the war, Kinh families from the lowlands of Quang Tri province were resettled into the area of Khe Sanh. Roughly, 300 households inhabited the site at that time

17 'Swidden' is a technical term describing fields created by shifting cultivation: fields or 'swidden' are cleared, used for a certain amount of time and when the soil loses fertility, left fallow for a period of time, after which the circle starts again – therefore "rotating shifting cultivation". In the studied areas in Vietnam, the production period is three to five years, in Laos two to three years – people prefer a shorter period for higher soil fertility, but no yearly changes. The fallow period is very short in Vietnam, sometimes only one or two years, due to population pressure, and can reach 10 to 20 years in the East of Laos. See, for example, http://en.wikipedia.org/wiki/Shifting_cultivation (consulted 3. April 2006).

before the mobility set in. In the following years, several thousand families followed in different waves, either as part of “New Economy”, state-led resettlements, or moving independently, following friends or family, or just the hope for a easier or better life. ***This makes the cities and villages in the area recent settlements, and almost all grown-ups have been born in the lowlands.*** This also makes for a not singular, but special situation of 'internal colonisation', with a majority population from the lowlands moving into the area formerly settled and on land formerly owned by the Van Kieu and other populations in the area. The last wave of “New Economy” settlers arrived around 1995, around which time this movement of government-led migration was stopped. The township of Krong Klang was as created as administrative district centre of Dakrong after the splitting of Huong Hoa district into Huong Hoa and Dakrong in the late 1990s, and some cadres, traders and other settlers moved there, often from Khe Sanh, the former and actual district centre of Huong Hoa, or Cam Lo.

In Savannakhet, the history of population movements is less clear. It seems evident that eastwards beyond Seno there were no major settlements of lowland Lao populations, nor French planters. ***According to historical sources, the area was populated by Phu Thai and Bru prior to the establishment of a French administration*** and tributary to the Annamese Court.¹⁸ A Lao presence from the lowlands was established only following the French colonisation. During the war between the 1960s and 1975, the areas in the East of Savannakhet, along the border with Vietnam, were administered by the Vietnamese military and considered part of Huong Hoa district, whereas the western parts were under Royal Lao Government control. Still nowadays, most officials¹⁹ in the eastern villages speak Vietnamese, as they were trained during this time. Due to the heavy fighting, local villagers in the eastern regions fled into the forest and mountains.

A stronger lowland Lao presence was established after the end of the war, only along the road. In Phine, Setamouak and Lakoh, former military personnel of the Royal Lao Government was interned and did labour on construction of Highway 9 – they stayed in this places even after their internment finished, and their descendants account for a big part of mobility out of these settlements. Administration staff and traders from lowland districts moved into some of the settlements, but do in general not engage in agricultural activities. Vietnamese traders and workers moved into the area since the integration of Vietnam and Laos into ASEAN and the easing of the border controls.

It is also possible to describe three zones: lowland properly speaking, along the Mekong river in the West and along the sea-shore in the East, midlands along Highway 9, having the characteristics as described above, which we see mainly as an extension under different conditions of the lowlands, and uplands properly speaking, the hinterland of the provinces. This partition was suggested in the TOR. We changed that for practical and analytical reasons, and see our decision as ***valid for the purpose of this study in this area – for other studies in this or other areas***, a triple partition may make sense:

- The lowlands are outside the proper target area: We decided not to take into account the problems and specificities of the lowland along Mekong and sea-shore, as these areas are much more influenced by other corridors than by Highway 9, and plainly

18 For a discussion of the ethno-historical situation in the study area on the Lao side, see Daviau, 2004.

19 Many of the adult people complain that, during this time, there were schools and medical institutions available for the local population, whereas after the retreat of the Vietnamese by the end of the 1970s, no schools nor hospitals existed until the late 1990s or early 2000s.

ignored them as specific zone.

- The midlands are described by us as a zone of intermingling between highland and lowland elements. They have thus a specific character, and include also points proper to lowland and upland. Nevertheless, ***these elements are interesting because they apply to Highway 9***, and not because they are common to lowland or upland.

Beyond the described socio-cultural and economic differences, there are geographical elements that distinguish the midland zone from the upland zone. The uplands are in general hilly, with more or less forest cover, narrow valleys with little plain land; most of the agricultural activities are taking place in swidden. The uplands are, due to the difficult terrain, difficult to access and attract therefore little outside attention. Some areas of Laos are easier to access through Vietnam, where the roads are better. The midlands, along the road, are still rather flat, with a high level of lowland, rain-fed rice fields. In Laos, they are more very large valleys, clearly looking like an extension of the lowlands, whereas in Vietnam, the valleys are narrower, and the profile in general more rugged. In spite of these geographical differences, the socio-economic patterns are similar between midlands in Vietnam in Laos on one side, and uplands in Vietnam and Laos on the other.

The 'zoning' of the area is based on historical, cultural and social patterns pre-existing in Vietnam and Laos. Although it is highly in flux, influenced and changed by increased mobility in the area, it will have a major impact on any future program, especially in the border area or a cross-border program

3.2 Mobility Systems

As regards long-distance and long-term migration, people appear to move in general westwards: from Vietnamese lowlands into the highlands, from the lower areas of these highlands into Laos, and others move from the low- and midlands of Laos westward into Thailand. Another movement, but less generalised, could be described as 'bottom-up': people move from the lowlands into the uplands. This is true for Vietnam, but much less for Laos, where the attraction of Thailand is more important than that of the uplands.

These movements involve primarily the majority populations. The ***indigenous populations of the uplands do, in general, not move over long distances, or for long times.*** They either move closer to the roads, or closer to the markets, or closer to job opportunities, but mainly in distances of their home village that allow them to continue to work on their subsistence fields there.

We tried to describe the sending and receiving communities of people on the move in Laos and Vietnam. Patterns have been difficult to prove quantitatively – numbers are too low to achieve more than general ideas. ***It can be said that most mobility is inside the provinces – in both cases, it accounts for almost 2/3 of the total of sending communities.*** See the numbers of people originating from the different regions as follows:

<i>Sending Community (Province)</i>	<i>People</i>	<i>Percentage</i>	<i>Regional Distribution</i>
Houaphan	4	1,5%	Northern Provinces: 12 Persons
Luang Namtha	1	0,4%	

Xieng Khuang	3	1,2%	5%
Xayabouly	1	0,4%	
Borkeo	1	0,4%	Central Provinces:
Luangprabang	2	0,8%	214 Persons
Vientiane	36	13,8%	82% (incl. Savannakhet)
Savannakhet ²⁰	157	60,4%	
Borlikhamxay	3	1,2%	Southern Provinces:
Khammouane	18	6,9%	18 Persons
Champasak	14	5,4%	7%
Saravan	4	1,5%	
Quang Tri	4	1,5%	Vietnam:
Hue	8	3,1%	16 Persons
Nam Dinh	1	0,4%	6%
Ha Tinh	1	0,4%	
Danang	2	0,8%	
Total	260	100,0%	

Table 2: Sending communities of mobile populations on Highway 9 in Laos

The sending communities in Laos are mainly in the Mekong plains; the data collected and presented here shows *the origins of lowland Lao people moving eastward on Highway 9*, and includes some people moving *westward* into Laos from Vietnam. The data was collected in several sites along the highway, in Outhoumpone district (Seno Township), Phine district (Sekong and Phine Townships), and Sepone district (Sepone and Densavan Townships). Most people move inside Savannakhet province, with Vientiane Capital coming second – the reasons for this being that most people taking this route are active in administration, trade, or as skilled workers.

In Vietnam, data on mobility patterns was collected both in Dakrong and Huong Hoa districts, in the district centres as well as on-site along the road, both along highway 9 and along highway 14 (the latter leading north-south parallel to the border, attracting mobile workers). Data for the mobility inside Vietnam has been aggregated from data broken down according to the target districts where it has been collected:

<i>Sending Community (Province)</i>	<i>Persons</i>	<i>Percentage</i>	<i>Regional Distribution</i>
Da Nang	4	0,5%	Northern Regions:
Bac Giang	2	0,2%	93 Persons

²⁰ The sending communities for the largest part of the mobile people originating from Savannakhet province are located along the Mekong river, with a strong emphasis on Keysone district, where the province capital is located – elsewhere called Savannakhet Township.

Bac Kan	1	0,1%	11%
Bac Ninh	8	0,9%	
Ha Noi	3	0,4%	
Ha Tay	8	0,9%	Central Regions:
Ha Tinh	28	3,3%	751 Persons
Hai Duong	6	0,7%	89% (incl. Quang Tri)
Hue	110	13,0%	
Nam Dinh	1	0,1%	Southern Central:
Nghe An	9	1,1%	4 Persons
Ninh Binh	2	0,2%	
Phu Tho	1	0,1%	
Quang Binh	86	10,1%	
Quang Nam	4	0,5%	
Quang ninh	1	0,1%	
Quang Tri ²¹	551	65,0%	
Son La	1	0,1%	
Thai Binh	1	0,1%	
Thanh Hoa	10	1,2%	
Vinh Phuc	11	1,3%	
Total	848	100%	

Table 3: Mobile Population on Highways 9 and 14 in Dakrong and Huong Hoa Districts, Vietnam

This shows that, although there is some migration from the northern lowlands into the Quang Tri border districts, most mobile people still come from the lowlands of Quang Tri province itself, with a sizeable level of mobile people coming from neighbouring provinces. The same pattern has been seen in the mobility of Vietnamese people into Laos (the last five lines in Table 2). Still, there is a higher level of people moving from the north to Quang Tri – 11% of the total; almost all people not coming from neighbouring provinces come from the northern delta and surrounding areas. In interviews, this could be clearly linked to both skills and poverty in the sending communities:

“All families in my home village are very poor, and a lot of the youth there go to cities to look for work. In the village 15, out of 40 young people go somewhere else, many in Saigon”. Sex worker, in-depth interview at Rao Quan Construction site, Quang Tri

21 Most of the people from Quang Tri and on the move are from the lowland districts: Trieu Phong, Vinh Linh and others.

In many interviews, skills as well as networks were mentioned as a reason to bring in people from the north to work in Quang Tri:

“We hire people from the North, because our company is from the North, and we know the people have skills we can't find here. Besides, so far from home, they do not drop the job as easily as people around here”. Engineer, supervisor, in-depth interview at Rao Quan construction site, Quang Tri

People from further south do not move into Quang Tri, they move to Saigon or other sites in the South – salaries are higher there, and living conditions better.

For future programs, the implication is that, although the people might come from provinces close or the same province, they come from different places. They are difficult to target in their sending community – it makes more sense to work with them on site, in the arrival area.

The gender of mobile population and the duration of their mobility are intricate aspects of mobility:

<i>Gender</i>	<i>People</i>	<i>Percentage</i>
Male	156	60,0%
Female	104	40,0%
<i>Total</i>	<i>260</i>	<i>100%</i>

<i>Duration of Mobility</i>	<i>People</i>	<i>Percentage</i>
1 day – 31days	25	9,6%
1 - 12 months	97	37,3%
More than 1 year	138	53,1%
<i>Total</i>	<i>260</i>	<i>100%</i>

Table 4: Mobility patterns in Laos

The above table shows that in Laos, significantly less women than men move, and that we have both short-term and long-term mobility – people may go out for short times, but most stay away from home for lengthy periods.

<i>Gender</i>	<i>Persons</i>	<i>Percentage</i>
Male	376	44,3%
Female	472	55,7%
<i>Total</i>	<i>848</i>	<i>100%</i>

<i>Duration of Mobility</i>	<i>Persons</i>	<i>Percentage</i>
Up to one year	253	29,8%

One to two years	139	16,4%
Over two years	456	53,8%
Total	848	100%

Table 5: Mobility patterns in Vietnam

The two tables show clearly a higher level of female mobility in Vietnam than in Laos, and generalised mobility for longer times – more people stay away from home for longer periods. In their own right, these results allow a lot of interpretation. The significantly higher level of female mobility in Vietnam may be directly linked to the fact that many **couples or families move together**, 'settler' style, and stay for longer terms or switch their centre of living altogether. In Laos, movement seems to be more of a 'sending' character: **members of a family are sent out to earn money**. Surprisingly, these facts appear **linked to the family size**: In Vietnam, families have rarely more than two or three children, even in the countryside or among indigenous groups, whereas Laotian families often have a significant higher number of children. Therefore, Laotian families have more labour force to send out, but also less ability to move the whole household, be it only for a limited time.

Most people on the move will return regularly to see their families, but not necessarily at regular intervals. Often, they will go home for visits with a higher frequency in the beginning of their mobility, i.e., something like two to three visits per year, reducing that to an occasional visit on special occasions once a year, some not returning at all.

Impact of mobility on economy of the sending population is mixed, from those cases where families can build nice, big new houses due to the remittances, to the cases when families start lacking labour and become poorer than before:

“My husband works in Thailand for 11 months, now I would like him to come back because no one does help me to take care of my children and my family economy did not change, the money that I get from my husband is still the same as if he worked in Laos.” IDI, married woman, Nakhoke village, Savannakhet

In our study and our study area, the two districts of Outhoumpone and Keysone show the highest level of movement into Thailand. Beyond the population movement into Thailand, both districts show also a high level of people moving north or south on Highway 13. As other studies show, this is typical for the districts along the Mekong River: In both districts, as in other lowland districts, most of the mobile population does not move along highway 9, but on Highway 13 or over the river into Thailand. **In this area, the attraction of Highway 9 as mobility route is much lower than of the two other routes**. Many people come from Vientiane or other provinces further north, especially in Outhoumpone, with its big military installations. **Short-distance mobility to both districts fills up the work force reservoir of local companies** – wood-processing, garment production, motorcycle production and others. These companies do not attract long-distance migration as in Lao Bao, but hire their workers in villages close by; workers rarely travel more than 10 km to their workplace, and do not stay on site over night. The attraction for labour will be accrued by the planned opening of the bridge between Mukdahan in Thailand and Savannakhet in late 2006, and **the planned Savan-Seno “Export Processing Zone”**. These companies and the military installations equally attract sex workers, both from Vietnam as from Northern provinces, as these provide a ready clientele – not the workers, but truck-drivers and soldiers, as has been

stated repeatedly during interviews with the sex workers.

Beyond Outhoumpone, the mobility patterns resemble those in Vietnam: ***people move along the road for trading and because they are dispatched by their administration, or they move westward into Thailand.*** As described above, mobility of lowland populations has been no major feature along Highway 9 before 1975, and immediately afterwards, it was mainly determined by political conditions until the beginning of the 1990s. Nowadays, there are several mobility routes, strategies and systems:



Illustration 6: Construction site on Highway 9 between Sepone and Densavan, Savannakhet: The entry gate to the future Special Economic Zone

- ***Lowland farmers taking up short-term work contracts (up to six months), mainly in construction and some in coffee harvesting.*** Most of the time, they originate from lowland districts in Quang Tri, poor provinces in the Northern Central Region (Nghe An, Ha Tinh) or provinces with land scarcity in the Red River delta (Hai Duong, Huong Yen, Thai Binh). They take up contracts – often as a group from one village or commune – with subcontractors in their home area, who send them to the work sites. ***Their***

motivation for becoming mobile is clearly economical: they accept work far away because there is nothing to earn at home – they would even lose money as they eat – and they are not skilled enough to take up permanent employment. They are in general paid after finishing the contract and returning home, and only receive a small allowance while on site. They move along highway 9, working often on the road in construction, in low-skill positions, on the site of the Rao Quan hydroelectric dam, or harvesting coffee in the Khe Sanh area, along HCM highway. These are in general men with their wife and family left back home, but with little disposable income, being thus occasional clients of sex workers.

This pattern is almost not seen in Laos: it seems that people who move into Thailand come only back for visits. In case of need for additional help in the field, their family can easily use the money transferred to hire additional labour: calculations based on the statements collected reveal that non-skilled labour earns roughly five times a Laotian salary in Thailand. In Vietnam, the non-availability of jobs in the sending communities is the most important argument for leaving, so people return if they are needed in their home community. Equally, unskilled labour earns roughly 1.5 times of a corresponding salary when on the move – not enough to motivate long stays away from the family.



Illustration 7: Interview in wood processing factory close to Seno, Savannakhet, producing primarily for the Vietnamese market

- ***Long-term workers or employees, most of them employed in a stable position inside a construction company, or in the companies in Lao Bao or LXML.*** They often originate from the same areas as the short-term workers, i.e., the lowlands of Quang Tri and Savannakhet, with some high-skill teams coming from cities like Hanoi, Haiphong or Vientiane where they were trained, and where their companies reside. They are mainly working at the road construction of Highway 9 or adjacent roads (on the

Vietnamese part of Highway 9 now roughly 250, before several thousand), or at the Rao Quan hydroelectric dam (several hundred, increasing to over 3000 in the next years), or at the Lane Xang Mine (around 3.600 in total) in positions as drillers, drivers, masons, or other. After finishing one project, they move to another site. In general, they have short holidays for family visits every two or three months, higher-level like engineers every month.

The workers in the Lao Bao Export Processing Zone are working under similar conditions (at Superhorse soft-drinks, Camel tyre factory, and Canton garment factory), and the numbers will equally increase to several thousand in the next years. Initial interviews in sending communities in Quang Tri show that moving to Lao Bao is not the choice valued highest, compared to moving to factories in Ho Chi Minh City. Although the factory worker may not have a very high income, they are still remarkably better off than they would be in their home areas, where they are normally simply unemployed. They have some disposable income, and appreciate the security of long-term contracts. This, together with the difficulty for people to explain a job-change back home, makes the hypothesis of female workers moving into sex work difficult to maintain. In Laos, the future export processing zones in Savan-Seno and Densavan will equally attract thousand of workers – if they are ever put into place.

Construction workers are routinely using services of sex workers, creating temporary red-light districts as on “KM 6” on HCM highway, where workers of the Rao Quan site and sex workers reside closely, thus creating the most important hot-spot in the area – frequented also by settlers and young men coming from over the whole district. ***In Vietnam, they are in general targeted by HIV awareness programs***

22 Beyond that, sex workers have in general a different career path. They are often single mothers, having had abortions, in general an “unhappy life”. They also have little education, not beyond lower secondary school, whereas the factory workers finished upper secondary and have more choices.

inside their companies, in Laos, the companies explicitly request assistance in this field.

- ***Kinh and lowland Lao traders moving from lowland areas of Quang Tri province, or already settled along highway 9, further along into areas mainly inhabited by indigenous population.*** In general, they move on their own, without contracts or government support, and buy agricultural products or forest products there, while selling food and other small-scale items, or working in administration. They move along the roads, concentrating in the settlements and townships, and travel to remote villages on daily basis. Vietnamese traders are also found in more remote areas on both sides of the border, as long as basic infrastructure supporting trade exists. In Vietnam, they live with one or two Kinh families in the minority villages, in Laos, they often move over the border during the day, or they settle in larger settlements with lowland Lao. Some of them have been living up there for many years, while others move out after trading some seasons. Living as families, Vietnamese or Lao lowland traders are no particular HIV risk group, and interact only occasionally with the local population other than lowland people, drinking at their own shops.
- ***The migration of sex workers has characteristics of the two groups mentioned above. They originate in general from the same lowland areas and follow the same routes, concentrating in some settlements (Lao Bao, Khe Sanh area in Vietnam, Densavan, Sepone, Phine and Sekong in Laos, little or none on other places).*** They are moving without contracts or other formal security systems, as the traders do, and they also work long-term inside economic structures, similar to companies, like bars, karaoke shops, or guest-houses. They are often employed by different owners, moving from site to site. Trafficking exists, especially across the border into Laos, as some girls testified, but it is very difficult to judge the extent of it, and would need longer studies, building personal relations and trust to people concerned. As the numbers of Lao girls moving into Thailand are much higher, trafficking seems to be a more apparent problem. Trigger of a career as sex worker are often personal disasters, and motivation seems to be high and quick income – they may earn tenfold what earns a worker, although less stable. In general, they want to move out of the trade after having accumulated some money, but returning to a low-income, unsteady work or to peasant life is often no attractive alternative. ***As there will always be people who are looking for a better life abroad or who are in unlucky situations, safe migration instead of inhibiting migration, and assistance to returnees would be a necessary approach in any future program working in this field.*** It also has to be made clear that mobility, overall, is safe – only relatively few people encounter serious problems while working abroad.
- ***Truck drivers moving along the road, from the Vietnamese lowlands either to Lao Bao or into Laos, or from the Lao lowlands into the uplands. They originate often from Da Nang, Hue, sometimes from provinces further south, or from Dong Ha.*** They start further away or in Dong Ha in the morning, and may stay overnight in Lao Bao, waiting for the border crossing, only occasionally stopping in Krong Klang for lunch or dinner. Long-distance drivers have not been encountered on highway 14, nor HCM highway, where goods are moved in small lorries, by drivers living in the area. Truck drivers have a comparatively high disposable income, often carried around. They stay away from their families for up to ten days, and are routinely

using services of sex workers during their overnight stays in Lao Bao or Laos – apparently forgoing acquired safe-sex practices in Laos more easily than in Vietnam. They are targeted by different HIV awareness programs, in Lao Bao, along highway 1, inside their companies, and in guesthouses. In Laos, most of the long-distance truck-drivers on Highway 9 are Vietnamese or Thai, with some Lao coming from provinces further north. Most of the inner-Lao traffic on the highway is done by small lorries, as day-trips.

- ***Indigenous people (Bru, Van Kieu) are only occasionally moving out of their residence areas, rarely for long, only in rare cases when they are working for the administration or when indigenous children attend higher education.*** In Vietnam, indigenous children attend school only for some years, only some going beyond class four, hardly any of them attending high school beyond class nine, in Laos often no school at all. The rare high school students – we met only five or six in Vietnam, an equal number in Laos –²³ attend one of the Ethnic Minorities Boarding Schools in Dong Ha or Savannakhet. Most of the children trained in these boarding schools, where they lived for several years, move back to their villages after finishing secondary school, not having the necessary funds to attend university.



Illustration 8: Standard housing of a Van Kieu family in Cheng Venh village, Huong Phung commune, Quang Tri

Equally, some got trained as technicians, but could not find jobs in their home areas. More common are members of indigenous population who are sent for training in administration, or serve in the district capital in administrative position – interestingly, in the border area on the Lao side, this was much more common when this region was administered by the Vietnamese government. Some indigenous key informants affirm that their young people prefer to stay close to friends and family, and most elder people would not

mind their children going further away for training or work. Nevertheless, this does not yet happen except in few specific cases, and young men and women state they are afraid to be confronted with lowlanders' superiority, and their own feeling of inferiority and in-adaptedness, when leaving the community.

- ***Bru and Van Kieu are moving as rented hands down to the road from their settlements,*** to work as porters, sometimes on construction sites, mostly only some days at a time. Equally, in short-distance mobility and day-to-day mobility, they are

²³ These schools provide secondary training exclusively for indigenous populations, and are their only opportunity to education beyond primary school, with a education assistance grant. HI has been supporting Ethnic Minority Boarding Schools in the northern provinces of Bac Can and Lao Cai, see Handicap International, 2004.

moving produce or non-timber forest products for sale on markets.

Beyond those short-distance, short-term mobility routes, they are also moving quite often over the border between Vietnam and Laos, as they have family there. They may go there for work in other Van Kieu villages or to see friends and family. Indigenous people in Laos, who often speak Vietnamese, move easily into Vietnam (Khe Sanh or Lao Bao) to use public services there: hospital, doctors, markets... Again, these movements last rarely longer than some days, except for men looking for a partner.

The motives of mobility are in general more or less clearly linked to economy: ***people are on the move because they hope to earn more money than in their originating community***. This is true for people moving from the Vietnamese lowlands into Quang Tri, as it is true for lowland Lao moving into Thailand, or indigenous populations looking for jobs along the road. The above statement must be limited, or clearly applied, as ***people only move, if they do not put their household's economic security at risk***. That is, the poorest of the poor will not move, as their economic situation is not stable enough to sustain people on the move. ***In the research area, there are no people so poor that they leave everything behind to find subsistence elsewhere***. The reasons why people find better income further away from home are more complex: ***The main reasons cited for triggering mobility are low education, non-availability of suitable jobs in the sending community, and too many children***.

3.3 Rural Development and Poverty

Cash-crop production, when undertaken by indigenous people is a pale copy of the lowland system, although they have still a broad, general knowledge about shifting and swidden cultivation. In Vietnam, ***Van Kieu are either learning or copying the lowland experiences, especially on coffee, using their knowledge of local conditions, plants, soil and weather, or they are pushed into production of cassava, by local authorities together with the province-owned Cassava Flour Factory in Tan Long***.

Coffee is often planted in sites close to the coffee-plantations of Kinh, mainly in the areas close to Khe Sanh, Huong Phung, Huong Than, and on smaller scale on the Lao side of the border, relying on the Vietnamese infrastructure. Kinh people, as said above, moved only during the New Economy movement after the American war into the region, which was historical living area of Bru populations. When planting coffee, this is an individual decision by each household, buying the plants from Kinh traders, relying on them also for marketing, but they are not members of formal cooperatives or non-formal agricultural exchanges, nor are they supported by the districts extension service for coffee production. Cassava is not only planted as cash-crop, but also as rice replacement, on completely different scales: planted as cash-crop, the traders or buyers of the factory push the farmers to replace their whole other crops with cassava, whereas planted as rice substitute, it takes up only small parts of the fields and is planted mainly in times not suitable for rice production. Cassava as cash-crop is mainly produced in the Lia area south of Lao Bao, around Lao Bao, and sometimes in the Lao side, equally relying on Vietnamese traders for marketing. Cassava production is supported by the districts extension services, and producers receive sometimes training. Therefore, cassava production is often less an individual choice, but imposed through local authorities supporting the Cassava factory.

When Bru engage in cash-crop production, they rarely produce more than one kind of crop – either coffee or cassava – and are highly vulnerable to marketing irregularities. Equally, if engaged in coffee or cassava production, they often give up their upland fields or use them for cash-cropping, further increasing their vulnerability. Other than Kinh, Bru who grow coffee or cassava for cash depend in general on one cash-crop only, and often have replaced their subsistence system, so that they are greatly vulnerable to any price changes – and also open to cheating, as they often have only one trader and limited access to market information.

Be it for cash crops or subsistence agricultural production, indigenous populations have in general no or little knowledge about improved technologies, and are not reached by agricultural extension services – often they do not even know that these exist. ***For own consumption and subsistence, most of the Van Kieu and Bru villagers are still practising upland cultivation of upland rice, corn, and cassava.*** They grow banana and fruit trees, and may sell some produce on the local markets – often banana, as this is a low income, but steadily growing fruit.

“During the time we have not enough rice to eat we sell vegetables, coconuts, corns, bananas, cassava and some animals for buying rice. Sometimes, we eat cassava, bamboo shoots and bananas instead of rice”. FGD, married and youth women in Tang Alai Nue, Savannakhet

Their diet is supplemented by some self-grown vegetables, and forest fruits and vegetables. They rely almost completely on this subsistence economy for food consumption, using, if available, some level fields for rain-fed rice production, and upland fields for the production of all other fruits, vegetables and staple foods like tubers, upland rice, etc.

Most cash income, except for families who shifted to one of the two cash crops as described above, is provided by doing manual labour. Some typical jobs cited by villagers are:

- Coffee harvesting around Khe Sanh,
- Day-labourer transporting spoil in the gold mines,
- Porter along the roads or in the settlements, for Kinh traders
- Carpenter or wood-cutter, for Kinh in Vietnam or in Laos,
- Day-labourer for Bru farmers in Laos,

Another regular income in the area of Dakrong district and on the Laotian side of the border is the search for scrap metal. Most of the scrap metal collected is material left over from the war-time engagements in the area, much less un-exploded ordnance (UXO) than small debris of exploded shells, or rests of trucks, engines, tanks, planes... Although there have been some accidents with exploding ammunition, people consider this not a particular dangerous job. Others are equally dangerous, as porters may get struck by passing trucks, or people in the gold mines hit by landslides. People use metal detectors to search for metal, which is then sold or bartered to Vietnamese traders, both in Laos and Vietnam. Although

²⁴ Some insight into the economy of scrap metal left over from the wars in Laos may be found in GICHD, 2005.

there is less metal to be found nowadays, the prices do not go up – people state that they may now find perhaps 3 to 5 kilo in one day of work, whereas before they could do ten times that. People go to search only if they have nothing else to do, and if the weather allows for safe searches: in rainy weather, triggering explosions may happen. In villages on the Lao side, small metal debris is often bartered with children who buy sweets or ice cream from Vietnamese traders, or with families exchanging bigger amounts against rice.



Illustration 9: Local use of scrap metal

“I have no enough rice to eat for 7 months/year. In order to solve this problem I go to cut grass for exchange into rice. Additionally, I boil alcohol; sell scrap metal, vegetables....” IDI, a married woman in Takor village, Savannakhet

In Huong Hoa and Dakrong districts, many people gave up scrap-metal hunting, as the outcomes are much lower than before.

Local economy depends actually on a diversity of activities, both agricultural and non-agricultural, collection of non-timber forest products (NTFP), subsistence and cash-economy. Except for some individual families who chose to rely on one cash-crop only, most people manage their live doing different small activities to make ends meet:

“My main income is from selling animals such as pigs, chickens, and to sell scrap medal. During the period of shortage of rice, I will eat cassava and bananas, sell pigs, chickens to buy rice. My son goes to cut wood 3-4 days then he gets 50,000 Kip (5 USD).” IDI, married woman in Tang Alai Nuea, Savannakhet

As stated in the quotes above, in most of the villages off Highway 9 in Laos, and in some villages in Vietnam, people deplore a lack of rice for several month during the year (between two and seven months), which leads to a reduction of meals per day from three to two. People rely heavily on subsistence farming for their consumption, but see difficulties in making ends meet and improve their livelihoods. ***Here, the insistence on agricultural training, input provision, and extension and credit services is omnipresent in the discussions with villagers.*** Different stakeholders affirm that there is a plethora of reasons for poor agricultural output:

- The soil is poor in all of the study area
- There is not enough water for consumption, much less for irrigation

25 “Agricultural models” already undertaken in the last years, consist of fruit trees provided to and to be planted by the villagers. These are in general considered a failure by them: either not adapted to soil or climate, or the produce can not be sold at reasonable prices, and there is no training efforts linked to explain practices to them.

- The land is mostly sloping, therefore difficult to cultivate, impossible to irrigate and improve through fertilizers
- Higher-yielding crops are difficult to produce in the available soil
- Market access is difficult

Improved roads and increased traffic may change this difficult market access, but still the poorest villages are far off the roads and have little or no infrastructure. In Dakrong, half of the villages have road access, in Huong Hoa one quarter, and in Sepone and Nong districts even less villages are accessible by road transport, especially during the rainy season.



Illustration 10: Handicraft production for local consumption, not for sale - Village in Nong District, Savannakhet

According to farmers, peasants, villagers, as well as extension workers and the officials in DARD, there is little potential to develop farming further.

Most of the factors noted above are environmental conditions and inherent to the geography. Increasing agricultural production seems to be difficult, according to local knowledge and some statements by external specialists, and increasing population pressure will worsen the situation in the future. ***The search for non-agricultural income opportunities seems to be more sustainable, especially as products or service have a longer shelf-life and therefore need no immediate market access.*** This could be production of handicraft items, sale of non-timber forest products, and provision of services for companies installed along the road. ***Details of such income generation should be part of a future socio-economic intervention in the area,***²⁶ ***as is already the case with different other projects.***

In Laos, this argumentation is less evident: People insist on improvement of their subsistence farming, to achieve food security, and only then want to move beyond agriculture. Still, people start to move into non-agricultural income activities, as they provide a

stable income:

“I do handicraft production such as sticky rice boxes, things for steaming sticky rice, I sell them in the village and people from outside coming to the village but I have already taken them to sell in the city. I earn 30,000-40,000 Kip (3-4USD) per month from that.” IDI, a middle class family in Takor, Savannakhet

Market access and access to credit is also linked to gender issues. Nowadays, in the Vietnamese system, women are often targeted for micro-credit and rotating credit funds

²⁶ One apparently successful example are the looms and weaving training provided by QTRDP to some villagers in the southern Dakrong area. They appreciate that – less the looms, they are now buying better, though more expensive ones on their own. They like it, because they can sell the products in Laos, in A Luoi, or further away, they can wait for higher prices, and they are free to pay for training courses in A Luoi, apparently first provided by NAV.

(ROSCA), and much of this money is going through the Women's Union. In Kinh thinking, women are better at holding funds together and take more care of money, as they are responsible for the family wealth. ***Van Kieu and Bru women, on the other hand, complain that they have little training, no market information, and do not know how to trade.*** They are often relegated by the men in the community to do basic chores in the fields, whereas the men take over the trading and most of the external relations. Courses in marketing and training in basic trading techniques would empower the women to improve their livelihoods and their potential future choices, and reduce the – up to now only potential – risk that some of them may choose sex work as a way out of poverty.

Education is formally free of fees until ninth class, but as has been identified in different other studies, ***annex costs (clothing, books, notebooks, pencils, food) are the main burden keeping poor children out of school.*** This is equally ***true for medical care: people are dying in the villages, not because they cannot afford the medical care – which is free – but because they cannot afford hiring an ambulance and their families are afraid of the additional costs*** for food and paying for an accompanying person. ***In many areas of Savannakhet, the access to these basic services is not provided by the state.*** Depending on distance from the road, schools are not available in many of the villages, nor are basic health stations. A strange situation in some Savannakhet districts is that often buildings exist, for both schools and dispensaries, but they are not staffed. ***In Laos, access to education and medical services are cited as the most important improvement suggested in village discussions.*** The Poverty Reduction Fund (PRF) is providing buildings and sometimes staff for education and health, as Village Development Plans expose them as the most urgent needs of the villagers.

The research area is divided into two zones: The areas close to the road, and those further afield. The latter are mainly inhabited by Van Kieu. In Dakrong, half of the villages, with roughly a quarter of the population, lack basic infrastructure, mainly road access and electricity, in Huong Hoa, this applies for a quarter of the villages with 10% to 15%. In some eastern districts of Savannakhet, during the rainy season this rate increases to over 70%. In these villages, people state that they look forward to having electricity, because then they can work at night – and electricity is cheaper than oil for the lamps. Many villagers in Laos who moved close to the road state that the main reason to do that was access to electricity – which they find beyond their financial capacity after arriving. ***Market access is difficult, especially in rainy times, and the people are at the mercy of the first trader offering them to take their produce,*** as they cannot risk to wait and perhaps find no buyer. Beyond that, having no information beyond battery-powered radio, they lack all kind of market information.

Access to medical care is almost impossible, as people wait to go to the hospital until they are too sick for transport – and anyhow, they could rarely afford it. Traditional medicine and healers are, in Bru and Van Kieu villages, often visited before people go to a modern hospital, as they are cheaper. Technically, the healing process is a possession ritual, in which the healer finds the reason for the sickness, and orders a ritual to be conducted for cure. There is no or little traditional medicine using plants or roots. According to interviews with these healers, they send people too sick for treatment to the hospital – if these can afford it. ***They would be equally willing to talk with the youth of the village about HIV/AIDS, if they are provided with information and materials*** – interestingly, most of the healers are cadres or retirees of the local administration.



Illustration 11: Upland fields in Dakrong district, Quang Tri province

People in Bru and Van Kieu villages complained mainly about two problems: ***lack of training in modern agricultural techniques, and lack of capital to run their activities***. In Vietnam, there is a lot of credit programs available, providing micro-finance to local households. Nevertheless, the programs target others than the poorest households, as the credit officials are afraid of losing the principal. People are saying that they are afraid of the interest, as they have to provide a fixed amount of money every month, and then repay the loan in the end. The idea of paying interest seems not to be the problem, but the way of calculating seems opaque at the best to most of the

poor villagers. In Laos, there are no credit provision programs targeting indigenous villages, poor women, or disadvantaged other groups. ***Linking local villages up to programs giving them access to production capital would be of great help for these populations – provided measures are taken to train people in responsible use of the funds provided to avoid exploitation.***²⁷

In Quang Tri, extension programs are poor, and considered of no help by most villagers. Only two or three officials per village are invited to training activities into the commune headquarters, and they are not pushed to work as multiplicators. Several planting activities were considered 'agricultural models': extension officials did come to the village, asked people to clear sites, dig holes, and then put trees into them. No supervision, no follow-up, no input provision – and most of the trees died, apparently because of poor soil or bad weather. Bru and Van Kieu have an approach of letting plants grow, and only some of them, often former soldiers who have a strong network outside the community, know more about agricultural techniques. ***By far the most important problem is that most of them do not know how take measures when their plants are sick: they can not afford to buy pesticides, have no knowledge at all of more integrated agricultural techniques (IPM – Integrated Pest Management) – so the plants just die.*** That may be an important loss for someone who just sold his buffaloes to invest in coffee plants.

In Savannakhet, extension service seems to be completely absent. People complain a lack of training in modern agricultural techniques, although they state that the basic knowledge

27 “On the Lao side, HI did implement a feasibility study concerning the implementation of a credit program in Savannakhet, some years ago. It was not really favourable. In our current project [...] we cancelled this part of the program, a bit too hazardous, and also because HI is no more willing to deal with micro-credit in direct, but through specialized operators” (E-mail by Vianney Briand, agricultural officer at HIF, 10/4/2006).

Nevertheless, the situation in Laos may have improved, and in Vietnam many international organisations clearly favour linking organisations like Women's Union with micro-finance providers, or locally subsidise the “Bank for Social Policy” directly, the government's banking institution responsible for financial assistance to poor and marginalised populations. In Laos, a controlled implementation of ROSCAs in cooperation with experienced organisation should be feasible, HI acting only as “match-maker”, as provider of contacts and using external capacities.

for farming is available in the villages. To improve that, peer training, models, and native language materials is requested. ***The Farmer Life School (FLS) model, already familiar to HI, could be adapted to meet these necessities, to empower local populations to improve their agricultural knowledge and decision-making processes.*** It could be attached to the existing extension service in Vietnam, and to the agricultural services in the districts in Laos. The FLS should primarily be working as an institutionalised way of providing knowledge and establishing peer-groups, using their potential to empower farmers, perhaps after the successful implementation of Farmer Field Schools (FFS). This for several reasons:

- FFS are already known in Quang Tri province, and receive little praise: too dependent on external subsidies, so they tend to break down after the funding organisation disappears
- In Vietnam, many different models of peer training have been tried out under different names: FFS, Extension Clubs, etc. Each has its advantages and disadvantages, but mainly, the profusion of models creates confusion

The legal situation in Vietnam and in Laos allows nowadays for the formation of Associations and Cooperatives. This allows, in turn, HI to assist local farmers in setting up groups according to their needs and decision, based on the FLS model, to improve their livelihoods in a social, economic and cultural sense, and to integrate HIV awareness messages.

3.4 Risk Groups and Risk Behaviour

In this study, several groups having a behaviour that puts them at risk of contracting HIV/AIDS were defined. Some of them are the more ***classical risk groups (truck drivers, sex workers)***, ***others are specific for the situation along Highway 9 or other major transport corridors in Vietnam and Laos (construction workers)***, and ***others again are more specifically present in the research area, but may have characteristics found in similar regions (ethnic minorities)***:

- ***Mobile construction workers, here especially those who are peasants back home and who accept short-term contracts*** (three to six months) to cover the winter time when there is no work and no income back home. This includes also mobile workers, seasonal mostly, who are working in agriculture. We mainly interviewed people travelling for harvesting coffee, but others may be present.
- ***Bru and Van Kieu who are usually having sex without any precautions.*** Their communities have been rather separate and not accepting foreigners into these exchanges, but a few of the men are starting to have sex with commercial sex

28 For more information on the concept of FLS, see for example in Guerny, Jaques du, Lee-Nha Hsu, and Sin Chitna, 2002, and UNDP, 2004.

29 Evidence for this was given in interviews with extension staff and former members of FFS, Dakrong district, 8 November 2005. Equally, evidence is available at provincial extension service, for example based on experience with GTZ project "Promotion of Agriculture in Quang Tri Province" up to 2004. The project experimented with several peer-training institutions.

workers, and some women have been having construction workers as boyfriends.

- ***Truck drivers and commercial sex workers, who are already targeted by traditional HIV prevention programs.*** These two groups move also into Laos, and seem to change their behaviour over there.



Illustration 12: HIV/AIDS awareness raising at hotstop: Billboard at construction site in Krong Klang, Quang Tri

Some of these have been targeted by earlier HIV prevention campaigns, mainly truck drivers and sex workers, but some are not yet reached. Long-term construction workers are in general taught about HIV/AIDS in their companies, which also demand a health check often including an HIV test, but short-term construction workers, taking up contracts with sub-contractors, or workers moving into Laos are in general not specifically targeted and have little knowledge.

Many other men and women, both mobile populations as well as receiving or sedentary populations, have some knowledge of HIV/AIDS through public channels, as TV, newspapers, radio:

“I have never heard about STD but I heard about AIDS from radio and friends who usually go to the city and later they talked about this to me. But I don’t know the way to protect ourselves from AIDS. I have never seen a condom” IDI, Tang Alai Nuea, Savannakhet

Application of protection is limited, as most people consider themselves out of risk, living in a stable relation. ***In addition, men in general largely underestimate the risks they are exposed to by having occasional sexual relations outside marriage or their community:***

“I go to sleep with Vietnamese service women, and I use condoms with them every time. Sometimes I sleep with ladies who are not service women, obtaining their telephone numbers from my friends, and I do not wear condoms because I think they would not have many men, as they stay with their parents”. Custom staff at Lao-Vietnam border

Ethnic minorities are not targeted as a specific risk group at all, and only hear occasionally about HIV/AIDS on TV, over the radio or in school. ***In a process of 'reinvention of tradition', young people in the Van Kieu and Bru communities in the***

30 Beyond that, condoms are only available through the Population Committees, who give them only to married couples. People can buy them in the townships, but rarely do so, not because condoms are too expensive, but they just do not like to use them (“if I pay for sex, I do not want to feel forced to do something”).

upland area on both sides of the Lao-Vietnam border are rather free to hang out with others of the opposite sex, including sexual relations. In general, this practice is focused on one house in the community – we visited one in a village, belonging to a widow living alone. In this place, young adults can come together, chat and drink, choose their own partner:

“Single girls would not sleep in their own parents' house; they will gather and sleep in a small house which doesn't belong to anybody. They behave like this because they would be shy if their parents or cousins observe them when young men come to flirt with them. Some girls will sleep in a divorcee or widow's house. In the house they will have cigarettes, beer for them, and after the boys and girls talk with each other for 1-2 hours, some couples will go to the forest”
FGD, poor family in Manai, Savannakhet

They may, if they like, have sex with them, outside this place, “in the woods”, leading to marriage – living together as partners recognised by the community – by common consent or if pregnancy occurs. The whole process is called “Di Sim” in Vietnamese. Couples split if they do not fit together any more, this may be initiated by husband or wife. Theoretically, the families of girls giving birth without husband will be punished, but nobody remembers this happening – either, the girl giving birth in the house of the child's father and then “divorcing”, taking the child with her, or terminating pregnancy. The whole practice leads to a high level of 'serial monogamy':

This relative liberal sexual practice, combined with a low level of HIV awareness and difficult access to condoms, implies nowadays a high risk to lead to an explosion of the HIV epidemic when – not if – the virus reaches the community. According to older people, the practice of “Di Sim” has been restricted to people with money in earlier times – men who are in their sixties or seventies today, got married in their late twenties only, because they could not afford to pay any money to the girl's parents. ***Kinh and Lao men, mainly construction workers, have been frequenting Van Kieu and Bru women, using this system to 'have sex for free', promising the women to take them back home.***³¹ After being dropped by the departing men, the girls involved in these relations will take up new relationships and may function as “bridging population”: ***bridging between a population where the HIV virus is already present, and a more secluded population in the upland areas, where the virus was absent.*** This reaches over the border into Laos, as the populations of Bru intermarry between the countries: in one example in the Lakoh area in Laos, in a village of roughly 40 households, 9 men are married to Bru women from Vietnam and now living in Vietnam.

Awareness of HIV is closely linked to education: the better people are educated, the more they know about HIV. This is true in both Vietnam and Laos, and has been cited in other studies, e.g., Survey Assessment of Vietnamese Youth 2005 (SAVY). This direct linkage, on the other hand, means, as we found in our study, that areas with low education, like the minority villages in Laos, have almost no HIV awareness, especially low in young but sexually active women. ***Linking HIV awareness raising to other training activities, e.g., in agricultural peer training along the FLS concept, could provide the necessary knowledge through peer training and local language processes.***

31 For an insight into the Kinh and men side of the process, see Le, (n.d.).

That people with higher education have more knowledge of HIV/AIDS does not necessarily mean they are following the rules to avoid risks: the most targeted groups, sex workers and truck drivers, who have also the highest apparent knowledge of HIV, are also those who declare that they regularly forego safe sex practices. Truck drivers get drunk during their breaks, especially when waiting for new load and thus not under pressure to drive, and then oblige sex workers into sex without precautions. Sex workers equally attest that they often drop precautions when drunk. Moreover, they are often forced into risky practices or sex without condoms by clients:

“I use condom with every customers except with my 'permanent guest' because he said that if I use condom, he would not sleep with me [she has a sexual relation with this – married – man for three]. I admit I accept guests who give me much money because of they do not want to use condom. I never have myself checked on HIV because I am afraid that I get this disease and I am shy to see doctors.” A service woman in Sepone, Savannakhet

This seems to be especially true for girls in Laos, where prostitution officially not even exists, and the girls meet with their clients in private, negotiating their meetings over the phone, and therefore having no protection through fellow workers. ***Advocacy work to increase the safety of the girls would be a first step, linked to other protective measures and HIV awareness raising for them and their clients.***

3.5 Sites with Special Characteristics

As described in Chapter 2.3, we choose different sites according to their peculiarities in relation to the different issues of study. As described in Chapters 3.1, 3.2 and 3.3, the different areas have clearly distinguishable properties, linked to the population, the physical environment, or history.

Several areas along the border are mainly inhabited by Bru populations. They are called Van Kieu in Vietnam, and Tri, Makong, or with the generic term “Lao Theung” - meaning nothing more than “Upland Lao” and applicable to a variety of minority or indigenous groups, in Laos.³² In our study, the areas where we concentrated on interviewing indigenous populations are the areas around north of Khe Sanh (Huong Phung), south of Lao Bao (Lia) in Vietnam, and south of Nong, close to Sepone, around Vilabouli, and north of Densavan (Lakoh) in Laos. The Nong area in Laos borders more or less the Lia area in Vietnam, and the Lakoh area in Laos borders with the Huong Phung area in Vietnam. ***We have thus two larger Bru settlement areas in our study, one north and one south of Highway 9, stretching over the border, plus areas further east – in Dakrong district – and further west – around Sepone and Vilabouli.*** The results of the research in these sites have been integrated into Chapters 3.3 and 3.4. The particularities of the Bru populations and their specific vulnerabilities are shown in these chapters.

Three sites with mobile, non-indigenous populations are described below, to illustrate the different patterns of mobility in the area.

³² About the legal status and policy implications of ethnicity in Laos, have a look at Chapter 5 in UNDP, 2001.

3.5.1 Lane Xang Gold Mine in Vilabouli, Savannakhet

Lane Xang Minerals Limited (LXML) is a mining enterprise, running a copper and gold mine in Vilabouli district; the main gate is at KM43 on the Route 10 between Sepone district and Seno, 43 km off highway 9. The mine is managed by an Australian mining company, and most of the different activities on the site are subcontracted to different enterprises.

With roughly 3.600 employees, the gold- and copper-mine has the size of a township in the area, and should be one of the biggest single employers in Savannakhet province – although single employer may not be the correct term, as around 1.675 are employed by LXML, and around 1.700 by subcontractors. Among these employees, around 300 are not Lao nationals from almost everywhere, according to the human resources department. The numbers provided by human resources are, as for most quantitative data collected during the study, not very consistent, what the department justifies with high fluctuation among staff, both expatriate and Lao, and the different statistics provided by different subcontractors.

<i>Percentage</i>	<i>Place of Origin</i>	<i>People</i>
54%	Vilabouli district: 6 villages close to the mine (“SPDA” ³⁴):	499
	Other Vilabouli:	1325
36%	Non-Vilabouli Laos: Savannakhet Province:	505
	Other Laos (mostly Vientiane)	707
10%	Expatriates: Asian, European, Australian, American, African	300

Table 6: Composition of the mine staff, according to the human resources department

These are rough estimates, as numbers vary considerably. Locally hired employees, from the SPDA or other villages in Vilabouli, do not rest in the mine areas. The Lao employees from further away, and the expatriate employees, stay overnight at the mine: on-site during 20 days, on leave 10 days. Out of the 1675 LXML employees, for the moment, 159 are women. Interestingly, many of the drivers in the mine area are locally employed women, as is administrative, cleaning staffs, so that the rate seems to be considerably higher in subcontracting companies.

Although the employees are not allowed to leave the mine-site during the night, and there is an official ban on all sexual contacts between Lao nationals and foreigners, the situation described leads to the image of a potential HIV hot-spot – the mine and the

33 Interviews with the human resources department's administrative director and other staff, on January 30, 2006

34 “Sepone Project Development Area”, a certain number of villages at the perimeter of the mine, target for “development” activities – mostly because they are resettled or otherwise negatively influenced by the mine. For local staff, they are the priority recruiting area.

surrounding area is classified as such by PCCA. The mine authorities tend to minimise this aspect, but are cooperating with the Provincial Committee for the Control of AIDS (PCCA) on HIV awareness campaigns. They are willing to cooperate with other organisations on HIV awareness or other HIV and development activities, and subcontracting companies have equally requested support in HIV awareness.^{35,36} **Therefore, the mine area seems a potential site for a pilot linking directly aspects of HIV vulnerability and mobility.** LXML has also a private development program called SPDA that equally lacks a health component. HIV awareness could be integrated here, if suitable arrangements can be found.

3.5.2 Sending Villages in Savannakhet

District authorities provided data on the mobility from Laos into Thailand for the year of 2003, and for the year 2005/2006, for the district of Outhoumpone, broken down to village level:

2003	2910 people moving/staying in Thailand	(out of 106 villages)
2005/2006	1849 people, 1020 women	(out of 25 villages)

Table 7: People moving to Thailand from Outhoumpone

This conforms to qualitative data gathered in two villages in Outhoumpone, which shows that some villages can send almost one quarter of their population into mobility.³⁸ Most of the interpreted data has been already presented in Chapter 3.2. These two villages sending migrants are between 5 and 10 km away from the district centre, rather easily reached by toc-toc (two-wheel tractors with attached cart for public transport) or non-mechanised transport.

According to research done concerning mobility from Laos to Thailand, these villages are rather typical for sending communities: agricultural villages with no or few non-agricultural jobs, easy access to the Thai border over the Mekong, homogenous lowland Lao (Lao Loum) population, either Lao or Phu Thai people. ***Mobility strategies seem equally to correspond to what has been heard concerning other places. The reasons to move are simple – finding higher income for people without particular skills:***

“My daughter works in Thailand because she wants to earn money; her friends go to work there then they have money. She says that working in Laos does not provide enough salary: if there are working places in Laos paying 1,000,000 Kip/month (100USD), people would not work in Thailand” IDI, 66 years old women at Nakhoke village, Savannakhet

35 HI seems to have had contacts with the LXML development program, but inconclusive.

36 The company requesting assistance in HIV awareness is Muang Vang, a Vientiane-based construction company working in Savannakhet province, not only for LXML, but also at the ADB-financed road from Ban Dong to Nong.

37 The administrative systems in Laos and Vietnam are different:

Vietnam: Nation – Province – District – Commune (village is *not* a recognised legal or administrative unit, although this is in the process of change; a commune includes between 5 to 20 villages)

Laos: Nation – Province – District – Village (there is no 'super-village' like the commune, although a 'region' exists, without administrative power – a district comprises between 100 and 200 villages)

38 For more quantitative data and analysis, see ILO, 2003.

Respondents in the villages repeatedly stated that employment in the area would reduce mobility, as the main reasons to move are economic. People asked for factories linking up to local agricultural production, for example, sugar processing to increase sales for local farmers. ***Nowadays, the villages' economy depends sensibly on the remittances of the migrants:***

"We want to have money to build a new house, buy a motorbike, electrical machines and jewellery to wear. Now we have a new permanent house, electricity, one motorbike, TV, Radio, fridge. Parents have money to pay and they are very happy with their lives" IDI, woman with three daughters in Thailand, Nahouakhoua village, Savannakhet

Although most people are delighted about the money, clearly repeat their movements into Thailand, and often drag others along, experiences are mixed – some people are not so positive:

"I could not reveal in public that I am Laotian. If I want to buy something I have to go with my boss. I don't think I'll go to work in Thailand again because it has high risk" IDI, Nakhoke, Savannakhet

ILO set up a credit program in the area to reduce migration: The village of Nakhoke was provided with rotating funds for 25 families, with a maximum of 1,000,000 kip/family, needing animals as collateral and against an interest of 1% per annum. The program started in 2001 and ended in 2006. ***Contrasting to this the statements that a salary of this amount is easily to achieve in Thailand, the reasoning to reduce migration seems difficult to maintain – calling again for an approach not to impeach mobility, but to render it safe and legal.***

Outhoumpone district is not very far from the Mekong and from the Thai border. The level of mobility into Thailand seems to be equally high in most of the lowland districts of Savannakhet province, along the Mekong River. Eastward of Seno, further up the road, less people move into Thailand. This may change in the future, with different factories planned, the bridge to be opened late in 2006 – especially for lowland Lao settlements around Phine, which have their own history of displacement and forced mobility.

3.5.3 Settlers and Workers: Lao Bao and Khe Sanh

A special arrangement between different populations is typical for the area on the eastern side of the border, in the area around Lao Bao and Khe Sanh in Vietnam. Its historical development is described in Chapters 3.1 and 3.2. For the moment, we did not find similar situations in Laos: Lao Bao and Khe Sanh have, over the last years, attracted large numbers of people from the lowlands who settle in these area and stay there, whereas in Laos, people move in small numbers. ***There are several reasons for this – the lack of a resettlement policy concerning lowlanders in Laos, and the absence of commercially interesting options or factories along Highway 9 in Laos. In the future, the two planned Special Economic Zones between Seno and Savannakhet and at the border may change this.***



Illustration 13: Living quarters for workers at the Rao Quan dam construction site, Khe Sanh, Quang Tri

Khe Sanh has grown from several hundred households to a township of roughly 30.000 inhabitants (including surrounding areas), as has Lao Bao. ***Although the area is still inhabited mainly by Bru, the rapport between the groups is limited to commercial and administrative activities, little social interaction takes place.*** In Khe Sanh, most people work around the coffee planting and processing, but an increasing number is working in trade and administration – and the Rao Quan construction site alone attracts several thousands of mobile workers. The Export Processing Zone in Lao Bao is operating since 2003, with three factories running: Superhorse (producing energy drinks), Camel

Rubber (producing tyres) and Canton Garment (processing tissues). ***They attract a total of over 3000 employees – about as much as the Rao Quan dam construction or the Lane Xang mine. Contrary to these sites, most of the employees are female, and they intend to stay for as long as possible in the factories:***

“I am planning to continue to work, to buy some land in the area, to build a house and to marry”. IDI, Woman at Camel, Lao Bao, Quang Tri

Equally different is the high level of education: contrary to truck drivers, sex workers, and most construction workers, the following statement is typical for the workforce at the companies:

“After I finished class 12 in a vocational training centre, for two years I could not obtain an entry for an university. When I heard on TV that they are hiring staff here, I thought I should sign the contract”. IDI, woman at garment factory, Lao Bao, Quang Tri

Most of the women finished their university entry-level examen, but could not secure a place to study. Most other people moving to Khe Sanh and Lao Bao have an agricultural background – they were farmers before moving, and may return to their home-villages later. ***For the women, the perspective is different: they are a scarce resource in the area, and although their salaries are not high, they have found a niche for themselves.***

4 Conclusions and Recommendations

Among other ideas developed in this report, two major conclusions that have a direct impact to future activities of HI can be put forward:

- ***Indigenous populations living in the border area of the both provinces Savannakhet and Quang Tri have potentially a high level of vulnerability to HIV/AIDS.*** This vulnerability is directly linked to mobility issues, and can be traced back to livelihood issues. Nevertheless, it is not the mobility of the local populations that puts them at risk, but their position of being the receiving communities of other mobile populations. ***The conclusion will be to prepare these populations for a future HIV risk. For the moment, their priorities lie in reducing general socio-economic stress and vulnerabilities, so interventions will improve their livelihoods to enhance their choices in strategies to cope with their different vulnerabilities.***
- ***Populations move, because they desire to improve their livelihoods.*** People move from the lowlands to the uplands, and other people move into Thailand. ***Especially the latter should equally be prepared for a potential confrontation and strategies to cope with different risks linked to their mobility, like exposure to HIV/AIDS, trafficking, exploitation etc.*** Equally, socio-economic interventions in both departure and receiving communities, before departure and upon return, will reduce vulnerabilities and risks.

As has been in the other chapters, mobility is linked to economy, and vulnerabilities are in part linked to mobility. Nevertheless, there are many relations between these issues and they have many causes. ***Therefore, mobility will continue to exist. Interventions can possibly reduce risks and vulnerabilities, provide for better preparation to risks like HIV/AIDS, and safe mobility.***

4.1 Recall of the Assumptions

The leading objective of the study was to look into existing links between the three issues of mobility, livelihoods, and HIV vulnerability.

- ***Mobility is in general triggered by economic motives, but not by economic necessity.*** That is, people are moving when they can earn more money or a more stable income elsewhere. We did not encounter cases that people moved because of a strict necessity. On the contrary, people prefer to stay put if there situation is very precarious: the do not want to put their economic stability at risk. It is people or household with a certain economic stability who are mobile, who can clearly gain by moving or sending out people, but in doing so loose no workforce at home, or put no strains on their household economy. ***It is clear that not the poorest of the poor move.*** In consequence, classical development programs will not stop people from

39 Argumentation, references and demonstration on linkage between poverty, vulnerability and mobility can be found in Molland, 2005. He argues equally that it is not the poorest of the poor who are moving, and that "Research suggests strong links between relative poverty and the desire of out-migration" (op.cit, page 30), although there are many other reasons to move. The results of the present study also support the argumentation that relative poverty is more relevant to mobility than absolute poverty.

moving, as they do not reduce motivation, but will, at least in the short run, not create the economic incentives locally, that mobility provides.

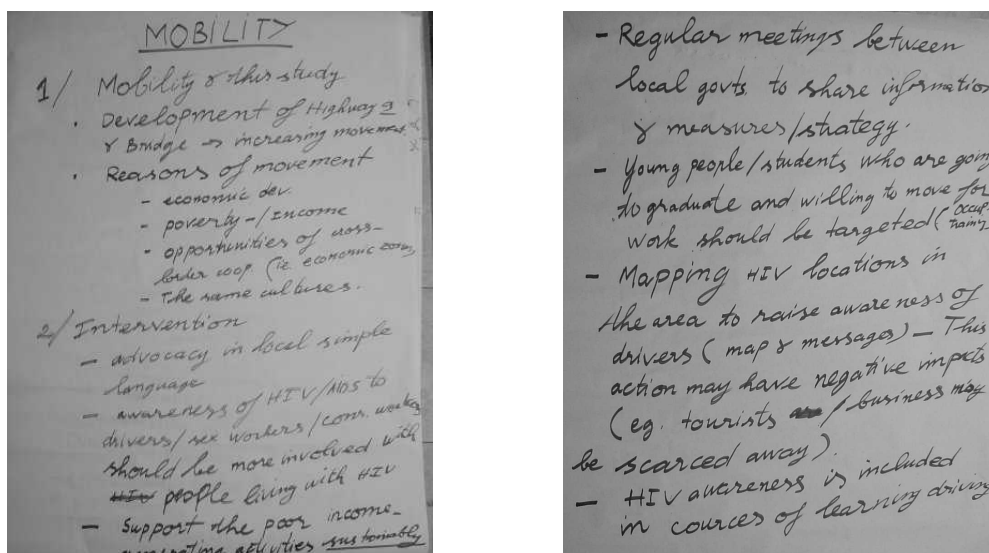


Illustration 14: Results of the groups discussing at the Restitution Workshop in Savannakhet – here on Mobility

- ***There is clear link between mobility and HIV vulnerability, as far as we can observe, in all three stipulated community types: sending, receiving and transit.*** People on the move tend to be less cautious about risk aversion. This may be because they are under stress in the mobility situation – because they are far away from their family, they may forget necessary precautions. Truck drivers and other mobile workers have more leeway when away from home, more disposable money and less social control. They tend to go out, drink and use the services of sex workers when away from home, and think less about the consequences. This happens in the receiving communities, where it continues the spread of HIV/AIDS, but it also brings HIV back to the sending communities, or communities they transit.
- ***A more indirect relationship exists between economic vulnerability and HIV vulnerability,*** mainly through access to information and protective measures being easier for people with a higher economic level. This link is more direct for sex workers, who may be put in situation where economic stress will convince them to accept customers who refuse to use condoms, for fear of losing them. For the general population, the knowledge about HIV/AIDS, and therefore the choice to expose themselves to HIV or not, is directly linked to the level of education. This level depends often highly on the economic situation of the family – if the family needs the kids for work, they do not go to school. Equally, if the family has more disposable income, they may buy newspapers or a radio, which gives access information, also about HIV/AIDS. Beyond that, condoms are relatively expensive

in the villages, and therefore, people do rarely use them, even if they are aware of the risk.

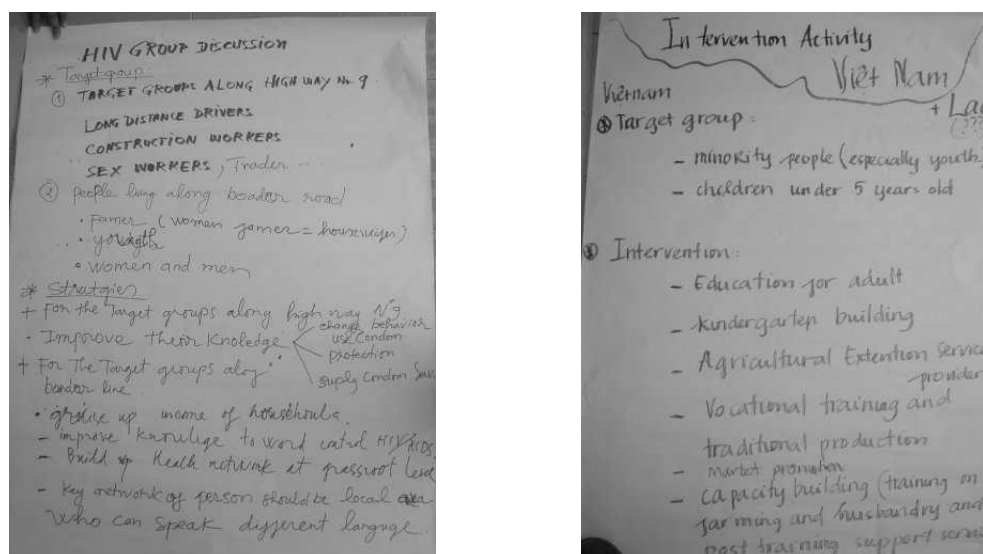


Illustration 15: Results of the groups discussing at the Restitution Workshop in Savannakhet – left on HIV, right on Rural Development

4.2 Recommendations for a Future Program

Overall, HI needs concentrate on capacity building for local authorities or other organisations, and continue building local associations and improve their capacities. HI has to work closely with local authorities, as well as with emerging associations and NGOs. With an emerging rule of law, it has to pay close attention to and use opportunities provided by new rules, and to restrictions. **It has to achieve a high level of local ownership, involvement of stakeholders on all levels and in all steps of the program, and involvement of civil society, as little as there is.** Although the study revealed great shortcomings in Laos in the fields of infrastructure provision, and the provision of basic services like education and health care, HI should not start or continue to provide these services. It has clearly not the capacities, and working as link between other organisations and local authorities or organisations is more promising and rewarding, and less risky. Both countries have now the faculties necessary to provide basic services to their citizens, but not or not enough capacities to provide these services efficiently and with high quality, nor to advance the scope of their activities or develop new concepts. **A necessary approach for HI will be to work in advocacy and in civil society development in both countries.**

4.2.1 Potential Fields for Future Activities

The two distinct population patterns in the area *may* require different approaches, although this is not evident and has to be looked deeper into, perhaps working together with relevant authorities, organisations and research institutions. Some general observations and some potential conclusions:

- ***Integration of minority populations is a major issue:*** People who are not lowland majority (who are not Kinh or lowland Lao) have enormous difficulties to communicate in the national language. In general and in Laos particularly, young indigenous people see themselves above all as linguistically disadvantaged: as they do not attend school a lot, they do not want to be confronted with the majority language too closely. This has constantly been identified as a problem why neither extension nor HIV awareness programs reach these populations, not by majority people but by the indigenous populations themselves:

“I heard about AIDS because there came staff from district health who told us about this and I attended two times. Last year they showed video at chief of the village’s house but I did not understand” IDI, a married man in Manai, Savannakhet.

Still, especially young women play potentially a role as bridging populations for HIV between populations in Vietnam and Laos, and from the general population into the minority populations. They clearly need a better education in the national languages for the future, as well as programs in their own language, because a big part of the population is not reached by national education at all. ***As has been started in minority areas of Vietnam, education, and dissemination of information through radio and TV, should be partially in minority language*** – as seen for example with VTV5 in Vietnam.

- ***Cultural and social rights of indigenous populations need to be strengthened.*** As mentioned above, training and information should be provided, additionally to the national languages, in the local languages – in the case of a future cross-border program, that would be Bru. This would imply the translation and adaptation of material, and the development of a transcription system. These materials could be used in both Vietnam and Laos. Information provided by staff of the Institute for Cultural Research (ICR) in Vientiane indicates that in Laos, the use of non-Lao scripture for ethnic languages is not allowed. ***If this proves to be correct, HI would need to advocate for a policy change.***
- ***HIV awareness raising programs reach populations targeted, like long-distance truck drivers and sex workers,*** and have a strong impact on their knowledge and also behaviour. Nevertheless, the risk assessment and the actual behaviour of these groups is influenced by lot of other factors, namely, economy for the sex workers (if clients refuse the use of condoms, they may accept that for fear of losing the client) and alcohol for the truck drivers and sex workers (they get drunk together and loosen their acquired behaviour, meaning to have sex without condoms).
- ***Extension and credit service cadres are poorly trained, and extension is heavily understaffed.*** Micro-credit strongly emphasises the risks related to not being able to repay loans or interest, and do not see micro-credit or revolving funds as way to assist the poorest people, but to help finance still poor, but, more secure investors. In general, access to information and training has been the most recurrent request in the villages. The complaints were not only about the availability of training services, but also strongly about the capacities of the trainers. They are, in all fields (HIV awareness, agricultural extension, credit, etc.) considered badly motivated, too top-

down, and not being equipped with suitable material. Peer training and the provision of training to the trainers, were suggested as the most efficient means to solve these problems.

4.2.2 Potential Points of Intervention

Based on these conclusions, some recommendations are following. All are based on contributions by participants of interviews and group discussions:

- Mobility should be tackled as an issue in itself. Many people are moving from Laos into Thailand, most of them successfully looking for work and a better income at home. Still, several problems arise – people complain about exploitation, lack of choice because of unclear legal situation. A remarkable proportion of PLWHA link their HIV infection to mobility, be it from Vietnam into Laos or from Laos into Thailand. Therefore, a potential future intervention should provide improvements for these mobility issues. ***This would include, among others, advocacy towards legal mobility between the countries to improve the choice for people on the move, information for departing people to empower them to choose safe mobility networks, and reception of returnees and assistance in reintegration into their communities, focussing on PLWHA.***
- Lacking access to capital for agricultural production purpose or to move out of agriculture has been cited throughout the study as a major hindrance to improve livelihoods. ***If local micro-credit programs exist, capacity of personnel is very low, leading, among other problems, to the distribution of funds mainly to well-off households***, for fear of losing the money with loans going bad if going to poor households. In a future program, this needs to be addressed on several levels, perhaps through a change of policies on central levels, but also by training of local staff leading to a change in attitude, awareness raising among poor households, and training for households taking up loans. In the future, ***policy changes need to lead to a separation of assistance to poor households for their production efforts, from assistance following a 'welfare state' idea, providing for basic needs.*** Although HI provides no credit or micro-finance models, it could provide capacity by linking up to competent actor organisations.
- ***A future program should include HIV awareness raising components targeted at the minority populations. HIV campaigns – as well as agricultural, marketing or financial training – should be in their own language of Bru and Van Kieu, as many of them, especially older persons and women, are not able to understand the national languages sufficiently.*** Van Kieu interviewed stated that they know a bit about HIV, heard on TV or in school, but consider themselves protected by the way sexual relations are organised inside the community. This is clearly no longer true, but they are not at all aware of the dangers of only occasional relations with people outside the community – and even lowlanders are in general not aware of the long latency period.
- ***Awareness raising and behaviour change programs targeted at truck drivers and sex workers should not be discontinued, but enlarged including seasonal mobile populations working in construction, coffee harvesting, or other activities.*** In Laos,

the targeting of the PCCA awareness raising programs should be improved, as well as the material they use, and the capacities of the staff. Their activities should be extended to include mobile populations on site, especially construction workers, sex workers, and traders. The existing association of PLWHA may be a potential multiplier, if they are provided capacity building and materials, and could target mobile populations, including those going to or returning from Thailand.

- ***Young adults of the ethnic minorities should be targeted as a specific risk group.*** They have an internal system of relationships, making friends and finding partners, and consider themselves protected from HIV that way. The ethnic minority boarding schools could perhaps be used⁴⁰ as multiplying agencies, using HI experience from the former Bac Can program. The young adults may know a lot about HIV, but are not aware of the specific risks they are facing, and especially do not use condoms in risk situations, even when frequenting sex workers. The non-use of condoms seems to be equally true for members of all communities, lowlanders or indigenous populations, when they are crossing borders into Laos or Thailand.
- ***Indigenous informants state that peer-to-peer learning is more efficient than TV, radio or other mass media. It can more easily trigger behaviour changes, be it in health field (HIV/AIDS awareness) or in development (extension, IPM, non-agricultural income generation).*** One model could be the “one talks to five” used at one time in Lao Bao by the Women's Union. In agriculture, models including follow-up training and using the cultivators as multipliers, seem to convince people asked – the idea of Farmer Life Schools, leading one step further, would be very efficient, according to statements. The big advantage of the FLS concept is that it can include work on more issues than pure Farmer Field schools, which concentrate on agriculture – using it for HIV awareness and cultural diversity or other advocacy purposes. Clearly, the system would need adaptation for the use in Laos and Vietnam. ***If using a peer-training system similar to FLS, its implementation could be attached to existing groups, either the extension service in Vietnam, but more efficiently to one of the “Mass Organisations” - the Women's Union, Youth Union or Farmers Union.*** In Laos, the choice seems more tricky: the capacity of the administration needs to be improved, and the “Mass Organisations” are equally weak in advocacy, civil society building, and bottom-up decision making. If future association can fill in the gap needs to be checked.
- Extension services are understaffed in Quang Tri and close to nonexistent in Laos. In Quang Tri, the province wants to extend it down to the commune level. Up to now, only the Department of Agriculture and Rural Development has personnel on commune level. This leads to ***DARD as potential partner for a future program in Quang Tri, but also to the necessity of capacity building for extension workers, and the Provincial Agricultural Office for Savannakhet.*** Indigenous populations seem to be very good at learning from others, but 'models' cited by projects (Finland's QTRDP) or DARD are simple input provision, with no follow-up training or monitoring. As mentioned, peer-training models like the Farmer Life Schools seem highly appropriate to improve the livelihoods, and to build new capacities in the agricultural authorities as well as in the villages.

40 See Handicap International, 2004, for references and experiences.

- ***In the feasibility studies or needs assessment for a future program, several questions we were not able to address or have not been able to answer, should be placed.*** Among others, these are:
- ***How are the relations between lowlanders and indigenous populations when it comes to sexual relations?*** The statements about the relations, how easy they are, and what motivates Bru and Van Kieu girls to stay with Kinh men, are not consistent. Is there a risk that Van Kieu girls will move into sex work?
 - ***How important is the issue of land ownership for the Van Kieu?***⁴¹ Is there a potential for future conflicts between settlers and Van Kieu?
 - ***What is the position of traditional healers in the Van Kieu community? What would be other traditional authorities in these communities?*** Are they a potential group of multipliers, or are they a conservative group potentially blocking the influx of new ideas – the latter being the official position of the administration?

41 There has been unrest in the Central Highland provinces of Vietnam, mainly triggered by the issue of land attributed to new settlers, but traditionally used by local ethnic minorities, socio-economically and culturally similar to the Van Kieu/Bru.

Annexes

Annex 1: Potential Cooperation: International Organizations

The organizations with which relationship was established in Quang Tri are ADB, SIDA, Finish Development, SC-US, NAV, ACEP, IOM. Except *IOM – preparing a study on health issues of truck drivers along Highway 9*⁴² – these are all donors or NGOs running projects or programs in the research area:

- ***ADB is doing the “Central Region Livelihood Improvement Project CRLIP” in four central provinces***, with an investment (loan and grant, co-financed by DFID) into Quang Tri province of roughly 16 million USD between 2003 and 2009. It is active in both districts of Huong Hoa and Dakrong. The project has a PMU with the director of DPI as director, but rather un-cooperative. SNV is implementing the community development component of the CRLIP, until 2007, and is planning comprehensive Village and Community Development Plans (VDP and CDP), going beyond the scope of CRLIP and to be used by the province later on. From summer 2006 onwards, they plan to start with Community Development in some pilot communes, including long-term awareness raising and capacity building. ***SNV sees a potential of cooperation and integration for HI content at this stage, for example for mainstreaming HIV or awareness raising*** (interview with SNV's lead consultant, 15.12.).
- ***SIDA is running the “Chia Se” program in Quang Tri***. They are working in the districts of Gio Linh and Vinh Linh, which are not exactly on Highway 9, but may be interesting as 'sending communities'. They are prepared to share information, and have a long-standing relationship with Quang Tri province. The “Chia Se” program contains many participatory planning elements, so their experience in Quang Tri could be useful, especially when it comes to convince the – rather conservative – provincial administration of the usefulness and lawfulness of such approaches.
- ***“Quang Tri Rural Development Program QTRDP” is run by the Finish Embassy in Hanoi together with the Ministry of Planning and Investment (MPI)***. They have a Program Management Unit in Dong Ha, with the Head of Department of Planning and Investment (DPI) Quang Tri being the director. The program is entering phase III now, with roughly 9 million Euro to be spent between 2006 and 2010. According to the Chief Technical Advisor, they are prepared to share information, and integrate components from other organizations/programs into their planning. According to the CTA (interviewed 8.12.), they have a health and sanitation component, which is up to now almost unused. They did not yet think of HIV/AIDS as problem to be approached, but are looking forward to do that if convincing arguments arise. ***Cooperation could be either outsourcing of activities to other organizations (HI?), or creating space in their***

42 IOM has technical problems for starting the research: ESCAP/Health without Borders, wants to have Ministry of Labour, Invalids and Social Affairs (MOLISA) involved, but some MOLISA officials seem unhappy with the conditions, so the study is stalled, possibly switching to Ministry of Transport (David Trees, 13.12.).

program (e.g., HIV awareness run by another organisation in their training activities. Ownership of the program rests with the province, so any cooperation needs approval by DPI.

- **Save the Children – US:** “SC has been working in QT for 5 -6 years ago. Our project in QT focusing on save motherhood, newborn health and ECD so there were some studies have done in the province. [...] Regarding collaboration and exchange during planning and implementation in Quang Tri, It's great idea.” (E-mail by Health Program Officer, 14.12). I visited their office only the day leaving Dong Ha, but they have definitely a good reputation among health workers in the districts. They have a long-standing relationship with grass-roots health workers, so their experience should be valuable for awareness-raising in the area. They focussed also on ethnic minorities⁴³ and tried to adapt their material to the situation in Van Kieu and Pako communities.
- **ACEP is a Vietnamese NGO with an office in Khe Sanh**, the only local NGO with a presence in the two districts. They are running different activities, from child-care to rural development, but it was not possible to obtain clear information on the schedules, the details, nor the personnel involved. They are funded by a collection of organizations, from Kraftfood and Sarah Lee to the GTZ, but their administration is not able to provide any details who funds what, how much, or where the money goes.
- **Nordic Assistance to Vietnam (NAV)** was an association of the Swedish, Danish and Norwegian Churches' NGO, but only Norwegian Church Aid remains. In the research area, they are running **HIV/AIDS awareness raising projects, now in the southern part of Huong Hoa** district, the Lia area where they are focussing on ethnic minority youth and young adults. Before, they worked with truck drivers in Lao Bao, where their project is highly praised by the Women's Union and the Youth Union, their partners. They had equally worked around the prison in Cam Lo district. Norwegian Church Aid (NCA) seems to be running a similar project on the other side of the border. They are planning a cross-border HIV/AIDS awareness raising and prevention project, perhaps using football as multiplication factor, and are open to cooperation and integration of programs, according to the Hue coordinator.

Other organizations have been approached, but returned no results: some are running projects in the lowlands of Quang Tri (Plan International, World Vision etc.), or finished their programs altogether (Care), others are not interested in sharing information, or pulled out of Quang Tri for diverse reasons (too many donors present...).

In Hanoi, some organizations working on HIV/AIDS were contacted and initial relations established, among others, with UNAIDS, the HIV/AIDS Technical working group, and **Canadian South East Asian Regional HIV/AIDS Prevention Program (CSEARHAP)**. **CSEARHAP is very interested in cooperation, both in sharing information as in moving further together**. Under certain conditions, they may be willing to **finance a future program as their Laotian pilot experience** (interview with Diep and Thuan, 16.12.). CSEARHAP is a regional program, financed by several Canadian donors, and has offices in Laos, Vietnam and Bangkok. They are mainly oriented toward policy change and advocacy, and do pilot programs in each country (on a bridge construction site along the corridor between Saigon and Phnom Phen for Vietnam).

43 See Pham Bich Ha et al., 2003

In Savannakhet and Vientiane, fewer organisations could be contacted. As HI has a strong presence there, this will be remedied in the future. The organisations contacted were the following:

- Of the organisations present in Savannakhet, Medecins Sans Frontieres (MSF) has been met for initial exchanges on the study. ***They declare being in principle interested in cooperation and information sharing***, but are waiting to get more information. As they are running a project to distribute Anti-Retroviral drugs to AIDS patients, they have many contacts in the province and are surely capable of providing contacts, as well as insight into the HIV/AIDS situation in the province.
- Medical Committee Netherlands-Vietnam (MCNV) is a Dutch NGO providing health services in Vietnam since before the end of the war. They are well implemented in Quang Tri, do work on HIV/AIDS there and have excellent connections to local authorities. MCNV plans to move into Savannakhet province, to provide assistance in health care training, but potentially also in HIV awareness (meeting with delegation, 28. March 2006). They are planning to move over the border to work in some villages opposite the Lia area, and to implement HIV awareness and condom distribution there, and have started a study there. ***MCNV is mainly interested in keeping each informed, to reduce overlaps and eliminate potential duplications, but also to improve both programs and to learn from each other.***
- NCA is the organisation working in Laos corresponding to NAV. They have been working on HIV awareness in lowland Savannakhet, and are moving into issues connected to safe migration and returnee support, as they are moving away from mobility prevention. NCA is already present in Savannakhet province, and has a variety of programs and ideas linked to trafficking, HIV, and other issues: football in awareness raising, micro-finance, etc. ***They are interested in keeping contact, but could imagine a broader cooperation, to discuss when more ideas are available.***
- The Poverty Reduction Fund (PRF) is a Lao Government program supported by the World Bank with US\$19,345,000, implemented in five provinces – the budget per year for Savannakhet province was not available. In Savannakhet, they work in the districts of Sepone, Vilabouli, Nong and Phine. Their objectives are mainly provision of community infrastructure and capacity building for communities, using participative Community Development plans. The fund focuses on four main sectors: health, education, agricultural production and road access. They are active in building, but the usefulness of the infrastructure seems sometimes questionable. The director of PRF expressed that they are willing to integrate efforts by other organisations, and HIV awareness would fit into their health sector (10/3/2006).

Some organisations active in Savannakhet province could not be contacted formally. Belgian Technical Cooperation (BTC) is running two major projects on rural development and capacity building for the health sector. Worldvision is implementing several projects, but did not respond to contacts – HI Savannakhet can contact them further if needed. Canadian International Development Agency (CIDA) is starting to implement a project on tourism in Phine, and informally stated to be interested including HIV at least as an issue of reflection in the program planning.

44 Accidentally, surveyors of our team worked equally on the MCNV team for that study.

An important regional coordination body is the “UNDP/UNAIDS Regional Task Force on Mobility and HIV Vulnerability”. According to available information, the task force has normally biannual meetings, which are open to regionally operating organisations and their offices with a regional mandate. It is operated by the UNDP South-East Asia HIV and Development Project, and managed out of UNDP Bangkok. It seems to have been less active over the last year, but the next meeting is scheduled in September 2006.

Annex 2: Key Persons Interviewed

City (Place of Meeting)	Organisation	Position	Name
Hanoi, Vietnam	<i>ADB “Central Regions Livelihood Improvement Project</i>	Project Consultant	Jacquemin, Alain
	<i>Canada South East Asia Regional HIV/AIDS Programme</i>	Regional Advisor	Nguyen Anh Thuan
		Country Programme Manger	Nguyen Hoang Diep
	<i>International Organisation for Migration</i>	Project Advisor	Trees, David
	<i>Ministry of Health – Vietnam Administration of HIV/AIDS Control</i>	Director General	Nguyen Huy Nga
	<i>Ministry of Health – Vietnam Administration of HIV/AIDS Control</i>	Department of Scientific Research and International Cooperation	Nguyen Thanh Quang
	<i>Nordic Assistance to Vietnam</i>	Program Coordinator	Liv Steimoegen
Dong Ha, Quang Tri Province, Vietnam	<i>United Nations Economic and Social Commission for Asia and the Pacific</i>	Project Consultant	Ravesloot, Bruce
	<i>Chia Se Poverty Reduction Project</i>	Provincial Project Adviser	Kjellström, Eva Marie
	<i>Norwegian Olympic Committee and Confederation of Sport</i>	Consultant	Kvalsund, Pelle
	<i>Peoples Committee Da Krong District</i>	Vice Chairwoman	Ho Thi Cuc
	<i>Peoples Committee Huong Hoa District</i>	Vice Chairman	Dang Minh Khanh
	<i>Quang Tri Agricultural – Forestry Extension Center</i>	Veterinary Department	Dao Ngoc Hoang
	<i>Quang Tri Customs Department</i>	Deputy Chief	Ngo Minh Tuan
	<i>Quang Tri Department of Foreign Affairs</i>	Director	Hoang Dang Mai
	<i>Quang Tri Rural Development Programme</i>	Chief Technical Advisor	Kofod, Eivind

City (Place of Meeting)	Organisation	Position	Name
Khe Sanh, Huong Hoa District, Quang Tri Province	<i>Office of Agriculture and Rural Development, Huong Hoa district</i>	Head of Office Head of Extension Service	Nguyen My Chau
	<i>Office of Home Affairs, Labour, Invalids and Social Affairs, Huong Hoa district</i>	Deputy Head of Office	
	<i>Office of Ethnic Minority Affairs, Huong Hoa district</i>	Head of Office	Ho Con Hung
	<i>Rau Quan Dam Construction Engineering Office</i>	Head of Construction Planning Unit	
Lao Bao, Huong Hoa District, Quang Tri Province	<i>Border Guard Unit</i>	Officer in Command	T. T. Chuong
	<i>Customs Department</i>	Head of Quarantine Branch	
	<i>People's Committee of Lao Bao Commune</i>	Vice Chairman	
Huong Phung Commune, Huong Hoa District	<i>Commune Administration</i>	Chairman, Vice Chairman, Agriculture Officer, Social Affairs Officer	
Thanh Commune, Huong Hoa District	<i>Commune Administration</i>	Chairman, Agriculture Officer, Social Affairs Officer, Women's Union	
Thuan Commune, Huong Hoa District	<i>Commune Administration</i>	Chairman, Vice Chairman, Agriculture Officer, Women's Union	

City (Place of Meeting)	Organisation	Position	Name
Krong Klang, Da Krong District, Quang Tri Province	<i>Office of Agriculture and Rural Development, Da Krong District</i>	Head of Extension Service	Pham Van Hung
	<i>Office of Home Affairs, Labour, Invalids and Social Affairs, Da Krong district</i>	Vice Head of Office	
	<i>Office of Ethnic Minority Affairs, Da Krong district</i>	Head of Office	
	<i>Office of Health, Da Krong district</i>	Vice Head of Office	
	<i>Quang Tri Rural Development Project</i>	Head of District PMU	Thinh
La Lay Commune, Da Krong District	<i>Customs Office</i>	Head of Quarantine Branch	
A Bung Commune, Da Krong District	<i>Commune Administration</i>	Chairman, Vice Chairman, Agriculture Officer, Social Affairs Officer	
Da Krong Commune, Da Krong District	<i>Commune Administration</i>	Chairman, Vice Chairman, Agriculture Officer, Social Affairs Officer	
Vientiane, Laos	<i>AFESIP International Laos</i>	National Coordinator	Bertrand, Didier
	<i>Canada South East Asia Regional HIV/AIDS Programme</i>	Project Consultant	Gary, Kelley F.
	<i>Committee for the Control of HIV/AIDS and STDs</i>	Vice Director	Dr Chansy
	<i>Ministry of Communication, Transport, Post and Construction</i>	Chief of Urban Research Institute	Thammanosouth, Saykham
	<i>Norwegian Church Aid</i>	Program Coordinator	Pholsena, Minavanh
	<i>Poverty Reduction Fund</i>	Executive Director	Saysanavongphet, Sivixay

City (Place of Meeting)	Organisation	Position	Name
Savannakhet Province, Laos	<i>Medecins Sans Frontieres – Switzerland</i>	AIDS Project Coordinator	Blasco, Philippe
	<i>Medical Committee Netherlands-Vietnam</i>	Country Representative	Wright, Pamela
	<i>Provincial Committee for Control of AIDS/STD</i>	Secretary	Nhativong, Ketsaphone
	<i>Provincial Health Department</i>	Deputy Director	Phongmany, Phanom
	<i>Savannakhet Province</i>	Vice Governour	Bodhisane, Soukaseum
	<i>Women's Union</i>	Project Officer	Boarsone
Keysone District, Savannakhet Province	<i>DAFI Wood-Processing Company</i>	Managing Director	
	<i>Xaylatana Wood-Processing Factory</i>	Company Director	
Outhoumpone District, Savannakhet Province	<i>District Health Office</i>	Head of Office Director of Clinic	
Phine District, Savannakhet Province	<i>District Governor Office</i>	Vice Governor	
	<i>District Health Office</i>	Head of Office	
Nong District, Savannakhet Province	<i>District Agricultural and Forestry Office</i>	Head of Office	
	<i>District Educational Office</i>	Head of Office	
	<i>District Finance Office</i>	Deputy Head of Office	
	<i>District Governor Office</i>	Governor	
	<i>District Health Office</i>	Head of Office	
	<i>District Social Affairs Office</i>	Head of Office	

City (Place of Meeting)	Organisation	Position	Name
Sepone District, Savannakhet Province	<i>District Agricultural Office</i>	Extension Officer	
	<i>District Committee for the Control of AIDS</i>	DCCA Representative	
	<i>District Governor Office</i>	Vice Governor	
	<i>District Health Office</i>	Deputy Director of Office Director of Department	Dr. Phetsomphone Dr. Khunmy
Vilabouli District, Savannakhet Province	<i>District Agricultural and Forestry Office</i>	Head of Office	
	<i>District Educational Office</i>	Deputy Head of Office	
	<i>District Governor Office</i>	Governor	
	<i>District Health Office</i>	Head of Office Director of Clinic	
	<i>District Social Affairs Office</i>	Head of Office	
	<i>Lane Xang Minerals, Limited</i>	Human Resources Director	
	<i>Muang Vang Constructions</i>	Managing Site Director	Serk
Densavan Township, Sepone District	<i>Sepone Project Development Area</i>	Project Officer	
	<i>Customs Office/Border Police</i>	Director Deputy Director	
Lakoh Special Zone	<i>Administration</i>	Health Officer Security Administrator	
Bangkok	<i>United Nations Economic and Social Commission for Asia and the Pacific</i>	Associate Social Affairs Officer	Barth, Bernhard

Many more technical staff of the different administration branches has been interviewed, by individual team members, team groups, or by the team leader, who are not mentioned here. Some names in the above table are lacking, because people interviewed in administrative settings often do not present themselves. Nevertheless, established contacts are valid for future cooperation.

Members of the Steering Committees in the two provinces have not been filed in this table, as they are already enumerated in Chapter 2.4 and not considered key informants. Counterpart representatives on the team have not been named, as not being considered external key informants, nor anybody working directly with HI interviewed in the process of the study, for the same reason.

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HIV and Development Project

Most of the above references point to “grey” literature – volumes printed or published otherwise by different agencies, but only available upon request directly at the publishing office. Beyond these references, an enormous amount of literature covering each of the three fields of mobility, development, and HIV/AIDS exist, which can not be provided here. A lot of material on HIV/AIDS in mainland Southeast Asia, and the links between HIV vulnerability and other issues, can be found in UNAIDS, 2004 (unfortunately, this CD-ROM depends on a library program which installs itself on your computer, only under MS Windows, and is therefore not searchable directly, and may compromise the computer's security). Interesting work on cross-border issues between the countries of Thailand, Vietnam and Laos is available in CARE, 2001. HI Vietnam office has a collection of relevant documents in its CD-ROM (HI, 2005, unpublished).

Annex 4: Material Used in Fieldwork

Questionnaires for construction workers, textile workers, motorbike drivers and small-business people⁴⁵

Date of interview	
District	
Town/commune	
Village	
Place of interview	
Interviewer	

Introduction:

I amI work for HI. We are interviewing people in this area in order to get information on the connection between mobility, poverty and HIV/AIDS (describe the objective of the research)

Ethics and commitment :

I will ask you some personal questions and some people finds them difficult to answer. All your answers will be kept confidential . Your name is not written in this questionnaire and the information is not used for any other purposes. You do not have to answer the question that you do not want to. You have rights to stop this interview at any time you want to. However, your honest answers help us to understand what people think, say and do. We appreciate your cooperation in this research . Are you willing to take part in?

Part I – General information

No	Questions	Answer	Note
1	<i>Sex of interviewee?</i>		
	<i>Male</i>	[]	
	<i>Female</i>	[]	
2	<i>How old are you at the latest birthday?</i>	--	
3	<i>Your marital status?</i>		
	<i>Single</i>	[]	

⁴⁵ These questionnaires and guidelines were established in Vietnamese and used in that language; the translation into English is purely for documentation purpose and potential use of the material in other study projects. In Laos, the questionnaires and guidelines were translated directly from Vietnamese into Lao, to reduce potential translation errors, and subsequently corrected to assure compatibility with the study situation in Laos.

No	Questions	Answer	Note
	<i>Married/ live with lover</i>	[]	
	<i>Divorce/ separation</i>	[]	
	<i>Single mum</i>	[]	
4	<i>What education do you have?</i>		
	<i>Never to school</i>	[]	
	<i>Primary school</i>	[]	
	<i>Secondary school</i>	[]	
	<i>High school</i>	[]	
	<i>Occupational training school or college</i>	[]	
	<i>Bachelor or higher education</i>	[]	
	<i>Other(.....)</i>		
5	<i>What is your main job?</i>		
6	<i>How long have you been doing this job?</i>	--	
7	<i>Are you happy with this job ?</i>		
	<i>Very much</i>	[]	
	<i>Happy</i>	[]	
	<i>So so</i>	[]	
	<i>Not happy</i>	[]	
	<i>Not very happy</i>	[]	
	<i>No answer</i>	[]	
8	<i>Where are you living? Commune, district, province</i>		
9	<i>At the moment, where are your family living ?Commune, district, province</i>		
10	<i>How long have you been living there (the place you are working)?</i>	_____	

Part 2 - job's Specific characteristics

No.	Questions	Answer	Note
13	<i>How long have you been working here? (month(s))</i>	--	
14	<i>What was your average income per month before coming here?</i>		

No.	Questions	Answer	Note
15	What is your monthly average income?		VND
16	Why do you come here to live and study?		
	To do work assigned	[]	
	To live with my family	[]	
	To get married	[]	
	To do seasonal work	[]	
	To study	[]	
	Others (Written down clearly)	[]	
17	Who help you to come here to work?		
	Relatives	[]	
	Friends	[]	
	Neighbours	[]	
	Local authorities	[]	
	Religious representatives	[]	
	Union	[]	
	Association of fellow-country men	[]	
	Others (Written down clearly)	[]	
18	Do you have a house?		
	Yes	[]	Move to 21
	No	[]	
19	If not, where are you staying?		
	House rent	[]	
	Relatives' house	[]	
	My sexual partner's house	[]	
	My friend's house	[]	
20	Do you live alone or with someone else?		
	Alone	[]	
	With my sexual partner	[]	
	My fiancé	[]	
	My friend(s)	[]	
	Others	[]	
21	How often do you visit your family?		

No.	Questions	Answer	Note
	<1 month	[]	
	2 months	[]	
	6 months	[]	
	1 year	[]	
	> 1 year	[]	
22	Do you save the money to send to your family?		
	Yes	[]	
	No	[]	Move to 21
23	If yes, How much do you send your family per month?		VND
24	How does your family's income change since you work here?		
	Change a lot	[]	
	Change a little	[]	
	As usual	[]	
	No change	[]	
	Worse than before	[]	
25	How do you feel about living here?		
	Very pleased	[]	
	Pleased	[]	
	As usual	[]	
	Not pleased	[]	
	Extremely not pleased.	[]	
26	Why?		
27	Do you have any difficulties working here?		
	Yes	[]	
	No	[]	Move to 25
28	If yes, what are they?		
29	How long does each time you work here last?		
	<1 month	[]	

No.	Questions	Answer	Note
	1-3 months	[]	
	3-6 months	[]	
	6 months -1 year	[]	
	> 1 year	[]	

Part 3 - STD

No	Questions	Answer	Note
26	Have you ever heard of STD?		
	Yes	[]	
	No	[]	Move to 28
	No answer	[]	
27	Can you describe symptoms of STD (mark the answers)		
	Itching	[]	
	Pain at stomach	[]	
	Sex organ discharges matter	[]	
	Pain urinating	[]	
	Ulcers at the sex organ	[]	
	Swollen groin area	[]	
	Other symptoms.....	[]	
28	Have you ever had yourself checked with STD?		
	Yes	[]	
	No	[]	Move to 32
	Don't remember	[]	
	No answer	[]	
29	If yes, where do you have yourself checked (mark all answers?)		
	Traditional curer	[]	
	Go to state health stations	[]	
	Go to private doctor?	[]	
	Other.....	[]	
30	Result of the examination?		
	Get diseases	[]	
	No diseases	[]	Move to 32
	Not know	[]	Move to

No	Questions	Answer	Note
			32
31	<i>If the result is positive, what did you do?</i>		
	<i>Nothing</i>	[]	
	<i>Use traditional medicine</i>	[]	
	<i>Go to traditional curer</i>	[]	
	<i>Buy medicine at the pharmacy</i>	[]	
	<i>Go to state health stations</i>	[]	
	<i>Go to private doctor?</i>	[]	
	<i>Other.....</i>	[]	
	<i>No answer</i>	[]	
32	<i>Have you ever heard of HIV/AIDS</i>		
	<i>Yes</i>	[]	
	<i>No</i>	[]	Move to 35
	<i>Not know</i>	[]	Move to 35
33	<i>If yes, from where do you hear of that?</i>		
	<i>Radio</i>	[]	
	<i>Newspaper</i>	[]	
	<i>TV.</i>	[]	
	<i>Direct propaganda</i>	[]	
	<i>Don't remember</i>	[]	
	<i>Other</i>	[]	
34	<i>In your opinion, which way is most effective ?</i>		
	<i>Radio</i>	[]	
	<i>Newspaper</i>	[]	
	<i>TV.</i>	[]	
	<i>Direct propaganda</i>	[]	
	<i>Don't remember</i>	[]	
	<i>Other</i>	[]	
35	<i>In your opinion, by what way can we get HIV infection?</i>		
	<i>Unsafe sex intercourse</i>	[]	
	<i>Blood transfusion</i>	[]	
	<i>From mother to baby</i>	[]	
	<i>Other</i>	[]	

No	Questions	Answer	Note
36	What do you do to avoid HIV infection and STD?		
37	Have you ever had yourself checked of HIV ?		
	Yes	[]	
	No	[]	

Part 4 – sexual behaviour and lover

No	Questions and answers	Code	Note
38	Have you ever had sex?		
	Yes	[]	
	No	[]	Stop here
	No answer	[]	
39	How old were you when you had sex the first time?		
	Years old	--	
	Don't remember	[]	
40	Did you use condom in that first time ?		
	Yes	[]	
	No	[]	
	Don't remember	[]	
41	For the last 12 months , do you have sex ?		
	Yes	[]	
	No	[]	
	No answer	[]	
42	For the last 12 months , how many lovers do you have ? (Write down the number, if no lover, write 00	--	If no lover, stop here
43	For the last 12 months , who is your lovers ?		
	Stable lover	[]	
	Casual lover	[]	Move to 50
	Sex worker	[]	Move to 56
	No answer	[]	stop here
Note: If interviewee answers 3 choices above, ask all the following parts			
Stable lover			

No	Questions and answers	Code	Note
44	For the last 12 months, how many times do you have sex?		
	Number of times	--	
	Don't remember	[]	
	No answer	[]	
45	The latest time, did you use condom?		
	Yes	[]	
	No	[]	Move to 47
	Don't remember	[]	
	No answer	[]	
46	If yes, who advises you to use condom ?		
	me	[]	Move to 48
	Lover	[]	"
	Both	[]	"
	Don't remember	[]	"
	No answer	[]	"
47	If not, why didn't you use condom that time ?		"
	Not available	[]	
	Too expensive	[]	
	Lover did not like	[]	
	Do not like	[]	
	Not necessary	[]	
	Other.....		
48	For the last 12 months, how often do you use condom?		
	Always	[]	
	Most of the times (more than 1/2)	[]	
	Sometimes (less than 1/2)	[]	
	Never	[]	Move to 50
	Don't remember	[]	
	No answer	[]	
49	Where do you often get condoms ?		
	Pharmacy	[]	
	Small shop	[]	
	Stationery	[]	
	Health station	[]	

No	Questions and answers	Code	Note
	Volunteer of Family Planning Program	[]	
	Hotel/bar	[]	
	Lover	[]	
	Other.....	[]	
Casual lover			
50	For the last 12 months, how many times do you have sex		
	Number of times	--	
	Don't remember	[]	
	No answer	[]	
51	In the latest time, did you use condom?		
	Yes	[]	
	No	[]	Move to 53
	Don't remember	[]	"
	No answer	[]	"
52	If yes, who advises you to use condom ?		"
	me	[]	"
	Lover	[]	"
	Both	[]	"
	Don't remember	[]	"
	No answer	[]	"
53	If not, why didn't you use condom that time ?		
	Not available	[]	
	Too expensive	[]	
	Lover did not like	[]	
	Do not like	[]	
	Not necessary	[]	
	Other.....		
54	For the last 12 months, how often do you use condom?		
	Always	[]	
	Most of the times (more than 1/2)	[]	
	Sometimes (less than 1/2)	[]	
	Never	[]	
	Don't remember	[]	
	No answer	[]	

No	Questions and answers	Code	Note
55	Where do you often get condoms ?		
	Pharmacy	[]	
	Small shop	[]	
	Stationery	[]	
	Health station	[]	
	Volunteer of Family Planning Program	[]	
	Hotel/bar	[]	
	Lover	[]	
	Other.....	[]	
Sex worker			
56	For last month , How many sex workers do you have sex with ?		
	Number of sex workers	--	
	Don't remember	[]	
	No answer	[]	
57	In the latest time, did you use condom?		
	Yes	[]	
	No	[]	Move to to 60
	Don't remember	[]	"
	No answer	[]	"
58	If yes, who advises you to use condom ?		"
	me	[]	"
	Sex worker	[]	"
	Both	[]	"
	Don't remember	[]	"
	No answer	[]	"
59	If not, why didn't you use condom that time ?		
	Not available	[]	
	Too expensive	[]	
	Lover did not like	[]	
	Do not like	[]	
	Not necessary	[]	

No	Questions and answers	Code	Note
	<i>Other.....</i>		
60	<i>For the last 12 months, how often do you use condom?</i>		
	<i>Always</i>	[]	
	<i>Most of the times (more than 1/2)</i>	[]	
	<i>Sometimes (less than 1/2)</i>	[]	
	<i>Never</i>	[]	
	<i>Don't remember</i>	[]	
61	<i>Where do you often get condoms ?</i>		
	<i>Pharmacy</i>	[]	
	<i>Small shop</i>	[]	
	<i>Stationery</i>	[]	
	<i>Health station</i>	[]	
	<i>Volunteer of Family Planning Program</i>	[]	
	<i>Hotel/bar</i>	[]	
	<i>Lover</i>	[]	
	<i>Other.....</i>		
	<i>No answer</i>	[]	

Thank you for your answers!⁴⁶

⁴⁶ As described in the chapters on methodology, the questionnaires were mainly used as basis for in-depth interviews, as the latter provided much more insight into the motivations and thinking of the respondents. Still, the questions in the questionnaires were the foundations of many interviews.

Mini-questionnaire for mobile people

Date of interview	
District	
Town/commune	
Village	
Place of interview	
Interviewer	

No	Questions	Answer	Note
1	Code of interviewee	_____	
2	Sex of interviewee?		
	Male [] Female []		
3	How old are you?		
4	What is your job/ What do you do ?		
5	Place of birth/Home village? (Commune , district, province)		
6	At the moment, where are you living and working? (Commune , district, province)		
7	At the moment, where are your family living? (Commune , district, province)		
8	How long have you been living there (the place you are working) ?	_____	

Responsibilities in Focus Group Discussions

Facilitation:

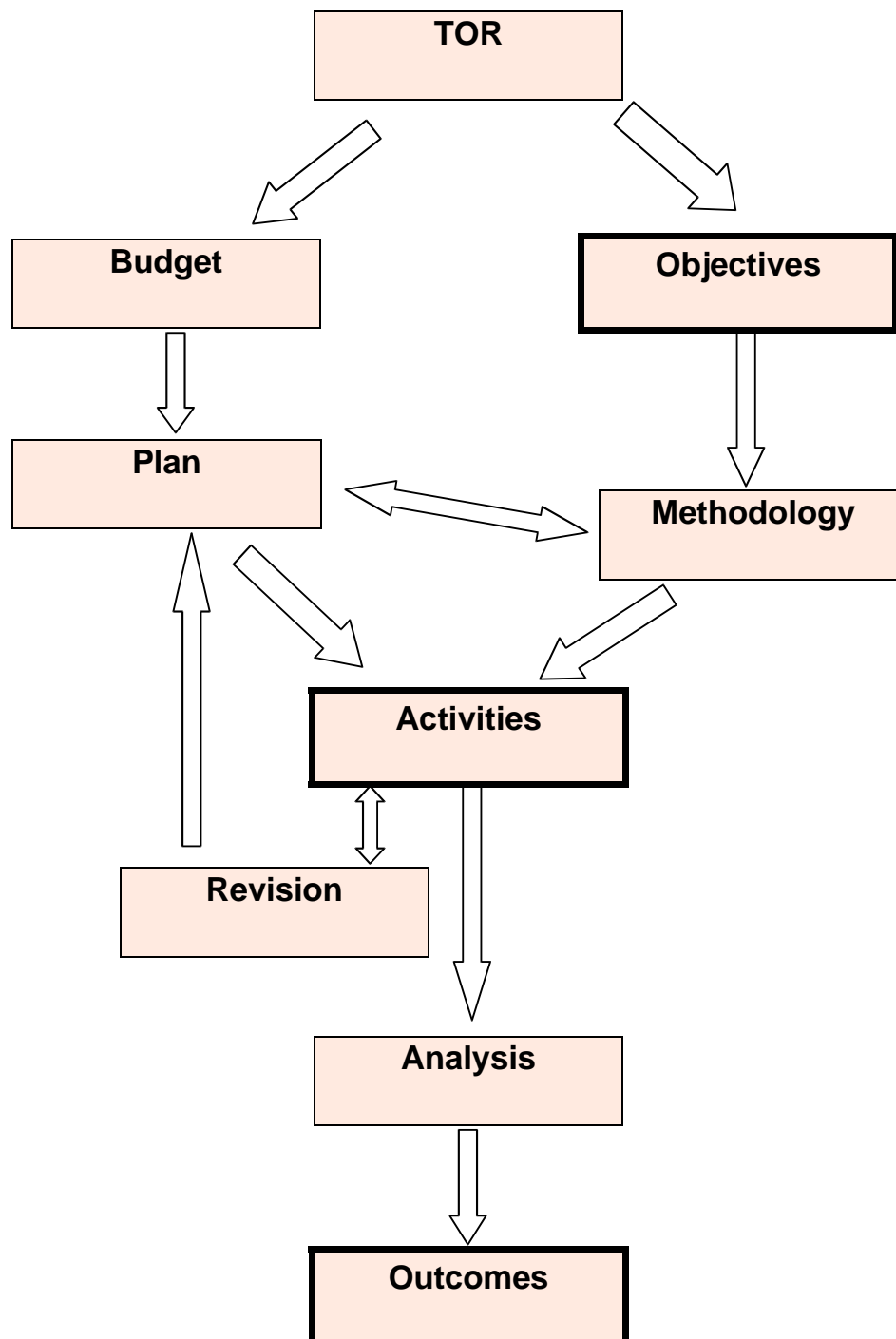
- LISTEN, don't TALK much.
- Make sure that you know where the meeting room is. If possible, come there 5-10 minutes earlier to arrange the room. The chairs should be in the U shape, in front to the room, there must be space for white board where the A0 sheet will be hanged.
- Remember to bring with you the research outline and documentation set.
- Pay more attention to the idea majority. For example, when you ask them "more" or "less", if 6 people says "more" and only 2 people say "less, firstly, focus on the people who say "more", and then, if you have time, turn to people saying "less".
- You can prepare the A0 sheet in the night before the discussion (you can write down the outline and the exercise....)
- Make sure that you have enough documentation and data for your work.
- Take note to the A0 sheet (or write down on the white board) in brainstorming exercises (like listing, reckoning, mobility map....) in CONDENSATION, CLEAR, UNDERSTANDABILITY, and, EXACTNESS.
- Before starting the exercise, you can write some instruction or notes for that exercise.
- When doing the exercise, take any chance to "give the pen" to the participants so that they themselves can discuss with each other.
- By the end of each exercise, say thanks to participants and explain work for the next time.
- You are responsible for choosing what are the tools and equipment for the exercises, so prepare carefully in the night before.
- Make sure that you fill in all the information forms and pin all the minutes made by the secretary with the information form after each group discussion.

Report Writing:

- Filling the minutes' form of each meeting or discussion right from the beginning (when the facilitator is explaining the work) and hand the record to the facilitator at the end. Remember to fill all the information in.
- Make sure that there is enough stationary (papers, pens, colour-pens etc.) for each exercise and make them available and easy for everyone to take before each exercise. Collect all stationary for documentation and the next time.
- Any instructions, names, data for wealth-ranking or mapping exercises should be written down on colour sheets or be sorted in piles: Deliver the papers or piles before or meanwhile the instructor posing questions, NOT after that (In order to save time)

- Take the minutes on separate A4 sheets CLEARLY, UNDERSTANDABLY, and EXACTLY. Remember to copy down exactly the statements and put them in quotation marks.
- Do not take down minutes in your personal notebook, as we need to share the information to every body.
- Divide minutes into 2 columns. On the left one is for QUESTIONS, KEYWORDS of the discussion, CHARACTERISTICS of the interviewee (ex: male/female, Kinh/ethnic minority; young/old; rich/poor; village staff/member of women union...). The right one is for the content of the discussion, comments, opinion. This way of organizing data will be helpful for further data analysis.
- DON'T KNOW, HAVE NO IDEA of KEEP SILENT, LOOKING AT EACH OTHER are also important answers and must be copied down to the minutes.
- Put the page number on each sheet before moving to another new page.
- Collect all A0 sheets (mapping, problem trees etc.) and give them to the facilitator by the end of the day.
- Take down minutes for each exercise CAREFULLY, pay attention to all ideas, arguments and different ideas, NOT only the final result of the exercise. The minutes must have all the information written by the instructor on the A0 sheets.

Annex 5: Work-Flow of the F3E study



Annex 6: Time-Line of the F3E Study

<i>Month</i>	<i>October 2005</i>				<i>November 2005</i>					<i>December 2005</i>				<i>January 2006</i>				<i>February 2006</i>					
<i>Week</i>	<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>	<i>6</i>	<i>7</i>	<i>8</i>	<i>9</i>	<i>10</i>	<i>11</i>	<i>12</i>	<i>13</i>	<i>14</i>	<i>15</i>	<i>16</i>	<i>17</i>	<i>18</i>	<i>19</i>	<i>20</i>	<i>21</i>	<i>22</i>	<i>23</i>
Initial Meetings ⁴⁷	x																						
Planning, Communication, Secondary Data Collection		x	x																				
Field Preparation Quang Tri				x																			
Training Surveyors QT					x																		
Fieldwork QT, Dakrong and Huong Hoa Districts						x	x	x	x														
Wrap-up QT										x													
Analysis, Methodology review, Interim Report											x												
Field Preparation Savannakhet												x	x	x									
Training Surveyors Savannakhet															x								
Fieldwork Savannakhet																x	x	x	x	x			
Wrap-up Savannakhet, Dissemination Workshop																					x		
Analysis, Final Reporting																						x	x

⁴⁷ Some preliminary meetings and contacts during September 2005

Annex 7: Methodology Paper

Research Proposal: Development, Mobility Systems and HIV Vulnerability along Highway 9 Laos – Vietnam

by Markus Vorpahl, Consultant, for Handicap International Laos, France

Context of Study:

This research will be leading up to a development-based HIV prevention program in the two countries of Laos and Vietnam, specifically in the provinces of Savannaketh (Laos) and Quang Tri (Vietnam).

The hypothesis brought forward as base for the development program and to be verified during this study is the existence of a direct link between socio-economic vulnerability in the sending population, and mobility of parts of this population as result of this vulnerability. The strategy for improvement of the situation that was deducted by Handicap International from this hypothesis will be the implementation of a rural development program linked with classical HIV prevention in all stages of the migratory process, sending, transit and host populations, but with a strong focus on the sending population.

The innovative approaches of the proposed program are:

1. To link a traditional HIV prevention and education approach with a developmental approach to reduce vulnerability before people start to migrate,
2. To use the program approaches in a cross-national, trans-border way in one area, which is cut into two by the border between Vietnam and Laos.

Equally, the research and the program use a 'mobility' and 'mobility systems' concept to movements of people, seeing migration and migrants in itself only as parts of a broader context, including beyond those the communities they originate, they transit and they are hosted in, and allowing therefore a more holistic and developmental approach to issues. Some of the expected outcomes of the study will be descriptions of possible interventions, either reducing vulnerability, or improving the overall situation to reduce mobility.

Methodology:

The study is supposed to provide information and data along two lines: the main line of study is on mobility systems, with a minor component of research for preliminary data on risks directly linked to HIV. Some of the points on which more insight is expected, are the following:

- Migratory schemes and routes of migration, between sending, transit and host population,

- Relationships in the sending community between poverty, economic systems and migration,
- Triggers and motivation inciting migration,
- Behavioural constants inducing risk of HIV transmission.

The geographical areas the research will focus on are those close to Highway 9 where mobile populations are arriving, the areas they are attracted to. This will start with the river-crossing between Thailand and Laos, and continue with identified areas close to the border in Savannaketh province (see ToR), and the frontier post. On the Vietnamese side, this will include the Lao Bao Export Processing Zone and the frontier post with its karaoke bars, the non-legal border crossings (used, for example, by scrap-metal hunters) and other migration spots in Huong Hoa district, and continue including Tan Lam and Dong Ha districts for the construction sites of Highway 14 and the crossing with Highway 9.

To understand the overall picture, quantitative data will be collected in the first part of the study through government and local administration channels, and during the study whenever appropriate. As these insights are mainly connoted as qualitative results, during the main part of the study we will mainly be using qualitative and participatory research methodology.

Quantitative and administrative data to be collected will be:

- Mobility routes identified by the authorities: known host, transit and sending communities,
- Economic centres (Export Processing Zones, mines, karaoke/massage parlours, etc.) in potential host areas, and policies applied by authorities there.
- Economic structures (agricultural systems) and cultural traits (ethnic, religious, etc.) of potential sending communities, and policies applied by authorities there.

These materials will be collected on province and district level, and backed up by interviews on commune and village level (and the corresponding Laotian administration entities).

The qualitative, more demanding and more promising part of the study will start with participant observation in the host areas to identify mobile individuals and communities, and continue with questionnaire surveys with some basic questions on migratory routes, sending, transit and host communities, economic dependencies and motivation for migration, and include a strong component of semi-directed (live-cycle) interviews. The respondents to these questionnaires and interviews will predominantly be the mobile population themselves, members of the host population, and members of the sending communities. The interview process will stretch over six weeks, including several thematic areas, to start with:

- Interviewing mobile individuals and focus groups, in order to
- identify their motivation for mobility,
- identify their sending communities and mobility routes,
- Interviewing host communities.

The next step will be interviews and focus group discussions to identify the complexity of

the mobility systems and also identify demands for developmental approaches to reduce vulnerability and induce behavioural changes to reduce risks related to HIV. Questions to be approached in these interviews and discussions will be, and go beyond, mainly three axis:

- Questions relating to who is most likely to move in a sending community (mobility related),
- Questions asking how mobility is linked to economic systems, and what would be possible alternatives (vulnerability related),
- Questions informing about sexual behaviour in mobile and host population, relating to HIV (risk behaviour related).

We will conduct these interviews and group discussions in different localities, starting with places where mobile populations arrive, and then continue, after the localities are identified, with interviews in places and communities where mobile populations originate from, and places of transit. They will include individuals and groups of all concerned populations, mobile, transit and sending. Equally, interviews with people living with HIV/AIDS in the study area will be conducted.

The study will include a training and preparation component of two weeks, field activities of six weeks, and analysis workshops of one week per country. The synopsis will be done in a restitution workshop in Savannakhet, where both teams from Vietnam and Laos will be presenting their findings.

Annex 8: Terms of Reference

Terms of Reference of Study

Termes de Référence

Mise à jour : août 2005

Développement, migration et VIH en Asie Sud Est :

**Etude préalable pour la mise en place
d'un programme de développement pour la lutte contre le SIDA
axé sur le système migratoire le long de la route nationale 9**

1. LE CONTEXTE MOTIVANT LA DEMANDE

1.1 Repérage du contexte général: développement, migration et VIH

1.1.1 Le Laos face aux projets de développement et d'infrastructure

La population du Laos s'élève à 5 millions d'habitants et le pays partage ses frontières avec le Cambodge, la Birmanie, la Thaïlande, le Vietnam et la Province de Yunnan en Chine où les taux de prévalence du VIH sont élevés. Le Laos se trouve ainsi « à la croisée des chemins » et plusieurs projets de développement de corridors économiques se mettent en place. Ces importants investissements sont autant d'opportunités pour le développement de l'économie du pays et en particuliers des échanges avec les pays de la Région, mais les risques de déstabilisation des communautés vulnérables des zones concernées restent inquiétants. En particuliers, la menace d'une explosion de l'épidémie VIH/SIDA, dont un des facteurs de risque est le développement des mouvements de populations de part et d'autre des frontières, est réelle.

Dans la Province de Savannakhet, le corridor économique Est-Ouest reliant le Vietnam à la Thaïlande à travers le territoire lao est quasi en place. En 1999, la Thaïlande, le Laos et le Vietnam se sont mis d'accord pour la construction d'un pont sur le Mékong au niveau de Mukdahan (Thaïlande) et la ville de Savannakhet au Laos, et pour réhabiliter la Route Nationale Numéro 9, qui constitue déjà un atout économique pour la région. La Route 9

traverse la province de Savannakhet jusqu'au sud du Vietnam, via la frontière Lao. Elle passe également à proximité des mines d'or et du cuivre de Xépone (dans le district de Villabouly) exploitées par de nombreux mineurs nationaux et étrangers. Cette initiative s'insère dans un projet plus large de construction du plus grand couloir économique sous-régional Est-Ouest reliant la mer de Chine à l'océan Indien.

Bien sûr, ces efforts de développement ne bénéficient pas jusqu'ici de façon équilibrée à l'ensemble de la province et le contraste est extrêmement marqué en la partie Ouest de la province (zone de plaine) et la Partie Est (zone de montagnes).

Dans la Partie Ouest, la ville de Savannakhet et la zone économique de Seno sont les deux pôles de développement. Ces deux zones sont d'ores et déjà considérées comme des « points chauds » du fait de la multiplication des bars, restaurants et autres lieux de divertissement. La zone de Seno devrait être étendue une fois le pont construit. La zone de plaine (Ouest de la province) est très peuplée et les agriculteurs pratiquent essentiellement la riziculture inondée pluviale. La zone constitue probablement un fort réservoir de main d'œuvre (particulièrement en saison sèche) qui alimente sûrement déjà la zone économique de Seno et la mine d'or et qui pourra potentiellement alimenter les projets d'infrastructure au Vietnam.

Dans la partie Est de la Province, les districts frontaliers avec le Vietnam restent parmi les plus pauvres du pays. Plus de cinquante pour cent des villageois appartiennent à des ethnies minoritaires (groupes linguistiques des Mon Khmer). Leurs techniques de culture sont traditionnelles avec une prédominance de culture sur brûlis. L'absence d'infrastructure, l'insuffisance en ressources humaines (capacité de leadership notamment), et la barrière de la langue sont des facteurs qui les maintiennent isolés.

La nouvelle route va ouvrir le Laos à un grand nombre de voyageurs ainsi qu'à de nouveaux marchés et aux populations migrantes de la région. On estime que l'élargissement de la route va causer le déplacement de plus de 6000 habitants (WRM's bulletin No 69, April 2003) et une étude menée en Mars 2004 par Action Contre La Faim (ACF) dans les districts de l'est de la province de Savannakhet a mis en évidence des plans de réinstallation de villageois des zones montagneuses le long de la route N°9 dans le cadre du programme de lutte contre la pauvreté.

1.1.2 Le Vietnam préoccupé par la reconstruction et le développement économique

Depuis la frontière avec le Laos, la RN9 traverse la province vietnamienne de Quang Tri sur 90 Km jusqu'au port de Cu Viet, avant de poursuivre vers le sud jusqu'à Danang. Cette région montagneuse, la frange côtière exceptée, est dépourvue de centres urbains majeurs. Le niveau de pauvreté reporté est l'un des plus élevé du pays, et l'enrôlement scolaire des plus faibles. Cela est dû tant à la topographie des lieux qu'à son histoire récente. En effet, durant la guerre du Vietnam, cette province, étant celle de la démarcation entre le Nord et le Sud, a été le théâtre de terribles affrontements et d'épandage massif de défoliants, tant et si bien que 98% des villages ont été alors détruits. Depuis, le gouvernement vietnamien a largement entrepris le développement de cette zone, en suivant l'axe principal est-ouest que représente la RN9. Outre l'installation le long de cette route de communautés originaires d'autres provinces (fonctionnaires, commerçants...), les axes secondaires sont aménagés pour desservir les communautés montagnardes, des groupes ethniques apparentés à ceux se trouvant du côté lao. Si la RN9 se veut une des artères du développement, la zone économique spéciale de Lao Bao

qui sort de terre, juste à la frontière avec le Laos, doit en devenir le cœur, et le futur grand barrage, à trente kilomètres de là, le poumon. Dans les deux cas, un fort brassage de populations est attendu, et les autorités nous ont déjà fait part de leurs préoccupations en la matière.

1.1.3 Le Laos menacé par l'épidémie VIH

L'infection VIH/SIDA est liée au facteur de risque que créent la mobilité et la pauvreté. Non seulement 90% de la population infectée dans le monde réside dans les pays en développement où les disparités socio-économiques, surtout si elles deviennent importantes grâce à des projets de développement, créent une grande vulnérabilité, mais le taux d'infection parmi les pauvres est toujours plus élevé que le taux chez les "moins pauvres". L'Asie du Sud Est n'est pas une exception. La pauvreté favorise la transmission VIH, ce qui augmente la vulnérabilité des foyers en réduisant leur capacité à se protéger. D'après l'UNAIDS, le Laos est un pays où la prévalence VIH est relativement peu élevée (0,05%). Cependant, avec des taux de prévalence beaucoup plus élevés dans les 5 pays voisins, et avec une croissance de la mobilité de la population à la fois à l'intérieur du pays et aux frontières, la vulnérabilité du Laos est évidente. Aujourd'hui au Laos les populations mobiles comprennent les travailleurs des secteurs des transports et du bâtiment, les commerciaux, les employés des usines ou des mines, les hommes d'affaires et personnels ministériels, les militaires et policiers, les travailleurs saisonniers, les chercheurs d'emploi, les touristes, les travailleurs sexuels et les minorités ethniques de par leur vulnérabilité face aux changements économiques et sociaux. Si les déplacements organisés de populations en vue d'une implantation permanente proche des axes de communications semblent limités dans cette province, cette problématique ne fait que renforcer le facteur de risque évoqué plus haut.

La province de Savannakhet est la province la plus touchée par l'épidémie. Nombreuses parmi les personnes affectées par le virus sont des personnes ayant migré vers la Thaïlande à la recherche d'un emploi. Des premiers cas de VIH/SIDA ont été identifiés en 2003 dans le district de Xépone, à la frontière avec le Vietnam.

1.1.4 Au Vietnam la migration représente le principal facteur de risque de généralisation de l'épidémie

De l'autre côté de la chaîne annamitique, au Vietnam, la situation est préoccupante en raison du « saut » avéré de l'épidémie des groupes initialement infectés, à savoir les injecteurs de drogue et prostitués, vers la population générale. Si avec une prévalence de 0,3% (UNAIDS-2002) le pays semble mieux loti que ses voisins du sud, il a été largement

admis que les populations mobiles, tant internes qu'externes, représentent le principal facteur de risque de généralisation de l'épidémie sur tout le territoire, même en des lieux autrefois préservés en raison de leur isolement géographique (UNDP-2002). Il en va ainsi dans la longue tradition vietnamienne des migrants originaires des campagnes partis à l'étranger ou dans les grandes villes, et qui reviennent une fois « fortune » faite, comme des conséquences des grands plans de développement des zones de montagnes, qui drainent une main d'œuvre de divers horizons, et la mettent en contact avec des populations locales pas forcément préparées à cette rencontre.

1.2 Le Cadre conceptuel : les études et expériences développées par l'équipe du « South East Asia HIV and development programme » UNDP.

L'équipe du bureau régional du PNUD en charge du VIH et développement a démontré à travers de nombreuses études et ouvrages l'importance de considérer non seulement la mobilité, mais également les facteurs de développement ou de vulnérabilité à l'origine de la mobilité, lors de définition de stratégies de prévention du VIH/SIDA. En effet, l'approche médicale généralement adoptée et se centrant sur une information sur la maladie, les modes de transmission et les modes de protection ne permet pas d'influer sur l'ensemble des facteurs à l'origine de l'épidémie. Le cas de la ville de Ruili dans la province du Yunan, en Chine illustre parfaitement les liens complexes entre vulnérabilité, mobilité et risque d'infection par le virus, ainsi que la nécessité d'adopter des approches régionales et multi-sectorielles.

Ainsi, des actions de développement visant à améliorer les techniques de productions agricoles par exemple peuvent avoir un effet de réduction sur l'incitation à migrer dans une zone voisine à la recherche d'un emploi. Les études menées permettent d'illustrer également l'importance de considérer non seulement les populations mobiles (comme cela est généralement le cas dans les programmes de prévention), mais également les communautés d'origine, communautés de transit et communautés d'accueil. C'est en effet l'ensemble des liens entre ces différentes communautés qui doivent être considérés dans leur complexité. Les interactions en particulier entre populations migrantes et communautés d'accueil doivent être étudiées. Les recommandations de l'équipe de « HIV and development programme » pour la mise en place d'actions préventives en matière de VIH/SIDA semblent pertinentes pour le contexte lao. Il n'en reste pas moins qu'un travail de compréhension du système de mobilité est nécessaire pour pouvoir définir si le lien entre vulnérabilité et mobilité existe dans la zone considérée.

1.3 Les antécédents et mobilisation régionale

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J Duguerny, L-N Hsu, Toward borderless strategies against HIV/AIDS. UNDP-SEAHDP, May 2002

J Uhrig, HIV Vulnerability Mapping : Highway One, Vietnam. UNDP SEAHIV, October 2000

"Population movement and HIV/AIDS. The case of Ruili, Yunnan, China." UNDP, South East Asia HIV and development programme. August 2003

J. Duguerny, J. Chamberlain, L-N Hsu. From AIDS epidemic to an AIDS pandemic. Is an HIV hub building in South East Asia. UNDP- SEAHDP, August 2000

1.3.1 Une volonté politique régionale

En 1999, le Ministère de la Santé thaïlandais, en coopération avec le Projet VIH et Développement en Asie du Sud Est du PNUD, le bureau régional de l'OMS en Asie du Sud Est, Family Health International et SEAMEO-GTZ-CHASPPAR, organisait un séminaire sur les mouvements de population et la vulnérabilité au VIH à Chiang Rai. Depuis, la collaboration régionale s'est renforcée à travers un certain nombre de sommets et d'initiatives concrètes. En 2001, le Cambodge, le Laos, la Birmanie, la Thaïlande, le Vietnam et la Chine signaient une convention de partenariat au sein de laquelle les 6 pays approuvaient un cadre d'action conjointe visant à « promouvoir une collaboration intersectorielle innovante pour réduire la vulnérabilité et l'impact socio-économique » en plus des soins et traitement pour les personnes séropositives. Cependant, l'aspect multisectoriel n'a pas encore été suffisamment défini pour permettre des interventions multi dimensionnelles systématiques. Cette préoccupation pour les questions de mobilité et de développement fut ensuite réaffirmée par une déclaration des chefs d'Etat de l'ASEAN en décembre 2001. Suite à cette déclaration et dans la zone en question, il existe des réunions trimestrielles entre les autorités lao et vietnamienne des deux zones frontalières sur la problématique SIDA, semestrielles entre les deux districts frontaliers et annuelles entre les deux provinces (Savannakhet-Quang Tri). Un plan d'action commun a été élaboré.

1.3.2 Une forte implication des agents du développement pour la prévention et le renforcement des capacités locales

En dépit des efforts substantiels des agences internationales, les activités de prévention du SIDA que ce soit au niveau national ou régional ne s'avèrent pas toujours efficaces, faute de financements adéquats. Plusieurs agences internationales, y compris Agence Australienne pour le Développement International (AusAID), l'agence Canadienne de Développement international (CIDA), l'Agence allemande pour la Coopération technique (GTZ), Norwegian Church Aid (NCA), les agences onusiennes, et l'agence américaine pour le développement international (USAID), ont mis en œuvre des activités régionales de prévention du VIH. La plupart de ces activités s'orientent autour de l'analyse de la situation et du renforcement des capacités de réponse des programmes nationaux de lutte contre le SIDA. NCA a démarré en 2002 un « cross border HIV/AIDS project » à la frontière Lao-Vietnam de Denesavanh - Lao Bao. Leur action est orientée sur la prévention au niveau du « check point » et cible en particulier les populations mobiles et « service girls » des restaurants karaoké près du poste frontière. AusAID et CIDA ont également élaboré des stratégies régionales et des plans d'investissement pour la prévention « classique », des stratégies de santé qui s'intéressent au risque immédiat d'infection et mettent l'accent sur l'IEC (information, éducation, communication) et la distribution des préservatifs ou des seringues propres. Depuis 2002 CARE n'a plus aucune activité sur la province de Quang Tri. Leur action a consisté, comme les autres, dans l'information / sensibilisation des populations à risque (service women, transporteurs, fonctionnaires, ...), la création d'un fonds de documentation santé reproductive / SIDA, ainsi que la distribution de préservatifs, dans les villes de Lao Bao et Khe Sanh. Nordic Assistance Vietnam (NAV) a lancé depuis plus d'un an un microprojet se concentrant uniquement sur la frontière (sensibilisation au point de passage) et sur le village d'une minorité ethnique le plus proche de ce poste

frontière. Le projet Asian Development Bank de « capacity building » auprès des services de la santé de la province en matière de VIH/SIDA arrive à terme en cette fin d'année 2004. Alors que plusieurs agences soutiennent des programmes de renforcement des capacités locales et de recherche de stratégies en terme de contrôle de la transmission du VIH, peu de moyens sont mis à disposition pour mettre en oeuvre des activités de prévention centrées sur les causes de fond, les facteurs de vulnérabilité et de prise de risque. Le projet envisagé à l'issue de l'étude préalable répondra à ce manque et sera donc complémentaire aux actions en cours.

1.3.3 Une opportunité d'atteindre une planification prévoyante et adaptée

Jusqu'à présent, les actions de prévention en Asie Sud Est ont été pour la plupart plus réactives que préventives, la programmation étant basée sur la prévalence des infections dans la population. Au Laos, l'initiative d'étendre la lutte contre le VIH a été prise en réponse aux épidémies dans les pays voisins, et surtout en Thaïlande et au Vietnam. Il apparaît de ce fait pertinent d'anticiper les changements que le développement de la route 9 et la présence de la mine d'or entraîneront sur la société laotienne. Un certain nombre d'actions préventives sont possibles qui permettront de limiter les comportements à risque à l'origine des contaminations. Elles concernent tant la prévention et l'éducation qu'un renforcement agricole et l'accompagnement pour un mieux-être économique et social. Il existe donc une opportunité de concevoir des actions de développement (agriculture, éducation, économique, ...) appropriées et d'atteindre une planification prévoyante et adaptée afin de réduire la vulnérabilité de la population concernée .

Au Vietnam, si la menace apparaît plus interne qu'externe, cette même volonté d'anticiper et de prévenir prévaut, au regard des mouvements de populations en cours ou à venir, liés tant à la zone économique spéciale qu'au prochain chantier du barrage. Ainsi, si la frontière est une réalité administrative, elle n'en est pas une pour les populations locales et migrantes qui partagent les mêmes opportunités, mais aussi les mêmes menaces.

1.4 Les acteurs impliqués dans l'étude

1.4.1 L'ONG demandeuse: Handicap International

Handicap International (créée en 1982) est une organisation française de solidarité internationale spécialisée dans le domaine du handicap. L'association intervient dans plus de 40 pays à travers le monde y compris la France et l'Allemagne en accordant une attention particulière à la situation des personnes handicapées dans les pays en voie de développement. Handicap International a pour finalité la pleine participation sociale des personnes en situation de handicap en développant une approche globale et agissant non seulement auprès de la personne mais également de sa famille et de son entourage direct, sa communauté et de la société plus globalement. Handicap International développe à la fois des actions spécifiques pour personnes en situation de handicap et des actions favorisant leur inclusion dans divers secteurs (emploi, éducation, santé, social, économique, ...).

49 P Guest, J du Guerny J, L-N Hsu, From Early Warning to Development Sector Responses against HIV/AIDS UNDP-SEAHDP, May 2003

Handicap International porte une expérience importante dans le domaine du VIH

Les expériences de Handicap International ont montré la nécessité d'adopter une approche globale des communautés affectées par le VIH/SIDA qui est une stratégie de développement communautaire visant l'égalisation des chances, l'inclusion et l'intégration sociale et économique des personnes vivant avec le virus. L'intégration vise à réduire la discrimination au sein de la communauté, à l'école et sur le lieu de travail. Cette orientation est encore plus accentuée par la création de liens et par le développement de la communication entre les individus et les institutions. L'approche globale est à mettre en oeuvre grâce aux efforts combinés des personnes vivant avec le VIH elles-mêmes, de leurs familles et de leurs communautés, ainsi que des services de santé, éducatifs, et des services sociaux concernés.

Handicap International au Laos

Expérience acquise et activités en cours

Handicap International est présente en République Démocratique Lao depuis 1997 et intervient dans deux domaines techniques, le développement rural et la santé communautaire. Handicap International Belgique intervient également en parallèle sur les problématiques du handicap. L'approche et la méthodologie de Handicap International au Laos mettent l'accent sur le partenariat avec les autorités locales, la participation de la population à tous les stades du projet, l'appropriation des actions par les bénéficiaires, l'inclusion des femmes et des groupes marginalisés. Aujourd'hui, l'organisation met en oeuvre les projets suivants:

Dans la Province de Savannakhet (lieu proposé de l'étude)

- Un projet d'Appui au secteur de la santé dans les districts de Phine et Nong à l'est de la province. Ce projet de trois ans initié en mars 2002 (cofinancé par la Communauté Européenne, le Ministère français des Affaires Etrangères et Handicap International) vise à renforcer les compétences des services de santé dans les districts. Le projet comprend la formation des personnels médicaux et la mise en place d'un réseau de volontaires de santé dans les villages, la construction et l'équipement de deux centres de santé et l'installation de points d'eau. Une dynamique de réflexion communautaire sur les questions de santé est également encouragée et permet de travailler avec les villageois sur la mise oeuvre de solutions adaptées à leurs problèmes. Le problème du VIH/SIDA fait partie des thèmes abordés. Une étude CAP (Connaissance, Attitudes, Pratiques) en début de projet a mis en évidence une méconnaissance du VIH/SIDA par les villageois.
- Un projet de mise en place de village pilotes en matière de santé a débuté en Octobre 2003, financé par l'Ambassade de Grande Bretagne à Bangkok, suite à une succession de petits projets de prévention de la malaria. Ce projet consiste à contribuer à la mise en place dans les districts de Phine, Nong, Xépone et Villabouly des villages pilotes (un par districts) dans lesquels les villageois se mobilisent sur les questions de santé et adoptent de nouveaux comportements sanitaires.
- Un projet de développement rural, financé par la Commission Européenne (B7-6000), le Ministère Français des Affaires Etrangères et Handicap International, a

démarré en mai 2003 suite à un précédent projet de sécurité alimentaire. Il permet de consolider la mise en œuvre d'un développement durable basé sur les initiatives locales dans deux districts de la Province (Nong et Xépone) sur une durée de deux ans. Le projet comprend des activités de mobilisation communautaire pour l'identification des projets villageois et individuels, des activités d'appui à l'agriculture et à l'élevage, le soutien aux activités génératrices de revenu et la construction de routes rurales.

Les projets à Savannakhet sont menés en partenariat avec les services provinciaux de la santé et de l'agriculture.

Dans d'autres provinces :

- Depuis mars 2002, Handicap International facilite la mise en place d'associations de consommateurs d'eau en partenariat avec BCEOM, bureau d'études français, et avec le financement de l'Agence Française de développement (AFD). Le projet fait partie du projet de développement et de gestion décentralisés de l'irrigation (DIDMP), financé par la Banque Asiatique de Développement (BAD). Le partenaire chargé de la mise en œuvre du projet DIDMP est le service national d'irrigation du Ministère de l'Agriculture. Le projet intervient dans six provinces : Savannakhet, Bolikhamsay, municipalité de Vientiane, province de Vientiane, Luang Prabang et Sayabouri.
- Depuis octobre 2002, Handicap International participe au projet communautaire d'amélioration des conditions de vie des villageois dans onze villages du district de Kham (province de Xiengkouan). Le projet CMLIP (Community Managed Livelihood Improvement Project), financé par JFPR (Japanese Fund for Poverty Reduction) appartient aux services d'extension du Ministère de la Forêt et de l'Agriculture et leurs services dans les districts. Il a une durée prévue de trente-deux mois.

Handicap International travaille depuis 1997 en partenariat avec le Département provincial de la santé de Savannakhet. Au sein de ce département, le PCCA (Provincial Committee for Control of HIV/AIDS) est en charge de coordonner toutes les actions dans le domaine du SIDA. Le PCCA est donc d'ores et déjà partenaire de nos actions de prévention dans les districts et sera le partenaire du futur projet. Pour les aspects de développement rural, le partenaire sera le Département Provincial de l'Agriculture de Savannakhet avec lequel Handicap International a établi un partenariat depuis 1999. Médecins Sans Frontières (MSF) Suisse met en œuvre un programme de traitement anti-rétroviraux en collaboration avec l'hôpital Provincial de Savannakhet. Des discussions ont été menées à plusieurs reprises avec MSF pour leur faire part des orientations de Handicap International dans le domaine du SIDA. Notre action s'inscrit en complémentarité de la leur.

Pour le dispositif opérationnel, le programme comprend 60 personnels locaux et 8 expatriés. Le budget annuel pour 2004 s'élève à 1,290,000 Euros. Le bureau principal se situe à Savannakhet. L'organisation dispose de 5 véhicules 4x4 et de 27 motos. Des bases de district existent dans les districts de Phine, Xépone et Nong (Phine et Xépone sont traversés par la route N° 9). Handicap International a également un bureau de représentation à Vientiane et un bureau dans la Province de Xiengkhouan.

La préparation de l'étude :

Au niveau national, Dr Bounlay, président du Comité National de contrôle du SIDA⁵⁰ (NCCA) ainsi que Dr Pounthone, vice directeur du centre national de lutte contre le sida (national AIDS Center) ont été consultés et on pu donner leur recommandation sur l'étude. A l'occasion de ces discussions nous nous sommes rendus compte que les autorités étaient déjà familières avec ce concept (car sensibilisées par le programme SEA-HIV du PNUD cité plus haut). Au niveau provincial, à Savannakhet, Dr Panom directeur du Comité Provincial de Contrôle du SIDA (PCCA) et son équipe ont également contribué à la réflexion. Ils ont exprimé leur intérêt à voir une organisation agir en amont du problème. Ces discussions ont permis de prendre en considération les recommandations et commentaires dans les termes de référence de l'étude.

Handicap International au Vietnam

Expérience acquise et activités en cours

Handicap International est présente au Vietnam depuis 1999 et a travaillé jusqu'à présent essentiellement sur l'inclusion sociale des minorités ethniques les plus pauvres par le biais de l'éducation. En 2003, en partenariat avec une organisation vietnamienne, le CESEMA (Centre de soutien à l'éducation dans les zones montagneuses) un projet pilote a été développé visant à faciliter le retour des lycéens en internat à leur foyer d'origine par le biais de la formation professionnelle et du micro crédit. Ces 2 projets sont financés par le Ministère des Affaires Etrangères français, la Coopération Suisse et l'Ambassade de France au Vietnam.

Sur le plan opérationnel, Handicap International France et Handicap International Belgique sont présents au Vietnam, avec de fréquents contacts et échanges d'expériences. Le bureau de coordination de projets Handicap International est basé à Hanoi (HI-Belgique à Ho Chi Minh City) et comprend un expatrié et deux employés locaux sous contrat HI. De part son travail en collaboration avec le CESEMA, dotée d'un staff de 9 personnes, Handicap International a accès au mouvement d'ampleur national, le VIPASED (Vietnam for Promoting And Supporting Education Development), organisme de tutelle du CESEMA. De par notre approche résolument tournée vers les problématiques des populations des zones de montagnes, nous avons gagné en expérience sur ce terrain, et développé des modèles d'enseignement technique et de formation professionnelle en cours d'institutionnalisation par les autorités locales de deux provinces du nord du pays. Une plus large dissémination, au niveau national, est à l'étude avec le soutien de l'UNICEF, et grâce au réseau performant de notre partenaire.

1.4.2 Nos partenaires Lao

Les Comités National et Provincial de Contrôle du VIH/SIDA (NCCA et PCCA)

Le Comité National de Contrôle du SIDA a été créé en 1998 par décret du Conseil des Ministres. Les membres du NCCA sont les représentants du Ministère de la Santé, du Ministère de l'Education, de l'Information et de la Culture, les Associations de masse (Union des femmes Lao et union des jeunes Lao, syndicat lao). Le rôle du NCCA est de planifier, coordonner, gérer les programmes relatifs à la lutte contre le VIH/SIDA et allouer

50 Ce centre est issu d'une réorganisation récente du NCCA

51 Pour rappel, la grande partie des cas d'infection par le virus HIV dans la province de Savannakhet ont affecté des travailleurs émigrés en Thaïlande.

les ressources pour la mise en oeuvre de ces programmes. Le NCCA fait partie du Ministère de la Santé.

Le bureau du NCCA (NCCAB) joue le rôle de secrétariat du NCCA et a pour rôle de développer et coordonner les programmes de lutte contre le SIDA au Laos. Dans un souci de mieux impliquer les autorités nationales et de ne pas courir le risque de se restreindre à une approche trop « locale » de la question, il a été entendu au cours d'une réunion au NCCA qu'une restitution serait organisée en fin d'étude à Vientiane avec la participation du ministère de la santé.

Le NCCA a des branches dans chacune des provinces, les PCCA, à l'intérieur des départements provinciaux de la santé. Il existe également des comités au niveau des districts et parfois au niveau des villages (DCCA et VCCA).

Le PCCA de Savannakhet sera le partenaire principal de l'étude. Il peut avoir des problèmes logistiques, et son rôle de coordination est sans doute à clarifier, mais il semble qu'il existe une bonne volonté, notamment des individus qui travaillent dans cette instance. La tenue régulière de réunions de coordination interprovinciales est pour nous un point d'appui important pour la mise en place du Comité de Pilotage de l'étude (voir plus bas).

Les services de la santé dans les districts

Les bureaux de la santé dans les districts couverts par l'étude seront impliqués par la mise à disposition de personnel pour les enquêtes de terrains. Handicap International travaille depuis 1997 en étroite collaboration avec les services de la santé dans les districts de Phine, Nong, Xépone et Villabouly. Notre intervention a également contribué à mettre en place le réseau de volontaires villageois de la santé qui participeront à l'étude. Etant dans le village les personnes clef en matière de santé, ils seront à même de recueillir/fournir des informations.

Le département de l'agriculture et des Forêts de Savannakhet

Le Département de l'Agriculture et des Forêts de Savannakhet est depuis 1997 également notre partenaire pour les actions de sécurité alimentaire et de développement rural. Les services de l'agriculture dans les districts participeront à l'étude pour évaluer les facteurs de vulnérabilité dans la zone.

Norvégien Church Aid

Norvégien Church Aid (NCA) a débuté un projet de prévention du SIDA à la frontière entre le Laos et le Vietnam à Savannakhet ciblant les populations mobiles et les personnels des restaurants et karaoké à proximité du poste frontière. Leur connaissance de la zone et de l'activité du poste frontière permettra de recueillir des informations importantes sur le système de mobilité et les comportements à risque observés sur cette zone de transit.

1.4.3 Les acteurs Vietnamiens

Dénominations

VIPASED Vietnam for **P**romoting And **S**upporting Education
Partenaire institutionnel de HI au Vietnam jusqu'à ce jour

CESEMA **C**entre for **S**upporting Education in **M**ountains **A**rea

Créé par VIPASED et chargé d'exécuter les projets « Rénovation de l'enseignement technique au sein des Ecoles-Internats pour Minorités Ethniques » puis « Insertion économique des élèves sortants des EIME » en co-direction avec HI.

Addresses et contacts

VIPASED Vietnam Association for Promoting and Supporting Education Development
M. Tran Xuan Nhi - Vice-Président
Tel. Fax : 84 4 868 20 52
Email : defoset@fmail.vnn.vn

CESEMA : Centre de promotion de l'Education dans les zones de montagne

M. Pham Dinh Thai - Directeur
Tel Fax : 84 4 773 26 30 – 773 26 55
Email : cesema@hn.vnn.vn

Etablissement et statut juridique

VIPASED : Organisation à vocation sociale créée par décision du Premier Ministre le 29/02/1996.

CESEMA : organisation à vocation sociale créée par le VIPASED le 5 janvier 2001.
Mène ses activités selon le statut et la réglementation délivrée par le VIPASED.
Bénéficiant d'une personnalité juridique propre il peut ouvrir un compte en banque à son nom. Il dispose d'un cachet officiel.

Principaux domaines d'activités et projets

Suivant les directives du Ministère de l'Education et de la Formation, la vocation du VIPASED est de soutenir l'œuvre du gouvernement en matière d'Education. Le MEF et le VIPASED ont signé un document précisant la nature de leurs relations respectives.

En résumé, les objectifs du VIPASED sont :

- Promouvoir le droit d'accès à l'éducation des jeunes générations
- Participer à l'édification d'un environnement éducatif associant l'école, la famille et la société,
- Edifier un mouvement national de promotion et d'aide à l'éducation

En résumé, les principales actions du VIPASED sont :

- Publication d'une gazette « Khuyen Hoc » diffusée auprès des enseignants
- Participation à des projets d'alphabétisation dans les régions montagneuses
- Participation aux évaluations des programmes du Ministère de l'Education Nationale
- Mise en place d'un réseau national de « Centre communautaire d'éducation »

Effectifs

Le VIPASED regroupe des professionnels de l'éducation à la retraite ou en activité. Le bureau central est composé de 4 personnes, et un comité permanent rassemble les responsables de département. L'association est présente dans 50 Provinces du Vietnam. Le nombre de ses membres est d'environ 100 000.

Le CESEMA se compose d'une équipe de 7 personnes, réduite à 4 depuis juin 2004 et la fermeture du projet « Rénovation de l'enseignement technique au sein des Ecoles-Internats pour Minorités Ethniques »

Budget total annuel

Non disponible.

Principaux donateurs

Japon, Australie, France.

Appartenance à des réseaux

Le VIPASED est membre du Front de la patrie du VIETNAM. Le Front de la patrie relève du Parti Communiste du Vietnam et regroupe les principales associations du pays telles que l'Union des femmes, l'Union des jeunes, l'Union des paysans etc.

Historique et nature de la coopération entre HI Vietnam et ses partenaires

En février 2000, le VIPASED a sollicité HI pour l'aider à construire un projet de rénovation et perfectionnement du programme d'enseignement technique dans les écoles internat pour les minorités ethniques du Nord Vietnam. En juin 2000, un atelier participatif est organisé avec les acteurs concernés par le projet, à Sapa. A l'issue de cet atelier, un document de projet et un cadre logique sont produits. En octobre 2000, le MAE France accepte de financer le projet à hauteur de 50%.

En novembre 2000, élaboration d'un plan d'action pour l'année 1 et d'une convention de partenariat entre le VIPASED et HI.

En février 2001, création du CESEMA par le VIPASED, et signature d'une convention de partenariat pour l'exécution de la première année.

Le premier projet de « Rénovation de l'enseignement technique au sein des Ecoles-Internats pour Minorités Ethniques » est arrivé à son terme en juin 2004. Le second, « Insertion économique des élèves sortants des EIME » s'achèvera en décembre 2004.

Puisque Handicap International ne travaille pas encore dans la zone de l'étude, les acteurs locaux impliqués dans l'étude seront identifiés par nos partenaires et les autorités locales. Jusqu'à présent M. Trong Sy Tien (Directeur du Vipased de Quang Tri), M. Le Huu Thang (Vice-Pdt du Comité Populaire Provincial de Quang Tri), et Dr Phung Xuan Ty (Directeur du Centre de prévention sanitaire) ont exprimé leur fort intérêt et ils sont prêts à fournir du personnel et des moyens pour l'étude.

1.4.4 Les acteurs Thai (ou formés en Thaïlande)

Il a également été convenu ainsi que suggéré par le SCAC Vientiane, d'inclure au Comité de pilotage des représentant des autorités sanitaires de la province de Mukdahan.

Il faut également considérer les ressources bibliographiques qui concernent les échanges migratoires avec la Thaïlande, notamment une étude du BIT sur les Lao allant travailler en Thaïlande: "Labour Migration Survey in Khammuane, Savannakhet and Champassak".

2. Le projet envisagé à l'issue de l'étude préalable

2.1 La phase d'identification et émergence de l'idée du projet

Handicap International travaille depuis 1997 dans la zone et la mise en place de ses projets précédents a suivi un processus similaire à celui présenté ici : étude préalable de la situation sur la base d'hypothèse, validation des résultats de l'étude par les autorités et écriture d'une proposition d'intervention soumises aux bailleurs internationaux, qui sera mise en œuvre sur la base d'un accord de coopération avec les autorités Provinciales.

Le sujet des problématiques transnationales n'est pas nouveau et a été évoqué au cours d'une réunion régionale en mai 2003 regroupant des représentants de la Thaïlande, du Cambodge, du Laos, et du Vietnam. Tout naturellement, la question de la route numéro 9 traversant trois de ces pays a été abordée, du fait des changements radicaux qu'elle allait impliquer pour la région. La propagation du VIH a été reconnue par chacun comme le risque majeur menaçant tant les populations habitant le long de la route, que celles migrant sur son parcours.

En août 2003, un séminaire régional a été organisé par le bureau de prévention et d'hygiène du Ministère de la Santé Lao regroupant les délégations officielles de Thaïlande et du Vietnam (provinces voisines de Savannakhet) afin de définir les priorités et objectifs du projet « Mekong regional Cross Border Collaboration to Prevent and Control Communicable Disease ». Lors de ce séminaire le SIDA a été identifié comme l'une des menaces majeures pour la région et a donc été inscrit sur la liste des maladies à surveiller avec une logique transfrontalière. Handicap International a été convié à ce séminaire comme étant un des acteurs principaux dans le domaine de la santé sur la province de Savannakhet. Cette dynamique existante et l'émergence de coordination au niveau régional sur les aspects de prévention classique et surveillance des maladies les plus fréquentes, nous a encouragé à penser un projet de type régional/ transfrontalier.

Quelques temps après cette réunion régionale, une demande de visite préliminaire dans la province de Quang Tri, lieu d'entrée (ou de sortie selon) de la route 9 au Vietnam, a été envoyée aux autorités locales, via notre ONG partenaire, le CESEMA (Centre de soutien à l'éducation dans les zones montagneuses). En décembre 2003 une première mission d'identification avait lieu sur place, où une large part a été faite à l'expression des besoins par les autorités politiques comme des référents techniques concernés (santé, éducation...). Pour plus de détails, se référer à l'annexe 2 :

Extraits du rapport de mission du 09 au 11 décembre 2003 David Boisson, Directeur du Programme HI Vietnam.

2.2 Le cadre de référence du projet : constats et hypothèses

Au Laos, des liens existants entre les systèmes agraires et la mobilité

Dans la province de Savannakhet, comme dans la grande majorité du Laos, l'agriculture (de subsistance principalement) est l'activité majeure des populations rurales. Ainsi, les études du projet ont montré qu'il existe de forts liens entre la situation agraire et la situation économique (et la vulnérabilité) et dans quelques localités le lien entre la situation agraire et la mobilité a été mis en évidence, notamment pour la vente de force de travail : on peut donc poser l'hypothèse d'une relation plus générale sur la zone. En clair, il est probable que le zonage du système migratoire se recoupe fortement avec le zonage des systèmes agraires qui sont distingués en trois cas :

- a) Des villages enclavés, à faible densité de population, où la production de riz avec

des systèmes de défriche brûlis à longues durées de rotations (une dizaine d'années) permet d'atteindre l'autosuffisance. Il s'agit généralement des villages qui ont le moins accès aux différents services et dont la majeure partie de la population ne parle pas lao. A priori, il s'agit des villages qui auraient le plus besoin d'actions de développement, notamment en terme d'accès au marché, à l'éducation et à la santé. Toutefois, il faudra se poser la question de savoir si des actions de ce type n'auraient pas pour effet d'accentuer la mobilité, actuellement réduite, de ces populations avec les risques que cela sous-entend par rapport au VIH. Déjà en année déficitaire, certains agriculteurs vendent leur main d'œuvre pour les travaux agricoles et se déplacent parfois sur des distances assez importantes.

- b) Des villages situés le long de la RN 9 qui pratiquent la riziculture inondée pluviale. Parmi ces villages, certains ont été créés récemment par les villageois issus de zones où était pratiquée la défriche brûlis. Cette création de villages le long des routes est étroitement liée au programme national de lutte contre la pauvreté qui prévoit d'amener les populations isolées vers les zones focales de développement le long des axes de communication afin de leur donner accès aux services. Cette politique est également liée à l'objectif d'élimination de la défriche brûlis. Outre des problèmes d'adaptation à un nouveau milieu, les habitants de ces villages sont confrontés à un problème de production rizicole. La densité de population élevée le long des routes ne permettant pas des systèmes de défriches brûlis, les agriculteurs n'ont d'autre choix que de cultiver des rizières pluviales (généralement aménagées avec le soutien du gouvernement ou de projets) situées sur des terres peu propices. Il leur faut donc de nombreuses années de culture avant de pouvoir espérer atteindre l'autosuffisance alimentaire. Il s'agit a priori de populations vulnérables qui ont besoin pour leur survie de ressources extérieures. Il est fort probable qu'ils alimentent dès à présent en main d'œuvre la mine d'or et la zone économique de Seno. Toutefois, si des actions de développement rural pouvaient permettre d'améliorer la situation économique, leur éventuel impact sur les migrations, notamment en saison sèche lorsqu'il n'y a pas de travail à la rizière, reste une hypothèse.
- c) Des villages intermédiaires qui pratiquent principalement du riz de défriche brûlis, mais pour lesquels ce mode de production est menacé que ce soit parce que la densité de population est trop importante et/ou en raison de la politique d'éradication de la défriche brûlis. Il est probable que ces villages soient dans quelques années dans une situation de grande vulnérabilité et qu'une grande partie de ses habitants soient attirés par les opportunités d'emploi qui ne manqueront pas d'augmenter.

Au Vietnam, un système migratoire déclenché

Au Vietnam, deux axes routiers majeurs se rencontrent à Quang Tri: Ho Chi Minh Highway (route n14) et la route n 9. La route N 14 a été réhabilitée récemment dans le cadre de l'effort d'amélioration du réseau de la piste Ho Chi Minh. Les villages voisins de la route N 14 sont peuplés principalement de communautés Mon-Khmer. La plupart des villages ont été installés après la guerre, le gouvernement encourageant alors les minorités ethniques à s'installer dans la zone. Malgré une aide importante du gouvernement, les villageois sont

toujours en situation de pauvreté. La plupart des familles qui pratiquaient la culture sur brûlis traditionnellement vendent aujourd'hui les produits de la forêt dans la zone de plaine pour survivre. Cette activité nécessite de parcourir d'importantes distances à la recherche de terres et de forêt.

L'amélioration de la piste Ho Chi Minh a également amené un changement social en facilitant l'arrivée de populations des basses terres, en particulier des milliers de travailleurs sur les chantiers provenant de nombreux groupes ethniques vietnamiens. Des petits négoce ainsi que des restaurants se sont développés en un temps très court. Les travailleurs sexuels et petits commerçants sont aussi venus dans la zone chercher de potentiels clients.

Le deuxième axe majeur de la zone, la route N 9, est habité principalement de trois groupes ethniques. Après la guerre entre le Vietnam et les Etats-Unis, le gouvernement a installé de nombreuses familles des plaines le long de cette route dans le cadre de son plan de développement de nouvelles zones économiques. En 1998 la route a été identifiée comme une partie du corridor économique Est Ouest, et en 2000, la zone de Lao Bao est devenue zone de libre échange économique.

Aujourd'hui les passages de produits thaïlandais à la frontière sont fréquents et de nombreux camions restent souvent bloqués pour la nuit à Lao Bao ou Khe Sanh pour les procédures de dédouanement. La zone attire aussi les femmes des zones rurales de la plaine pour travailler dans les usines textiles récemment installées. L'industrie du sexe se développe et ces femmes des plaines peuvent être amenées à proposer de temps à autre des services sexuels. Les autres voyageurs incluent des touristes et des travailleurs dans la construction venus du Nord du Vietnam. D'autres hommes en transit cherchent un emploi à la mine d'or de Villabouly du côté Lao de la frontière.

Une vulnérabilité ethnique

La diversité ethnique de la zone constitue également un important élément de contexte à prendre en considération. Les communautés ethniques des zones montagneuses sont essentiellement composées des groupes ethniques Brou, Makong, Tri et Katang, appartenant à la souche linguistique des Mon-Khmer. L'organisation de la communauté, parfois clanique, varie d'une communauté à l'autre et les modes de vie et croyances sont également très variées. Les communautés « Lao loum » des plaines vivent dans les zones de plaines des districts. Pour le projet, il sera important de chercher à connaître les modes de relations de ces communautés, leur conception de la santé et du corps et leurs comportements sexuels pour pouvoir appréhender leur vulnérabilité au VIH/SIDA.

2.3 L'objectif du projet

Le but du projet sera de prévenir une explosion de l'épidémie VIH dans la zone. Il consistera à développer des actions de prévention « classique » ainsi que des actions de développement aux profits des communautés vulnérables du Vietnam et du Laos jusqu'en Thaïlande afin de prévenir les comportements à risques du VIH. Il repose sur l'opérationnalité d'un dispositif d'appui non seulement aux populations migrantes (information, éducation, communication, préservatifs), mais surtout aux communautés rurales qui se trouvent désormais en contact économique et social avec celles-ci.

2.4 L'approche participative et à base communautaire

Un tel dispositif est présenté par le PNUD dans son rapport *Towards Borderless Strategies Against HIV/AIDS*⁵². Notre action s'inscrit donc dans la lignée de celle déjà encouragée par les autorités et mise en œuvre. Le projet mené par la FAO et le PNUD au Cambodge de prévention du SIDA le long de la Route 5⁵³, par exemple, vise à renforcer la capacité des paysans à développer des solutions réalisables pour réduire la vulnérabilité au VIH ; Le projet «HIV resilience building through self-help, Thailand» permet aux villageois de regagner confiance et de développer des réponses adéquates face à des menaces telles que le VIH et ce en encourageant le développement d'une certaine indépendance basée sur les connaissances communautaires et la sagesse locale. L'étude menée par World Vision sur la vulnérabilité au VIH autour du pont qui traverse le Mékong à Savannakhet⁵⁴, ainsi que le «Rapid Assessment Survey» à la frontière Lao Bao au Vietnam par CARE International⁵⁵ et l'étude au Vietnam le long de la route nationale 1, qui traverse elle du nord au sud tout le pays⁵⁶ constituent des références intéressantes qui documentent les aspects « mobilité » et « vulnérabilité SIDA » (pour les groupes à risques, les hot spots, ...) . Notre approche profitera de cette précédente expérience, qui a montré son *efficacité* envers les groupes pouvant avoir des pratiques à risques, comme certains types de migrants ou de populations mobiles (camionneurs), mais aussi ses *limites* pour les communautés dont ils viennent et avec lesquelles ils sont en contact. S'intéresser à un « système migratoire », et non seulement aux migrants, peut donc s'étendre aux causes derrière le système.

La dimension participative du projet pourra s'appuyer sur le travail de Handicap International réalisé avec les communautés villageoises des districts de Xépone, Nong, Villabouly et Phine au cours des 5 dernières années. D'une part nos équipes au Laos ont acquis une bonne connaissance de la zone et construit des liens de confiance avec ses populations mais également les services des districts ont été sensibilisés aux approches participatives.

2.5 Les deux axes du projet

Axe 1 Prévention " classique " basée sur le système migratoire

Les activités auront pour objectif d'informer et d'éduquer les populations de ces communautés de partance, de transit et d'accueil sur les comportements à risque de transmission du VIH et les sensibiliser à la prévention visant le risque immédiat.

52 J du Guerny, L-N Hsu, Towards Borderless strategies Against HIV/AIDS UNDP-SEAHDP, May 2002

53 Project Overview and Review Mission Report (march 2001): UNDP-FAO Mobilisation and Empowerment of Rural Communities along the Asian Highway (Route 5) in Cambodia to reduce HIV vulnerability. FAO-IPM, March 2001.

54 "People's Development a Community Governance Tool" Seri Phongphit, Village Foundation, Thailand, UNDP-SEAHIV, July 2001.

55 HIV Vulnerability Assessment Report of the Second Mekong Bridge Construction World Vision, December 2002.

56 Tran Minh Gioi, C Esposito. Research Report on HIV/AIDS Lao Bao Border area Huong Hoa District, Quang Tri Province Vietnam Regional Border Areas HIV/AIDS Project. CARE International in Vietnam.

57 J. Uhrig. HIV Vulnerability Mapping: Highway One, Viet Nam. UNDP-SEAHIV, October 2000.

Pour une meilleure sensibilisation des populations mobiles particulièrement vulnérables et considérées à risque, des actions vont être menées au sein des communautés d'accueil autour des mines de Xépone, du prochain chantier du barrage de Da Krong et aux points de transit le long de la Route 9 au Laos et au Vietnam. Ces actions viseront à informer les migrants des comportements à risque de transmission du VIH et à encourager l'utilisation de préservatifs.

Les activités vont également se concentrer sur les communautés de partance. Dans la mesure où tous les habitants de ces communautés n'émigreront pas, l'intervention va être conçue de façon à pouvoir s'adresser à la fois aux migrants potentiels et aux personnes qui n'émigreront pas mais seront affectées par le départ ou le retour des personnes " mobiles ". Cette reconnaissance des liens entre les communautés d'accueil et les communautés de partance constitue une base de collaboration essentielle pour intégrer les dynamiques de déplacements dans les projets de lutte contre le VIH.

Axe 2 Réduction de la vulnérabilité au VIH liée aux facteurs de développement

En complément des actions de prévention " classique ", le projet cherchera à associer des activités de développement visant à limiter la vulnérabilité sociale et économique des populations concernées et risquant d'être affectées par la mobilité accrue sur la zone. L'objectif reposera à la fois sur le renforcement de la capacité de ces populations à concevoir les changements à venir et sur leur capacité à s'organiser, en particulier à partir de leurs institutions traditionnelles, pour réduire les vulnérabilités et saisir les occasions possibles de développement. Les activités cibleront non seulement les communautés faisant partie du système migratoire actuel, mais surtout ceux qui font partie du système à venir (communautés d'accueil et de partance) une fois la route construite ainsi que les grands travaux (barrage...) réalisés. Selon le choix des communautés elles-mêmes, les activités pourront s'orienter autour de plusieurs axes: diversification de la production agricole, formation professionnelle (maçonnerie, menuiserie, mécanique, etc.), éducation, accès à l'emploi et au marché, capacité organisationnelle, planification et épargne.

2.6 Aspects innovants du projet

Ce projet comporte de nombreux éléments novateurs qui s'articulent à un premier niveau d'innovation autour d'un thème, d'une méthode et d'un champ spatial de recherche-action défini par le terrain. De surcroît, le fait que ces trois éléments soient intégrés représente un deuxième niveau d'innovation.

Le thème: Il s'agit d'une étude de l'ensemble du système de mobilité, au lieu de se limiter à une seule de ses manifestations déconnectée de ses interactions et de ses déterminants, c'est à dire les migrations.

La méthode: L'identification des dynamiques du développement ainsi que de leurs effets attendus sur l'épidémie du VIH afin d'y répondre par une authentique prévention.

Un champ spatial: Les zones retenues pour l'étude et les interventions correspondent à l'espace réel du système de mobilité qui est en fait sous régional. Ainsi, il dépasse largement et s'affranchit des limites arbitraires fixées par les frontières et les découpages administratifs.

Au lieu de réagir a posteriori à une épidémie perçue par la surveillance des taux de prévalence du VIH, la stratégie du projet s'efforce d'agir en amont des infections éventuelles sur les dynamiques de développement qui vont créer les situations à risque d'infection. La prévention suivra deux axes complémentaires:

a) une prévention classique, type IEC, mais qui aura lieu avant que l'épidémie ne soit trop diffusée et qui sera adaptée aux différents composants du système de mobilité (migrants, communautés d'origine, de transit, d'arrivée, ouvriers des chantiers, etc.).

b) une prévention au niveau des dynamiques de développement par des activités de type développement (et non de santé) dans des secteurs tels que l'agriculture ou les transports afin de réduire les vulnérabilités sous jacentes conduisant à des comportements à risque.

2.7 Le rôle des pouvoirs publics dans le projet

Au Laos, toute action d'une ONG doit s'inscrire dans le cadre des stratégies nationales, ne serait ce que du fait de l'impératif de collaboration avec un partenaire institutionnel et des autorisations de travail à prendre à tous les niveaux dès l'instant que l'on lance un nouveau projet. De plus le Laos a développé un plan stratégique national de 3 ans (2002-2005) qui insiste sur la nécessité d'une approche multisectorielle et met l'accent sur la prévention. Le problème de la migration en lien avec la vulnérabilité au VIH est mentionné comme l'une des 12 priorités. Le projet rentre bien dans le cadre des orientations globales du Ministère de la santé au Laos.

Les pouvoirs public locaux et plus spécifiquement le PCCA (Provincial Coordinating Committee for AIDS) à Savannakhet seront les maîtres d'œuvre du premier axe du futur projet avec l'appui d'Handicap International. Ils seront donc associés à la prise de décision ainsi qu'à la planification des actions. Le projet s'appuiera sur le réseau de personnels de santé et de volontaires de santé villageois pour les actions de prévention « classique ». Pour ce qui est des actions de type développement rural visant à réduire la vulnérabilité socio-économique des populations vivant de l'agriculture, le partenaire de l'intervention sera le département de l'agriculture de la Province et ses services dans les districts. Le projet aura donc une large composante de formation/renforcement des compétences des personnels des services de santé et de l'agriculture dans les districts.

Coté Vietnam, un comité de pilotage regroupant les représentants des différents secteurs concernés (plan, éducation, santé) sera monté, sous l'égide du Comité Populaire Provincial. La maîtrise d'ouvrage de l'étude appartiendra à ce comité de pilotage. Au niveau de l'action de proximité, l'action des volontaires formés sera encadrée pour partie par des fonctionnaires (temporairement détachés au projet ou mis à contribution ponctuelle dans le cadre de leurs fonctions habituelles), avec supervision et appui technique de HI. Handicap International sera porteur du futur projet.

Au Vietnam, par notre présence au niveau central (Hanoi), notre participation au « AIDS

working group » et les contacts déjà établis avec les Ministères des Affaires Sociales, de la Santé comme de l'Education, l'ancrage du futur projet aux politiques nationales est assuré. Plus particulièrement pour ce qui est des politiques de santé, notre projet s'inscrit comme une réponse à une préoccupation majeure des autorités, à savoir, éviter la propagation de l'épidémie en dehors du groupe initial des personnes infectées que sont les injecteurs de drogue. Notre action s'inscrira dans la lignée de celle déjà encouragée par les autorités et mise en œuvre (par World Vision et Care International) le long de la route nationale 1, qui traverse elle du nord au sud tout le pays. Notre approche profitera de cette précédente expérience, qui a montré son efficacité envers les groupes à risques (chauffeurs longue distance, prostitués...), mais aussi ses limites pour les populations agricoles autochtones qui côtoient ces groupes.

Au niveau transfrontalier, un Comité de pilotage a été proposé pour le pilotage du projet: ce Comité ne peut avoir qu'un rôle d'orientation, chaque Etat devant valider de façon indépendante les décisions concernant leur territoires en accord avec les politiques nationales, avant de les mettre en oeuvre via les Comités de pilotage nationaux qui seront les maîtres d'ouvrage du projet. En ce sens, la composition de ce Comité transfrontalier se doit de comprendre des représentants d'instances qui maîtrisent les déterminants des politiques nationales, et peuvent ainsi faire des propositions et donner des orientations qui soient acceptables par les deux parties. Une représentation des deux gouvernorats sera ainsi nécessaire, ainsi que des représentants des politiques sectorielles concernées par la problématique. On s'appuiera de toutes façons sur les instances de coordination existantes mentionnées plus haut.

Le cahier des charges de l'étude préalable inclura un résultat attendu précis sur la nature et la composition de ce Comité, qui ne peut être précisé plus avant que de manière participative, avec les acteurs nationaux, une fois que ceux-ci auront connaissance de la nature des actions proposées par le futur projet. Ils sont en effet les plus à même (et les plus légitimes) de le définir. De même, Handicap International en tant que porteur du projet, sera impliqué dans ce Comité, et chargé plus particulièrement de faire un état des lieux des actions engagées dans le cadre du projet. Les relations de Handicap International avec les différents Comités seront précisées dans le cadre des « Memorandum of Understanding » bilatéraux.

Il serait cependant logique que ce Comité transnational se réunisse au moins annuellement (compte-tenu des changements rapides dans la région du point de vue de la problématique, mais aussi pour anticiper les besoins en terme de ressources humaines) avec le double objectif de 1) maintenir un niveau d'information homogène des deux Etats sur la problématique d'une part (niveau de prévalence, évolution de l'état et de la nature des migrations,) et les avancées en terme de réalisations d'autre part et 2) définir les lignes directrices du projet (lignes qui seront suivies plus précisément par les comités nationaux). L'avantage d'un tel dispositif pour les Etats est clair : d'une part l'inscription dans un dispositif régional introduisant une dimension comparative propre à soutenir une dynamique de motivation, d'autre part la construction d'un point de vue régional sur le sujet.

2.8 Les risques pour le projet et les moyens à mettre en œuvre pour les minimiser

Les risques estimés pour le projet envisagé sont de trois sortes :

- La difficulté d'élaborer des stratégies cohérentes avec les autorités publiques de plusieurs secteurs ;
- Au Vietnam comme au Laos la politique nationale de lutte contre le sida stipule explicitement une « réponse intersectorielle » au problème du Sida, qui dans les faits se traduisent par des « comités » constitués de dignitaires à statut « consultatif et informatif », mais pas très opérationnels ;
- Les raisons de se déplacer des populations peuvent être multiples et difficiles à distinguer : subies car poussées par la vulnérabilité et ou inscrites dans une stratégie de résilience.

Pour minimiser ces risques, le projet comporte deux dimensions complémentaires qui donnent au projet son originalité ainsi que son efficacité : d'une part une réponse intégrée et multisectorielle et d'autre part une dynamique transfrontalière

1) Un réponse intégrée et multisectorielle

La nécessaire pluridisciplinarité des réponses à mettre en oeuvre face à la menace d'une épidémie VIH bien qu'affirmée au niveau des politiques nationales de lutte contre le SIDA reste peu visible à l'échelle des projets mis en œuvre, manque de moyens et de coordination au niveau communautaire. Notre expérience dans la zone, à la fois dans le domaine de la santé et du développement rural, dans l'éducation et l'insertion sociale nous donne un avantage par rapport aux autres acteurs et par rapport à une collaboration des secteurs engagés.

2) Une dynamique transfrontalière autour d'un système migratoire

La dynamique autour d'un « système migratoire » oblige une collaboration transfrontalière au lieu des stratégies de réponses nationales s'arrêtant aux frontières et sans synergie. La dynamique transfrontalière du projet s'appuiera sur les liens et échanges existants entre les provinces voisines des deux pays dans le cadre du projet régional MBDS « Mekong regional Cross Border Collaboration to Prevent and Control Communicable Disease ». Elle s'appuiera aussi sur le réseau de concertation existant, assez fort dans le domaine du SIDA, avec l'existence des structures de coordination au niveau national et au niveau provincial des deux côtés de la frontière. L'approche spécifiquement transfrontalière pourra inspirer d'autres actions, la plupart des projets restant aujourd'hui de dimension nationale.

2.9 La viabilité institutionnelle du projet et la pérennité des activités

Un grand nombre d'autorités nationales pour la lutte contre le SIDA commencent à changer leur perception et compréhension de l'épidémie VIH, ce qui pourrait influencer les politiques et les programmes de plusieurs manières⁵⁸. Nous envisageons, à travers cette action, de faire partie du processus qui se distingue du seul point de vue médical du VIH par une vision plus globale, impliquant d'autres secteurs. Le futur de l'épidémie est déterminé par l'évolution des sociétés et le comportement des êtres humains dans leur lutte pour la survie. Un ensemble cohérent de stratégies pour lutter contre le VIH est clairement nécessaire.

La mise en œuvre de la volonté politique, en matière d'intégration globale

58 Du Guerny J, "Lessons learned and building blocks for the future" in The Impacts of Mapping Assessments on Population Movement and HIV Vulnerability in South East Asia UNDP-SEAHIV (September 2001)

VIH/migration/développement, est limitée faute de conceptualisation suffisante et de définitions de mécanismes adéquates à l'implémentation d'une telle politique. Au Laos, le projet s'appuie sur le réseau institutionnel existant en matière de lutte contre le VIH SIDA. En effet, le projet sera directement mis en oeuvre avec le Comité Provincial de Lutte contre le Sida via les comités de districts et de villages pour la partie Lao. Cette action sera présentée comme pilote et une capitalisation sera organisée au cours du projet afin de réunir l'information nécessaire en vue d'une réplique. Pendant la durée du projet, les personnels de ces structures seront formés à l'approche proposée et seront à même de répliquer ces activités dans d'autres zones.

De notre connaissance, il n'existe aucun exemple d'un projet de ce type au Vietnam à ce jour, et ce que nous proposons aura valeur de test, à même d'alimenter les politiques publiques, bien au-delà de la seule province de Quang Tri (rappel : le Vietnam a plus de 2000 Km de frontières avec 3 pays, et 6 axes principaux de communication/pénétration semblables à la Route 9).

Pour ce qui est des activités de développement auprès des communautés, la stratégie de pérennisation sera centrée essentiellement sur la communauté. Il sera donné aux villageois l'appui nécessaire pour que la gestion des actions mise en oeuvre soit au maximum transféré à leur niveau. Un appui sera également donné aux services dans les districts, en particulier services de l'agriculture pour un monitoring technique des activités.

2.10 Pistes de financement

Côté Vietnam, cette zone centrale est le lieu de financement "préférée" des bailleurs scandinaves (Sida et Danida), mais aussi des Américains (USAID) et des Australiens, très impliqués sur la thématique SIDA et déjà approchés par HI.

Autres pistes:

Commission Européenne :

- Ligne « Aid for poverty-related diseases (HIV/AIDS) Tuberculosis and Malaria) in developing countries » (21.020702)
- Ligne cofinancement des ONG – volet projets dans les pays en voie de développement (21.02.03)
- ECHO/aide humanitaire et d'urgence

Irish Aid

Centers for Disease Control and Prevention (CDC) : appels à propositions avec des lignes directrices délimitées

Fondations implantées en Asie

3. L'ETUDE PREALABLE

Les expériences de mesure de la vulnérabilité en lien avec l'étude du système de mobilité faites au Cambodge, à Guanxi (en Chine), au Nord du Laos et au Vietnam montrent clairement leur utilité en terme de lobbying, de planification, de programmation et de

collaboration entre plusieurs secteurs⁵⁹. Les autorités ont pris conscience de l'importance des connexions entre diverses provinces ou districts d'un même pays, ainsi qu'entre plusieurs pays et entre plusieurs épidémies de VIH. Ils ont également pris conscience des dimensions sanitaires mais aussi sociales et économiques de l'épidémie. Un exercice d'identification et de compréhension du système de mobilité et des facteurs de vulnérabilité peut ainsi fournir une base à la définition de stratégies d'interventions en matière de prévention de l'épidémie du VIH.

3.1 Objectif de l'étude

L'objectif de l'étude est de comprendre et analyser le lien, dans le cadre des communautés d'accueil, de transit ou de partances, entre vulnérabilité économique, comportements sociaux et culturels, mobilité et risque au VIH. L'analyse de ces éléments permettra de déterminer des recommandations sur l'approche et la méthodologie à adopter pour le projet futur et de définir éventuellement, avec nos partenaires, les grands axes de l'action à mener. Une définition plus fine des stratégies d'action devra être faite de façon participative avec les populations impliquées à un stade ultérieur.

L'étude se situe donc après la phase d'identification (partenaires, experts, idée du projet) et en amont de la phase d'étude de faisabilité, programmation, etc.

L'étude permettra de donner un cadre à l'élaboration plus détaillée du futur projet (élaboration qui devra se faire de façon participative et demandera des échanges réguliers avec nos partenaires.) :

- En donnant une meilleure compréhension du système de mobilité et en déterminant la zone d'action du futur projet.
- En validant/invalidant les hypothèses de départ relatives aux liens entre systèmes agricoles et mobilité.
- En définissant des recommandations sur les actions à mettre en œuvre dans le cadre du projet et sur la méthodologie à adopter.

L'étude répondra aux champs couverts par le F3E dans « la diffusion des expériences et le passage d'une échelle d'intervention à une autre ».

Toutes les études sur la zone se sont bornées à adresser les conséquences de la mobilité, à partir d'indicateurs quantitatifs, sans chercher à analyser les causes et les dynamiques en jeu de cette mobilité. C'est le passage d'une réflexion en terme de prévalence à celle de vulnérabilité, le passage d'une analyse en terme de groupe à risque à celle de risque partagé, le passage d'une étude à une dimension à plusieurs, le passage d'un (futur) projet vertical à un (futur) projet horizontal. L'étude permettra de fournir une information utile non seulement à nos équipes et à nos partenaires, mais aussi aux autorités nationales, sur les mouvements de population, et rend possible l'identification des failles dans les approches courantes de prévention et les moyens d'y remédier.

Plus spécifiquement, les champs d'innovation couverts par l'étude concerne l'articulation entre les échelles suivantes :

- 1) D'une part, l'étude va contribuer à valoriser auprès des instances concernées au Laos

59 Du Guerny J, "Lessons learned and building blocks for the future" in The Impacts of Mapping Assessments on Population Movement and HIV Vulnerability in South East Asia UNDP-SEAHIV (September 2001)

et au Vietnam, l'approche développement de la prévention SIDA. En effet, les expériences menées par UNDP dans la région sont encore peu connues par les autorités locales et restent peu inscrites dans la mise en œuvre des stratégies de lutte contre l'épidémie. Dans ce contexte où l'accent est mis sur la prévention « classique » il est impératif de démontrer par une étude les facteurs cachés de la vulnérabilité à l'épidémie et au virus.

2) D'autre part, la mise en place de lieux d'échanges et de concertation avec les instances concernées via les comités de pilotage provincial mais également le comité de pilotage transfrontalier permettra de valoriser l'étude et de capitaliser l'expérience en cours du futur projet. L'implication de l'échelon provincial dans l'étude permettra de proposer une intégration des données dans les politiques de prévention nationales, si celle-ci s'avère efficace. Un travail important de capitalisation et de formalisation méthodologique sera effectué pour permettre de mieux communiquer sur l'action menée et les leçons apprises.

3) Enfin l'étude intègre une dimension internationale/transfrontalière avec la prise en considération de l'ensemble des mouvements inscrits dans le système migratoire. L'identification des communautés d'accueil de partance et de transit nous amènera à concevoir des actions transfrontalières, dépassant le cadre d'action local habituel.

3.2 Méthodologie

3.2.1 La zone

L'étude devra couvrir l'ensemble du corridor Est-Ouest rejoignant la frontière Vietnamienne à la frontière Thaï, soit le long de la route n°9 dans la province de Savannakhet pour le côté Lao. Plus spécifiquement au Laos les zones d'accueil observées telles que la mine d'or de Villabouly, Savannakhet et Seno (ces deux sites étant également considérés comme des « hot spots »), les zones de transit de la frontière Lao-Vietnam (et Lao Thaï), marchés de Xépone et Phine, ainsi que des zones de partances une fois identifiées seront étudiées plus en détails. Pour la partie Lao, la zone de l'étude couvrira donc l'ensemble de la route numéro 9 de Savannakhet à la frontière de Donesavanh, la zone frontière avec la Thaïlande, la ville de Savannakhet et les alentours seront également considérées. Les zones frontalières avec la Thaïlande étant celles qui présentent aujourd'hui la plus forte prévalence selon les statistiques disponibles au PCCA.

Pour le Vietnam la localisation devrait inclure les zones autour des routes 9 et 14, districts de Huong Hoa et Da Krong (+ point de passage frontalier « sauvage » avec le Laos et barrage).

3.2.2 Les axes de l'étude

3.2.2.1 Mettre en évidence le système migratoire dans la zone

a. Par l'observation des mouvements existants:

- Un premier travail consistera à identifier et observer les populations mobiles, celles-ci pouvant être les transporteurs routiers, les commerçants, les travailleurs sur les chantiers, les mines, les prostitués, les travailleurs saisonniers, les fonctionnaires...
- Des entretiens avec ces populations mobiles permettront d'avoir une première idée de zonage avec l'identification de communautés de partance, de communautés de transit, de communauté d'accueil, de « hot spots ». Ce travail devra passer par l'interview de populations mobiles installées sur les zones présentées comme étant des zones d'accueil (la mine d'or de Villabouly, le chantier du

barrage, la zone économique de Seno et de Lao Bao). Les entretiens individuels nous permettront de tracer les parcours et d'identifier des zones de partance. De même, certaines des communautés de départ situées sur l'axe routier se verront demander de préciser les lieux de transit et d'arrivée de leurs divers types de migrants.

b. Par des projections/estimations des mouvements potentiels liés au développement de la zone.

- La construction des routes, du barrage, l'expansion de la zone économique, etc. vont entraîner des bouleversements pour de nombreuses communautés, quelles soient ou non actuellement engagées dans des systèmes migratoires. Un travail prospectif avec les communautés est nécessaire afin de développer des interventions de développement les plus réalistes possibles. Des hypothèses seront également posées en fonction des zonages par système agraire afin d'établir une typologie des « communautés potentiellement de partance » (communauté vulnérable dont les membres peuvent être amenés à chercher un revenu vers les zones de développement voisines).
- Des enquêtes sur les points de transit permettront aussi de tracer les délimitations du système de mobilité sur la zone.

3.2.2.2 Etablir une typologie sommaire des populations vulnérables par la mise en évidence des facteurs de vulnérabilité créés par et motivant la mobilité et des comportements à risque du VIH.

- Le lien entre vulnérabilité et mobilité pourra être étudié par le biais de discussions (interview individuel ou discussion de groupes) avec les populations mobiles dans les zones de transit et d'accueil, et avec les communautés de partance.
 1. Quelles sont les populations potentiellement mobiles et qu'est ce qui les motive ?
 2. Dans le cadre d'une communauté de partance ou « potentiellement de partance », quels sont les individus qui vont être plus particulièrement amenés à se déplacer... pourquoi ?
 3. Quels liens entre l'insécurité alimentaire et une décision de se déplacer ?
- La vulnérabilité des populations mobiles ou communautés de partance ou d'accueil au VIH sera également étudiée via des entretiens individuels permettant de comprendre les comportements sexuels des populations mobiles et des communautés d'accueil et de partance.

3.2.3 La méthodologie

La méthodologie de l'étude sera basée sur une recherche quantitative et qualitative d'information relative au système de mobilité et aux facteurs de vulnérabilité dans la zone, via :

- d'une part la collecte de documents, de statistiques et informations officielles auprès des organismes ministériels, autorités locales mais aussi ONG internationales présentes dans la zone.
- d'autre part par des entretiens semi dirigés auprès de populations mobiles mais également de communautés d'accueil, de transit et de partance.

Les trois dimensions, mobilité, facteurs de vulnérabilité et comportements à risque, seront intégrées à chaque étape de l'étude tout comme les 3 échelles d'observations (individuelle, communautaire, transfrontalière); les questionnaires en particuliers seront préparés de sorte que les trois dimensions et échelles d'observations soient considérées. Une importante phase de préparation des questionnaires, et de formation de l'équipe est prévue en début d'étude.

Suite à la collecte de données et à l'analyse par les équipes Lao et Vietnamiennes un workshop de restitution et de réflexion sur les résultats de l'étude sera organisé à Savannakhet réunissant les interlocuteurs Laos et Vietnamiens.

3.2.4 Les étapes

A. Collecte d'informations générales sur la mobilité dans la zone, les échanges existants (flux de personnes, flux de marchandises...etc.) et les projets de développement pouvant susciter des mouvements de populations. Cet aspect de l'enquête sera basé sur des entretiens avec les personnes ou organismes responsables des projets du développement dans la zone ainsi que les services concernés :

- Comité du plan et de la coopération
- Banque Asiatique de développement
- Bureau de la zone économique spéciale de Seno
- Bureau de la zone économique spéciale de Lao Bao
- Entreprises à Seno
- Mine d'or
- Direction provinciale de l'agriculture et des forêts
- Coopération Japonaise
- *Poverty reduction fund*
- Projets de développement: CIDA, BTC, Oxfam, NCA, World Vision, Concern
- Acteurs dans les secteurs suivants : transport, construction, industrie, hydro-électrique
- Autorités Provinciale et des districts.
- Postes frontières
- Douanes

Points à aborder :

- Données sur les flux de marchandises et de personnes
- Points de transit le long de la route et services disponibles dans ces zones.
- Collecte d'information et de bibliographie afin de connaître la situation de l'économie rurale et de faire un zonage de systèmes agraires sur l'ensemble de la zone d'étude
- Politiques de développement rural (éradication de la défriche brûlis, « land allocation » et « land titling programme », « village resettlements ») : contenu, mode d'application et impact futur
- Données sur les projets de développement en cours et prévisions pour des projets à venir
- Location de main d'œuvre pour ces projets et mobilité saisonnière
- Prévisions de l'impact économique de ces projets sur la zone
- Prévisions de l'impact des politiques de développement sur les systèmes agraires
- L'inventaire des potentiels des nouveaux services qui apparaissent et l'impact pour la situation économique des communautés d'accueil et de transit.

B. Entretiens individualisés avec des populations mobiles à divers points de transit et d'accueil afin d'identifier les zones de partance, d'accueil et de transit, mais ayant aussi pour but d'identifier les facteurs déterminant de la mobilité et les comportements sexuels de ces populations mobiles :

- Ce travail consistera principalement à identifier les zones de partance via des discussions avec les populations mobiles elles mêmes (ouvriers, mineurs, commerçants...) afin d'identifier leur origine.
- L'analyse du système s'attachera à déterminer aussi le type de déplacement (temporaire/saisonnier ou permanent, transfrontalier ou à l'intérieur de la province, les caractéristiques socio-professionnelles des populations mobiles, les causes et motivation du départ, ...)

Points à aborder :

- Parcours des personnes du lieu d'origine à la zone d'accueil
- Type d'activité exercée, durée
- Type d'interaction avec la communauté locale
- Facteur motivant la mobilité
- Habitudes sexuelles (lors des mouvements mais aussi dans leur communauté d'origine)
- Connaissance du VIH/SIDA

Un temps de préparation pour la formalisation des questionnaires ou guides d'entretiens ainsi que pour la formation pour les équipes d'enquêteurs sera prévu avant le démarrage des enquêtes.

C. Entretiens individualisés et en groupe dans les communautés d'accueil de partance et de transit.

Cette étude ne pourra donner qu'une image partielle de la situation, l'ensemble

des communautés de partance ou d'accueil ne pouvant être couvertes par l'étude préalable. Il doit être mentionnée qu'une étude plus approfondie des habitudes sexuelles, des représentations mentales et de la situations économiques des communautés bénéficiaires du futur projet sera faite en début de projet (avec étude anthropologique notamment si le projet décide de travailler dans les zones de minorités ethniques)

Points à aborder :

- Situation économique de la communauté, activités économiques
- Type de familles potentiellement mobiles et motivation (dans communauté de partance)
- Stratégie de survie
- Potentiels de développement dans la communauté
- Type de relations avec les populations mobiles (pour communautés d'accueil)
- Habitudes sexuelles.
-

D. Entretiens individuels avec des Personnes vivants avec le virus VIH/SIDA

Ces entretiens permettront de mieux comprendre les liens existants éventuellement entre vulnérabilité économique, décision de partir et infection VIH. Les parcours individuels permettront de mieux cerner si ce lien est effectivement réel.

Points à aborder :

Parcours de la personne

- Situation économique et sociale avant l'infection par VIH
- cette personne a-t-elle été amenée à se déplacer ou pas.
- Lieu et mode de transmission du virus
- Habitudes sexuelles.
- Situation économique et sociale aujourd'hui

Des centres de dépistage existent à Savannakhet dans certains districts, ce qui devrait faciliter la prise de contact avec des personnes contaminées. Sur Quang tri, l'existence de statistiques précises montre qu'un certain nombre de personnes contaminées ont été testées.

Pour l'identification de personnes acceptant de témoigner, mais également pour mener ces entretiens, nous nous appuierons sur les associations existantes de personnes vivant avec le VIH/SIDA. Il faudra rester vigilant sur la notion de volontariat, qui doit respecter la volonté de la personne.

E. Analyse de données et propositions des axes stratégiques pour le projet

F. Restitution

La restitution se fera à Savannakhet et réunira les acteurs concernés côté Lao et vietnamien ; une restitution des résultats de l'étude donnera lieu à une mise en lien entre les données recueillies au Vietnam et au Laos et une réflexion de l'ensemble des équipes sur la stratégie à mettre en œuvre pour la préparation du projet futur.

Une restitution auprès des membres du F3E intéressés par l'étude sera organisée en France pour partager les résultats et les recommandations présentées dans le rapport final.

G. Déroulement et durée

Mois	1				2				3				4				5			
Semaine	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
Laos	Preparation		Field visit/interviews				Analysis												Restitution Workshop report	
Vietnam									Preparation			Field visit / interview				Analysis				

L'étude côté Laos et Vietnam se déroulera en 3 étapes

- Préparation de l'étude, préparation des questionnaires et formation de l'équipe (deux semaines au Laos et deux semaines au Vietnam)
- Collecte d'information sur le terrain et via les entretiens individuels (6 semaines Laos et 6 semaines Vietnam)
- Analyses des données collectées par les équipes (1 semaine au Laos et 1 semaine au Vietnam)

Une 4ème étape de restitution et de mise en lien des données Laos et Vietnam sera faite au cours d'un workshop à Savannakhet (1 semaine)

Une dernière semaine permettra au chef de projet de formaliser son rapport d'étude.

3.2.5 Les compétences mobilisées

L'équipe chargée de l'étude : L'étude sera menée par une équipe pluridisciplinaire, dirigée par un expert en question de système de mobilité, assisté par deux spécialistes locaux en développement rural/sciences sociales (1 lao, 1 vietnamien) et un spécialiste en santé et plus particulièrement SIDA au Laos. Le responsable de l'étude supervisera l'étude côté Laos et Vietnam alors que les assistants seront recrutés localement.

Côté Laos et Vietnam, les assistants en développement rural seront recrutés par HI directement et l'assistant dans le domaine santé sera identifié par nos partenaires, hors budget de l'étude préalable.

3 enquêteurs lao et 3 enquêteurs participeront à l'étude.

Le représentant de l'UNDP-SEAHDP apportera un appui technique sur l'analyse des données et sur la projection sur le projet à l'issue de l'étude.

Compétences internes à Handicap International :

- Susan Girois, Référent technique SIDA
- Vianney Briand, Référent technique Développement Rural
- Loïc de Larminat, conseiller technique, projet développement rural, Laos
- Warren Hoye, coordinateur projet développement rural, Laos
- Arielle Calmejane, coordinatrice projets santé, Laos

- M Ponvillay, animateur chef d'équipe, HI Laos
- 2 assistants en développement rural
- 6 enquêteurs (3 lao, 3 vietnamiens)

Les compétences internes couvrent le SIDA, le développement rural, la méthodologie d'enquête, les connaissances des zones concernées au Laos et l'organisation logistique. Le référent technique SIDA et le référent technique développement rural ainsi que les membres de l'équipe terrain participeront à la conception de l'étude, à la validation de la méthodologie de l'enquête, aux échanges en cours d'étude, et à l'organisation de la restitution, ainsi qu'à la conception du projet à l'issue de l'étude.

Compétences des partenaires (pouvoirs publics)

Laos et Vietnam sont des pays socialistes et les associations locales sont souvent des « offshoots » des structures politiques. Jusqu'à présent, nous n'envisageons un travail qu'à travers ces structures qui représentent elles-mêmes la société civile telle qu'elle existe. Il faut signaler un début d'ouverture récente de la reconnaissance de cette société civile puisque 16 « associations à but non lucratif » (hors associations de masses) sont maintenant enregistrées au niveau du cabinet du premier Ministre.

Nous souhaitons d'ailleurs impliquer les associations des personnes vivant avec le VIH/SIDA à cette étude, notamment pour les phases d'enquêtes.

Suivant une recommandation du SCAC Vientiane, la possibilité d'intégrer un étudiant stagiaire de l'Institut de Formation en Médecine Tropicale (IFMT) pour faire partie de l'équipe de l'étude va être considérée. Certains étudiants en fin de cursus ont en effet bénéficié de formation sur le VIH/SIDA en Thaïlande et peuvent devenir des personnes ressources dans ce domaine.

Les partenaires au Laos :

Dr Panom Phomgmany, Vice Directeur du département de la Santé de la Province de Savannakhet et Président du comité Provincial de contrôle du SIDA (PCCA)

Dr Bounkhoun, Directeur du département de l'Agriculture et des Forêts, Savannakhet

Mr Sithoen, Directeur du Département du Planning et de la Coopération

Les partenaires au Vietnam :

M. Trong Sy Tien / Directeur du Vipased de Quang Tri

M. Le Huu Thang / Vice-Pdt du Comité Populaire Provincial de Quang Tri

Dr Phung Xuan Ty / Directeur du Centre de prévention sanitaire

Autres acteurs locaux – à identifier⁶⁰ Si la réponse du Comité d'Examen du F3E est favorable, HI organisera une réunion de travail avec les organismes suivants: - le Vipased (province) comme chef de file et coordinateur de l'étude - le comité populaire (province) - le département du plan et des finances (province) - le département des affaires extérieures (province) - le département de l'agriculture (province) - le département de la santé (province) - l'union des jeunes (province) Dans les jours qui suivront cette réunion, nous aurons la liste des personnes impliquées directement dans ce projet, qui outre, des membres du comité de pilotage appartenant aux organismes précédemment cités du niveau provincial, comportera les noms des acteurs directement impliqués dans la conduite de l'étude au niveau districts, à savoir:

- les comités populaires des deux districts de l'étude
- les branches de l'union des jeunes des deux districts de l'étude
- les branches du Vipsad des deux districts de l'étude

Les compétences des partenaires couvrent le SIDA, le développement, les connaissances culturelles, les connaissances des politiques d'aménagement du territoire et des acteurs nationaux et internationaux. Les pouvoirs publics locaux impliqués au sein d'un Comité de Pilotage participeront à la validation de toutes les étapes de l'étude : développement des questionnaires, questions relatives à la logistique et aux ressources humaines...

Compétences externes

Jacques du Guerny, Consultant, UNDP South East Asia HIV and Development Project

Lee Nah Hsu, Manager, UNDP South East Asia HIV and Development Project

Chargé d'étude, compétences en étude des systèmes de mobilité et « mapping » (à recruter)

VSF-CICDA (Agronomes et Vétérinaires unis pour les agricultures paysannes)

Les personnes ressources externes apporteront des connaissances des autres expériences similaires ainsi que l'accès à un réseau d'expertise en VIH, mobilité et développement dans la zone. Lors de l'étude préalable, elles apporteront un appui technique sur la méthodologie et l'analyse des données. VSF-CICDA est une ONG présente au Vietnam, au Cambodge et partenaire de longue date de HI sur ces pays. Ils ont réalisé récemment et à notre demande une évaluation de notre Projet ESRDP sur Savannakhet, et seront impliqués dans la réalisation de l'étude, notamment en ce qui concerne la relecture de notre méthodologie d'intervention.

Comité scientifique :

Enfin, un comité scientifique a été constitué. Il est composé de représentants de Handicap International, du F3E, d'un représentant du MAE et fait appel aux compétences des sièges de MSF suisse et Sidaction qui valideront les termes de références de l'étude ainsi que le rapport provisoire, et apporteront un appui méthodologique sur la base du rapport d'étape remis suite aux enquêtes de terrain au Laos.

Terms of Reference of Team Leader

Consultant to lead research study

Development, mobility and HIV in South East Asia: A preliminary study for the implementation of a development-based HIV prevention programme along Route 9

Background:

In the rapid socio-economic transition brought about by globalisation and a growing regional economic alliance, countries of the Association of the South East Asian Nations (ASEAN) have taken steps to strengthen their economic collaboration. Part of the process to facilitate this collaboration is the development of the East-West Economic Corridor as part of the ASEAN Highway Network. Route 9 is the segment of the ASEAN Highway designated as the E-W Economic Corridor. Route 9 provides a critical land transport linkage between the Andaman Sea and the South China Sea connecting Thailand, Lao PDR to the eastern sea coast of Viet Nam. In Lao PDR, Route 9 runs through Savannakhet Province whereas in Viet Nam, it crosses Quang Tri Province.

Roads linking this Corridor previously existed. However, the quality and grade of the roads vary from segment to segment and between countries. At present, some portions of the Corridor have already been upgraded to the ASEAN regional route standards. Others are in the process of rehabilitation and upgrading to conform to the ASEAN Highway standards. With the construction work, large numbers of people from outside enter into communities previously isolated from outside. Accompanying the construction activities are construction workers, road engineers, loggers, truck drivers, investment speculators and traders. In Lao PDR, most of the road construction workers are from sub-contracted Vietnamese or Chinese companies. In Viet Nam, on Route 9, there are Vietnamese construction crews.

In view of the changes brought about to rural communities on or near Route 9, based on the Early Warning Rapid Response System⁶¹ approach jointly developed by the countries of the Greater Mekong Sub-region to avert the potential growth of HIV epidemics along the E-W Corridor, it is timely to initiate HIV vulnerability reduction measures prior to the completion of the route network.

61 J. du Guerny and Lee-Nah Hsu, Early Warning Rapid Response System: HIV vulnerability caused by mobility related to development, July 2000, ISBN 974-680-169-4, United Nations Development Programme, www.hiv-development.org/publications/ewrrs.htm

The study's full terms of reference stipulate these contextual elements.

The study

Purpose of the study

The purpose of the study is to explore a certain number of hypotheses which will serve as a basis for an HIV prevention project. The future project aims use both a rural development approach and "classic" prevention tools reduce the vulnerability of individuals and communities to inevitable increasing exposure to HIV. The area covered by the project will include vulnerable communities in Vietnam, Laos and Thailand. Finally, the project will be based on implementing a support structure not only for mobile populations, but particularly for rural communities who are now in economic and social contact with these.

The hypotheses in question relate to the links between economic vulnerability, social and cultural behaviour, mobility and HIV risk within the scope of host, transit or source communities. An analysis of these elements will enable recommendations to be made regarding the approach and methodology to adopt for the future project and to define, along with our partners, the main areas in which action will be taken. Action strategies should be defined in greater detail at a later stage in collaboration with the populations concerned.

In particular, the study will

- provide a better understanding of the mobility system and determine the zone of action for the future project;
- validate the basic assumptions relating to the links between land, agriculture and mobility systems;
- recommend action within the scope of the project and the methodology to adopt.

Zone of the study

The study should cover the whole of the East-West corridor linking Vietnamese and Thai borders along Route 9 in the Savannakhet province of Laos. In Laos, particular attention should be given to the Villabouly gold mine, the Savannakhet and Seno economic zones, the Laos-Vietnam border transit areas, and the Xépone and Phine markets. In Vietnam, the study should include areas along Route 9 and Highway 14, Huong Hoa and Da Krong districts, and the area around the dam under construction.

Main Themes of the Study

1. Highlight the present and future mobility systems

- a. Observations and interviews of the mobility system today
 - Example populations: road transporters, tradespeople, construction workers, miners, prostitutes, seasonal workers, civil servants, etc.
- b. Forecast and estimate mobility linked to the development of the area.
 - The building of roads and the dam and the expansion of the economic area etc. will create upheaval for numerous communities

which may or may not be currently involved in migratory systems. Prospecting work with the communities is necessary in order to design the most realistic development interventions possible. Assumptions will also be made according to zoning by land system in order to classify “potential outgoing communities” (vulnerable community whose members may be forced to look for income in neighbouring development areas).

- Surveys relating to transit points will also allow the limits of the mobility system to be mapped in the area.

2. Classify vulnerability factors for individuals and communities

- Information linking vulnerability to mobility may be gathered from discussions with populations who are transient, those living in host communities and from source populations
- Example questions:

1. Who are the mobile populations today and what motivates them?
2. In the context of an source community, who are the people most likely to leave, and why?
3. What is the connection between food security and leaving one’s community?

Methodology

The methodology will be devised by the consultant and should be based on quantitative and qualitative research methods. In particular, the research should include

- document collection, obtaining statistics and official information from Ministerial departments, local authorities and international NGOs serving in the area, and
- semi-directed interviews and focus groups with mobile populations, members of host communities, transient, and source.

Dissemination plan

The consultant will also produce a final report and dissemination plan, which will include the steering committee and scientific advisory committees set up initially.

In particular, results of the study should be reported at a meeting of stakeholders from Laos and Vietnam in Savannakhet. This will allow the data from Laos and Vietnam to be collated and will permit the teams to develop the strategy for the future project.

A session will also be held in France for all interested F3E members (donor) to discuss the results of the study and the recommendations presented in the final report.

Preliminary Schedule and Timeline

Month	1	2	3	4	5
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Week	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
Laos	Preparation		Field visit/interviews						Analysis										Restitution / Workshop report	
Vietnam										Preparation		Field visit / interview						Analysis		

The study team

The study will be carried out by a multidisciplinary team. The consultant will be team leader. Two local specialists, one in rural development/social sciences and one in HIV/AIDS, will be identified on each side of the border to assist the consultant as part of the core research team. Other persons (interviewers, translators, facilitators, etc.) will be recruited locally.

A UNDP-SEAHDP⁶² representative will provide technical support for the data analysis and for developing the project once the study is completed.

Steering Committee

The study will be conducted under the auspices of the National Steering Project Committee (see terms of reference of the study), which will include members of provincial and national government, representatives of the Ministry of Health and of the Department of Agriculture and Planning. There will be one steering committee for each country. The consultant will consult with the committee on a regular basis and present draft conclusions at the end of each period in the field. (see timelines).

Scientific Committee

The scientific committee will be established in Paris. The committee, including representatives of MSF-Switzerland, Sidaction-Paris, and Handicap International-France, will validate the initial proposed methodology, validate the analysis performed after the first field research, suggest qualitative improvements if necessary, and to comment on the draft report before it is finalized.

Deliverables

Before the study

The methodology and budget will be submitted by potential candidates as part of the consultant (team leader) selection process. The timelines set out for the study should be generally followed. The consultant will head up recruitment of his/her team.

During the study

An interim report will be prepared at the end of the first phase of data collection for input from the Steering Committee in Savannakhet and the Scientific Committee in Paris. Comments from the committees will be given serious consideration prior to continuing the study.

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At the End of the Study

Results will be reviewed on two separate occasions:

Once after each phase of data collection in the field with the Steering Committee of the country in question.

A final review with members of the future Transnational Project Steering Committee, whose members will be recommended by the coordinator of the study.

An interim report will be submitted at the end of five months of study for input from the Steering Committee in Savannakhet and the Scientific Committee in Paris. Comments from the committees will be given serious consideration and incorporated into the final report.

Expected Outcomes

A report containing

an analysis which will make it easier to understand the mobility system in the zone and which will help determine the zone of action for the future project

an analysis validating/invalidating the basic assumptions about the relationship of the system of agriculture to the system of mobility

recommendations on the basis of the analysis on the actions to implement during the project and on the methodology to adopt