

United Nations Development Programme  
South East Asia HIV and Development Project

# HIV Policy Formulation and Strategic Planning

For the Communication, Transportation, Post, Construction and Tourism sectors  
Lao People's Democratic Republic



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**HIV Policy Formulation and Strategic Planning**  
For the Communication, Transportation, Post, Construction and Tourism sectors  
**Lao People's Democratic Republic**

Compiled by: Michelle Rodolph

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UNDP South East Asia HIV and Development Project

**October 2001**

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## **Foreword**

The communication, transport, post, construction and tourism sectors have unique contributions to make in the reduction of HIV vulnerabilities, particularly for mobile populations. Many of the conditions by which HIV spreads can be changed through the strategies and policies of these sectors. The UNDP South East Asia HIV and Development Project assisted the Bureau of the National Committee for the Control of AIDS and the Ministry of Communication, Transport, Post and Construction in organising two workshops, one on the 24<sup>th</sup>-26<sup>th</sup> July 2000 and the second on 8<sup>th</sup>-9<sup>th</sup> August 2001, in Vientiane, Lao PDR to facilitate the development of HIV prevention strategies and policies.

Participants included representatives from organisations and companies of the transport, communication, construction, post, tourism and health sectors: the Ministry of Communication, Transportation, Post and Construction, the Lao Federation of Trade Unions, Electricite du Laos, Transport Association No. 1, Transport Association No. 3, the Department of Planning and the Lao National Tourism Centre.

These workshops are a result of requests by Lao PDR to UNDP to begin engaging multiple sectors in formulating HIV vulnerability reduction policies and strategies.

These workshops recommended that the sectors become a member of the new NCCA and participate in the National HIV Strategic Planning for 2002-2004 by incorporating the workshop recommendations as part of the plan. The goal is to enhance and extend the multi-sectoral nature of Lao PDR's national response to the HIV epidemic.

Special acknowledgements are due to the following organisations and individuals: the NCCA, especially the Director, Dr Chansy Phimpachanh, for co-organising, coordinating and facilitating both workshops and providing technical expertise on HIV in Lao PDR and the Ministry of Communication, Transportation, Post and Construction, for its excellent organisation and participation at the August 2001 workshop. For the July 2000 workshop: Dr Bounpeng Philavong, NCCA policy officer, for providing interpretation and translation; UNAIDS Asia Pacific Inter-Country Team, for providing Mr Tony Lisle as a resource person; Mr Bruce Parnell, consultant for UNDP-SEAHIV from Macfarlane Burnet Institute for Medical Research and Public Health, for facilitating the workshop; and Ms Kari Nordheim-Larsen, Lao PDR UN Resident Coordinator and UNDP Resident Representative, for her full support of both workshops.

**Lee-Nah Hsu**  
**Manager**

**UNDP South East Asia HIV and Development Project**

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## Recommendations

Both workshops concluded with recommendations in three areas for developing strategies and policies to use in the communication, transportation, post, construction and tourism sectors. The first focuses on structure, the second on process and the third on mechanism.

1. **Structure:** Include the Ministry of Communication, Transportation, Post and Construction in the NCCA. The Lao PDR HIV/AIDS Trust should allocate funding support, in its annual budget, to these sectors for the implementation of HIV prevention policies and strategies.
2. **Process:** Train managers and employees in these sectors, including directors of companies and managers of infrastructure projects on strategies for HIV vulnerability reduction. Train workers, including technical and other mobile staff, on HIV preventive life skills as part of workplace HIV prevention, care and support programmes. Integrate regular and repeated HIV preventive education into the driving schools and communication/transportation vocational training centres. For each type of transport training curriculum, include HIV preventive education. Facilitate the efficiency of journeys from departure to arrival in order to reduce unnecessary stopover points. Improve document processing at checkpoints and terminals to reduce waiting time. Provide HIV prevention programmes, which will include condom distribution and multimedia educational materials, at construction sites.
3. **Mechanism:** Mobilise the leadership of the communication, transport, post, construction and tourism sectors to participate in the development of HIV prevention policies and strategies for these sectors in collaboration with NCCA. Integrate the policies and strategies into Lao PDR's National HIV Plan for 2002-2004.

### Objectives

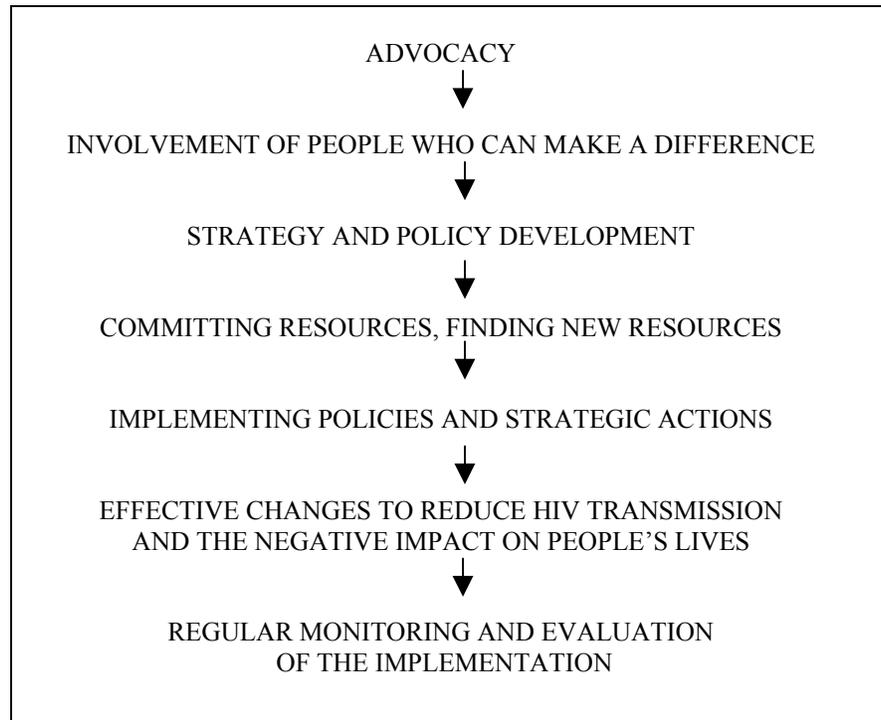
The workshop brought together participants from the communication, transport, post, construction and tourism sectors of the government and private sectors in Lao PDR

- to consider how HIV relates to the activities of their respective sectors.
- to develop strategic alliances for effective policy development and action.
- to identify processes for the development of strategies and policies to reduce HIV vulnerability.

# The strategy development process

## 1. Planning

The planning process recommended by UNDP South East Asia HIV and Development Project (UNDP-SEAHIV) is summarised in the following flowchart.



## 2. Situation assessment

Review the current HIV epidemics, based on available data and information particularly the distribution of HIV and the profile of risk behaviours. Identify situations where HIV transmission is likely to occur during the routine functions of people associated with construction, transportation, communication, post and tourism.

## 3. Identifying conditions that facilitate HIV transmission

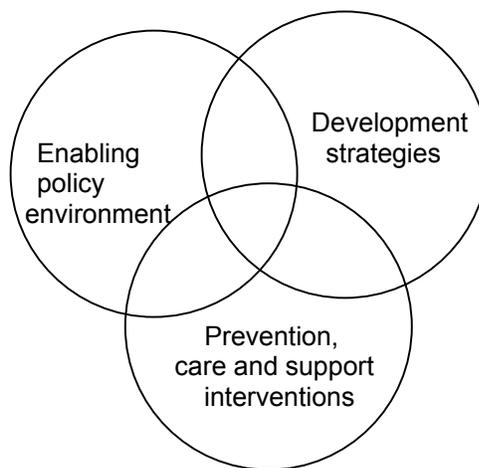
The concept of *conditions and situations* was introduced and included discussions on different ways of changing individuals' behaviours. Namely, by changing the conditions or situations in which an individual is involved, can aid in decreasing HIV transmission.

Cases were presented to describe conditions and situations that affect the transport sector. The participants were encouraged to draw these scenarios. Drawing provided them with a better understanding of various situations. For example, one group explored the transportation of goods and people, as it is associated with HIV transmission. The

example presented described border crossing situations. Border crossing clearances take time. Many must wait overnight, which can result in the use of alcohol and service women<sup>1</sup>.

#### 4. Identifying ways to change conditions that enable the spread of HIV

A successful response to the challenges of HIV and mobility requires three types of initiatives. The July 2000 workshop participants grouped these changes into three categories: (1) enabling policy environment (2) development strategies and (3) prevention, care and support interventions. All related to one another, each reinforcing the others. They are shown below as three interlocking circles:



*Enabling policy environment* makes it possible for interventions to be effective. They create an environment that helps overcome potential barriers to policy implementation. *Development strategies* change the *conditions* whereby people reduce their risk of HIV transmission. Rather than focusing on behaviour, they focus on underlying socio-economic factors that influence the participation in high-risk behaviours. It is therefore important that for each *condition* in which people are vulnerable to HIV, initiatives are taken. *Prevention, care and support interventions* facilitate/encourage changes in behaviours of people vulnerable to HIV transmission. Most of these interventions are based on health promotion and communication methods.

#### 5. Making recommendations and planning actions

Each participant wrote one recommendation. Recommendations were then grouped and prioritised. After discussing priorities, action steps were suggested.

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<sup>1</sup> Service women, sometimes called entertainment women, are women who work at entertainment establishments. Although service women are not always sex workers, there are those who also trade sex for money to increase their income.

## Workshop Sessions

### 1. Opening Session

The United Nations Resident Coordinator and UNDP Resident Representative Ms. Kari Nordheim-Larsen opened the July 2000 session by stating:

*The United Nations has taken a strong interest in the HIV problem for multisectoral responses. The Lao PDR Government should be commended for taking leadership in addressing this important but difficult issue. As a follow up to the workshop in Bangkok<sup>2</sup> last year, this workshop will specifically address the relationship between HIV and mobility. We know there will be more population movement in the future, both in the world and in Lao PDR. The focus is on changing the contexts and behaviours that make mobile people more vulnerable to high-risk situations. The communication, transportation, post, construction and tourism sectors have a very important role in the future of the country's development.*

She concluded by promising support from the Lao AIDS Trust Fund for HIV prevention policies and strategies in these sectors.

His Excellency Dr. Bounkhouang Phichith, Deputy Minister of Health, Lao PDR, welcomed the participants and stated the importance of this workshop because it was the first of its kind in Lao PDR. On behalf of the Ministry of Health, he thanked the organising committee and UNDP-SEAHIV for its technical and financial support. He wished all distinguished guests and participants good health and much success for the July workshop.

His Excellency, Mr. Khamla Lolonesy, Vice-Minister of Communication, Transportation, Post and Construction opened the August 2001 workshop by recognising the importance of HIV prevention and the commitment to support HIV prevention policy and strategy for its workers and clients.

Dr. Lee-Nah Hsu, Manager, UNDP South East Asia HIV and Development Project explained the objectives of the workshop. She stated,

*Lao PDR is situated strategically in the Greater Mekong Sub-region. With increasing development, there is an increasing volume of movement of people into and out of Lao PDR. Mobility presents opportunities for more interactions between people. This can be beneficial, as it enables opportunities for development and expands people's choices.*

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<sup>2</sup> Regional workshop organised by UNDP, UNESCAP and UNAIDS, held in Bangkok on November 22-23 1999. A report of that workshop is available on the website: [www.hiv-development.org](http://www.hiv-development.org): *Reduction of HIV Vulnerability within the Land Transport Sector: Towards a Public Policy Framework for Addressing HIV/AIDS in the Transport Sector*, May 2000, ISBN: 974-68500-8-3.

*However, it can also be threatening, as it makes some people more vulnerable to HIV than they were before these interactions were possible.*

*Over the last decade Lao PDR has increased its economic and social development. The result is increased mobility both internally and internationally. The opening of more border checkpoints has increased the number of Lao and foreign passengers crossing the border, especially to and from neighbouring countries with high HIV prevalence.*

*Migrant workers are in many provinces of Lao PDR. Their main occupations are in road and bridge construction, hydroelectric dam construction, factory work, in addition to long distance truck drivers and service women at entertainment establishments. Increased population movement adds to communities' HIV vulnerabilities. Because it is difficult to reach mobile populations, there are more missed opportunities to address these vulnerabilities thus resulting in higher HIV transmission.*

*Through this workshop, we recognise the unique contribution the communication, transportation, post, construction and tourism sectors can make in reducing the people's vulnerability to HIV.*

The participants represented not only the health sector, but also the Ministry of Communication, Transportation, Post and Construction. Private sector participants included the Road and Bridge Construction Company and the Land Transport Companies and Associations. Also present was representation from the Lao Trade Union, Lao Tourism Centre and others directly involved with population movement, a major contributing factor to HIV vulnerability in Lao PDR.

The outputs of these workshops included a framework for HIV prevention strategies and policies to be incorporated into the Lao PDR National HIV Plan for 2002-2004, and into the ASEAN Division of Transport Plan for 2002 onward.

## **2. Perspectives on mobility and HIV**

Dr Chansy Phimpachanh, Director of NCCA Bureau of Lao PDR, introduced the structure of the NCCA.

*It is a multisectoral organisation whose primary role is coordinating the national response to the HIV epidemic. The national response requires active involvement of many sectors and organisations. The NCCA is not the only implementing agency. Every province in Lao PDR now has a Provincial Committee for Control of AIDS (PCCA.)*

*The Ministries of Education, Information and Culture, and Defence have a central role in the response. The Lao Trade Union is very active in working with factory workers, many of whom come from rural areas, stay in dormitories and become vulnerable to HIV. Other organisations such as the Lao Women's Union and Lao Youth Union are also involved, as is Electricite du Lao, a public enterprise that engages many foreign construction workers.*

*If we want to involve different sectors and ensure coordination, we need the involvement of the Ministry of Communication, Transportation, Post and Construction and the Ministry of Agriculture. The NCCA itself has only 14 staff, so we cannot respond to the epidemic alone. We must work together.*

The NCCA is encouraging more involvement from the private sector. They previously met with private sector enterprises such as the brewery, the tobacco company and Electricite du Lao to explore possible collaborations. Condoms were provided so management could distribute them to workers.

Finding solutions to reduce HIV vulnerability presents many difficulties. To discourage sex with service women, some construction sites have policies that do not allow small teashops, which employ service women, on site. However in these situations, there are still trucks that sometimes bring women to the sites to entertain the men.

### **3. Brainstorm session to identify Lao PDR's mobile populations**

In 1999, there were 1.1 million people moving into Lao PDR, and 1.1 million moving out. Tourism commenced with the open door policy in 1986. There were 14,100 tourists in 1990, 150,000 in 1993 and 407,000 in 1996 with a 60 % annual increase.

Tourists, repatriated populations from refugee camps in Thailand, migrants (both legal and illegal), resettled upland communities, service women, government officials, business people and students are all mobile in Lao PDR.

### **4. Assessing the situation**

The Ministry of Communication, Transportation, Post and Construction transports goods from province to province and to and from foreign countries. Their duties also include importing equipment via boats, constructing and maintaining roads and bridges, managing and dealing with accidents, guiding tourists, collecting information, planning/deciding who should operate machines and vehicles, and matching vehicle assignments with drivers.

#### *Construction*

Construction workers often sleep with service women living in communities near the camps. For example, Route 13 has many Vietnamese, Chinese and Korean construction workers who are willing to pay more money for sex than local workers will.

Injection drug use is also a problem with construction workers. Some develop a dependence to opium, which is readily available in Lao PDR. Upon returning to their own countries, they often find opium is not available but heroin is. This results in injection of heroin, sharing of needles and syringes and thus introducing another mode of HIV transmission into their home communities.

A participant's depiction of the road construction scenario is shown below:

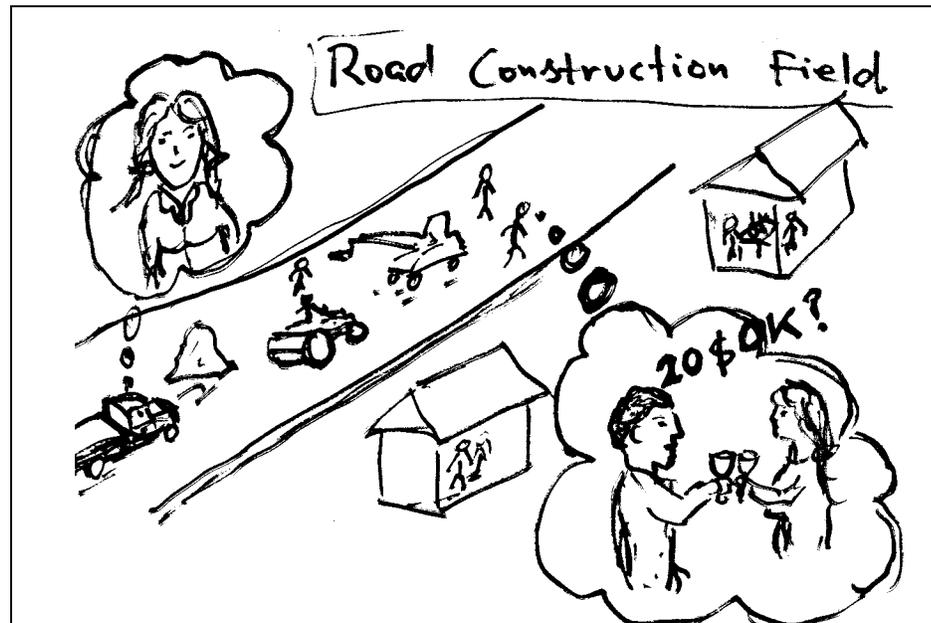


Figure 1. Road construction workers often live away from their families and are thus more likely to visit service women.

### *Transport of goods*

Truck drivers sleep with both service women and other women traders. When truck drivers visit different areas to have sex with women, and do not use condoms, various risks are introduced. Alcohol use further increases risky sexual behaviours.

Drivers on long trips are away from home more and have greater opportunities to visit service women. The drivers' assistants are also at a high risk given their youth, curiosity, and time spent on the road. However, participants felt married drivers frequent sex workers more often than single men. Certain truck rest stops outside cities provide additional locations where drivers often drink and have sex with service women.

### *Tourism*

Because transportation and communication are better and more accessible than in the past, more people are travelling more frequently. Tourism further stimulates mobility. Although the tourism authority does not promote sex tours, tourists from neighbouring countries, with high HIV prevalence, may seek sex with local service women while visiting Lao PDR.

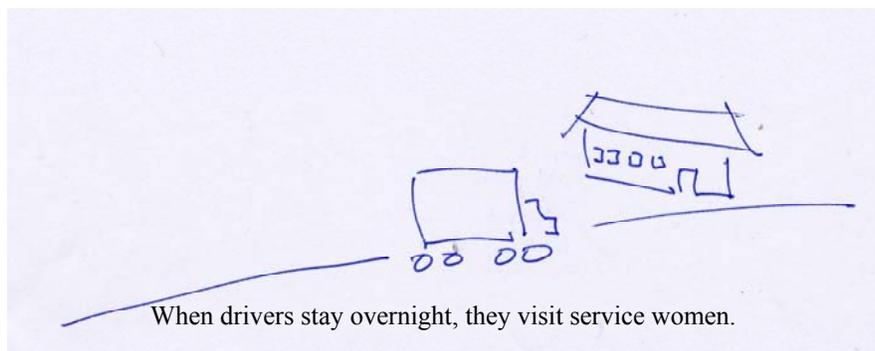
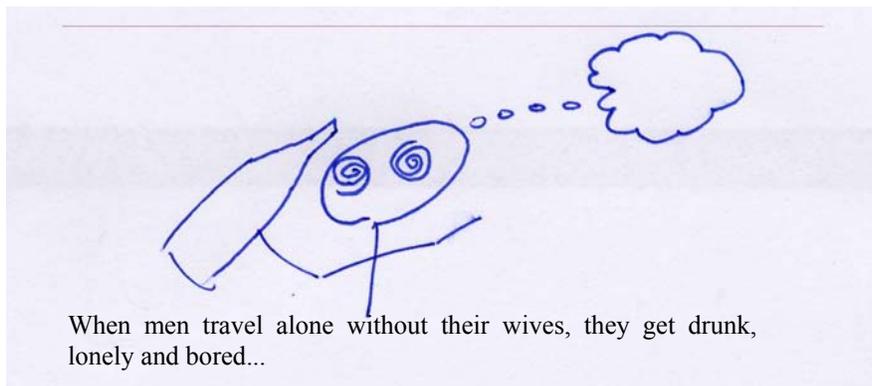
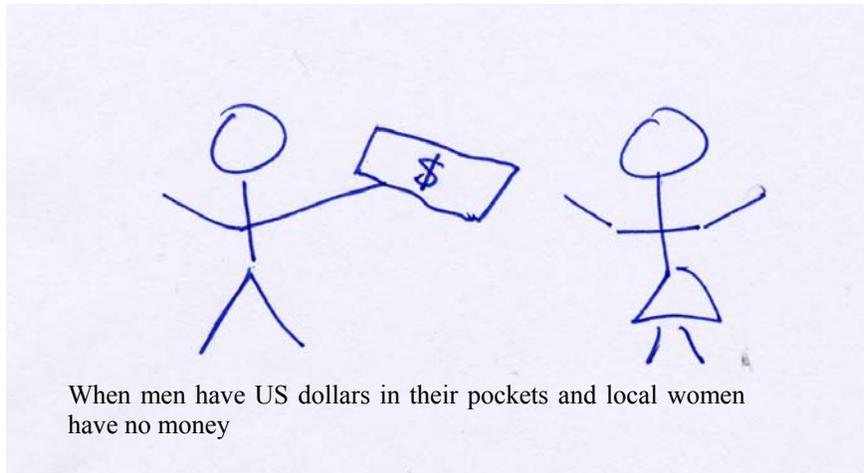
### *Transport of construction equipment*

Foreign truck drivers who bring equipment into Lao PDR often stay overnight and visit entertainment facilities. Near most construction sites are camps where service women

sell alcohol. However, the women can make more money if they sell sex. It is not uncommon for truck drivers, responsible for transporting goods, to stop for drinks and sex.

In response, some companies provide condoms to their drivers. Unfortunately, the drivers usually only use condoms when they have not been drinking. Since drinking is often associated with having sex with service women, condom use is low.

Examples of the participant's drawings of the situations are shown below



In contrast to more obvious situations of vulnerability, workshop participants also discussed less obvious ones. An emphasis was placed on the *waiting* that occurs at border crossings. On both the Lao/Thai and Lao/Vietnamese borders, drivers may spend several nights waiting for their documents to be processed and cleared. With little to do, many men drink and engage in risky sexual behaviour with local women or service women. Often times upon document approval, men celebrate by again drinking and returning to seek out service women. Their risks are thus doubled.

## **5. How to reduce HIV vulnerability**

### ***(1) Transport company, Transport association and the Ministry of Communication, Transportation, Post and Construction***

Situation: A road construction site

Intervention: Increase HIV awareness for workers and staff in the transport sector.  
Provision of condoms at construction sites.

Enabling policies:

- Provision of a telephone card for workers when working in the field so they can maintain regular contact with wives.
- Establish rest areas solely for truck drivers when they stay overnight instead of using hotels or guesthouses.
- Promotion of sports during spare time to pass time instead of spending most free time drinking alcohol.

Development strategies:

- Provide 70% of salary to families and 30% to workers to ensure that workers do not spend family money on commercial sex work, and to ensure women have resources at home so they don't opt to provide sexual services.
- Increase awareness of HIV to families (e.g. to prevent transmission if the husband is infected.)
- Create good management plans for the travelling workers.

“The idea is to have families move with construction sites. Workers constructing the country’s dams have requested this repeatedly. In most cases, it has not been feasible. The construction camps are not spacious enough to accommodate entire families. In a few cases, the construction camps did accommodate families. They spent \$50,000 to build a school and hire teachers. The workers’ wives were often actively involved in work and life at the campsite including cooking and cleaning. Some camps try to promote marriage.” – Electricite du Laos

## ***(2) Electricity and Tourism sectors***

Situation: Building a dam at Nam Neung.

Intervention:

- HIV preventive education for workers and tourists.
- Post signs “AIDS free zone” at resorts.
- Promote credit to people and provide job opportunities for local people e.g. fishing.

Enabling policies:

- Companies should provide recreation to manage behaviour.
- Promote model Lao customs and culture.
- Provide HIV preventive education to staff.
- Provide job opportunities for local women.

Development strategies:

- Make the Nam Neung dam resort an “AIDS free” zone.
- Provide incentives to workers who are good role models of safe behaviour.
- Establish HIV campaigns among the workers, using different slogans appropriate to the situations (e.g. “Do not have unsafe sex when you are drunk.”)

“Drinking is often associated with unsafe sex. There are good things to be said about drinking and about sex. The difficulty with HIV is that it spreads through activities that people enjoy. It is HIV itself that we must tackle, not drinking and sex.” – group two participants

## ***(3) Lao Trade Union, NCCA and State Planning Committee***

Situation: A construction site

Intervention:

- Train trainers to increase HIV awareness of workers.
- Form HIV volunteers in factories (Lao Trade Union project); send them to work with construction workers, with condom promotion and distribution.

Enabling policies:

- 100 % condom use among construction workers.
- Information, education and behaviour change communication material should be available to workers and local communities.
- Organise song competitions, sport and cultural events in factories and camps.

Development strategies:

- Include an HIV prevention programme for all workers associated with construction projects in the construction contracts.

- Provide HIV prevention trainers and volunteers throughout the country.
- Change young workers' risky behaviour.

## **6. Current responses to reduce HIV vulnerability in Lao PDR**

### **(1) Lao Youth Union**

Lao Youth Union has a project in HIV strategic planning supported by AusAID with technical assistance from the Macfarlane Burnet Institute for Medical Research and Public Health.

The Union works with Lao youth by developing strategic plans for each province. It is an example of a sector newly involved in the national response to the HIV epidemic. Their strategic planning process involved a situation analysis, done in all provinces, on what has already been done for HIV prevention. This has helped to identify existing projects and reduce project duplication.

The Lao Youth Union's experience is an example of involving different sectors and drawing on each other's strengths and abilities. They believe plans should not be made until a sector has considered all situations, current responses and the capacity of other organisations within each sector.

“It is critical to solve background problems, such as poverty, when we're looking at AIDS. We can't just focus on AIDS. We need to look at factors that are making AIDS happen.” – a participant

### **(2) Lao Trade Union**

The Lao Trade Union reported on their “friends tell friends” project in factories organised through the Division of Labour Protection. It has an HIV/AIDS Prevention Committee and has been in collaboration with NCCA since the mid-1990s. As written in their annual plan, LTU collects information concerning and about workers. Their focus is on young factory workers.

To date, more than 500 interviews have been conducted. The LTU is collaborating with the National University to conduct studies. It also collaborates with the directors of factories and schools. In 1999-2000, training of trainers took place in five provinces for Provincial Lao Trade Unions. However because not all provinces have factories, they do not have activities in all provinces.

Oudomxay Province has workers from Lao PDR, Viet Nam and China for different types of construction. LTU would like to coordinate and collaborate with all sectors that share their goal of protecting the rights and health of workers. The strategy was set by the NCCA. Currently, there is no internal strategic planning process. There is a small health

centre, but with very few resources. The centre provides annual physical examinations for workers.

The Ministry of Labour and Social Welfare collaborates with LTU. At present factories have condoms available for workers. Because a worker with HIV can still work, there is a need to establish a policy to keep HIV positive workers employed. The Labour Law, enacted to protect the workers, could be used to pressure business owners to adhere to such a policy.

**(3) *Land Transport Association No. 1***

Land Transport Association No. 1 has provided an HIV information session to workers, showed a video and distributed condoms. They will try to distribute more condoms to their drivers. They acknowledge it is now time for them to act.

**(4) *Ministry of Communication, Transportation, Post and Construction, Department of Bridges and Road Construction***

The main objective of this department is to expand the roads and bridges network and maintain the system. Construction workers do not yet receive HIV preventive information. In an effort to join the national response to HIV, the Ministry participants have committed themselves, from themselves to their families and co-workers, to begin HIV prevention in their department.

**(5) *State Planning Committee***

The committee is responsible for human resource development and development planning for the entire country. The Committee's task is to make plans and develop policies on economy and population.

In the past two years, the State Planning Committee has developed a Population Policy for development. They do know about the Chiang Rai Recommendations<sup>3</sup>, but believe the NCCA is the responsible entity to initiate such activities. The Committee has conducted a study on migrant workers and reasons for rural-urban movement. The Committee now has a plan to collect data on the number of students and officials who travel abroad. They will invite related sectors to discuss the 2000-2002 plan for the development of each sector as a basis to develop a national development plan.

**(6) *Electricite du Laos***

Since Dr. Lee-Nah Hsu's visit to Electricite du Laos in 1999, the company has had two HIV education sessions for their workers, including foreign workers. The sessions were

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<sup>3</sup> The Chang Rai Recommendations: *The Member countries of the ASEAN recommends that the ASEAN governments adopt a common policy requiring contractors/commercial developers/investors in major construction projects to fund an HIV prevention strategy and programme in their activities as a pre-condition of approval of construction projects.*

conducted with the help of outside trainers. As part of their response, 5000 condoms were distributed over one year, which the workers paid 100 kip each. Condoms were distributed to sub-contractors also. The NCCA donated posters and leaflets. As this is the initial phase, Electricite du Laos currently does not have sufficient data to determine the effectiveness of this program.

Electricite du Laos believes that these HIV prevention services were provided too late as most of their construction work is completed. Because construction companies are not likely to provide HIV prevention services, Electricite du Laos is of the opinion that the public sector should take the lead in providing HIV prevention services to construction workers.

## Conclusion

*Mr. Khanngoun Khamvongsa*, Deputy Permanent Secretary for International Relations and Foreign Investment, Ministry of Communication, Transportation, Post, and Construction, gave some background information on Lao PDR. He stated that Lao PDR is the centre of the GMS with a population of 5.1 million<sup>4</sup>. There are five countries that border Lao PDR: China, Viet Nam, Cambodia, Thailand and Myanmar. The country may be land locked, but increasingly it is becoming “land linked.” Lao PDR now has 21,716 km of roads. The most important is the vertical Route 13, “*the artery of the country*” which is 1546 km long. When completed in 2002, Route 13 will link the north to the south. The number of vehicles and population along the road are expected to rapidly increase. This road, along with Route 9, will connect Lao PDR with China, Myanmar and Viet Nam.

Since the war, roads have been of poor quality with no funding to improve them. Funding from the Asian Development Bank, Australia and others has made it possible to begin road improvement and construction in Lao PDR. Although it is only six meters wide, building Route 13 cost more than USD \$300,000. Within two years, the section between Savannakhet and Pakse should be finished thus completing this entire road system.

One certain outcome of the completed road construction in Lao PDR is growing population movement and, with it, potential HIV vulnerabilities. Heavy traffic from Lao PDR to Thailand facilitates HIV transmission via passengers, tourists, road construction workers and local communities in both Lao PDR and Thailand. The majority of roads recently built are international roads, linking GMS countries through Lao PDR.

He recommended including HIV impact assessments in the Environment Impact Assessments studies that contractors must do when bidding for a project.

*Dr Chansy Phimphachanh*, Director of the NCCA, in concluding the workshop stated that the workshops aided in identifying situations, gaps, and planning needs. It also shed

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<sup>4</sup> National Statistics Centre: 2000

light on strategy development. NCCA and the communication, transportation, post, construction and tourism sectors have learned from each other. NCCA is delighted that the Ministry of Communication, Transportation, Post and Construction organised the August workshop. The Deputy Chief of Cabinet of the Ministry of Communication confessed that he and his staff do not know much about HIV, but made the assurance they are now ready and interested.

An important recommendation was to include the Ministry of Communication, Transportation, Post and Construction as a member of the new NCCA. They will begin work with the NCCA in developing the National HIV Strategic Plan for 2002-2004.

The NCCA is comprised of thirteen Ministries and mass organisations. It would also like to include the Ministry of Communication, Transportation, Post and Construction and the Ministry of Agriculture. The NCCA will ask for support from the Lao AIDS Trust and UNDP-SEAHIV to facilitate increased collaboration, especially between the Ministry of Health and the Ministry of Communication, Transportation, Post and Construction.

*Ms. Kari Nordheim-Larsen*, UN Resident Coordinator and UNDP Resident Representative, in closing, stated that there are already environment and gender impact checklists for all development projects. UNDP should push for development projects to utilise an HIV impact checklist. The UN agencies, through the Lao AIDS Trust, will continue to support this work. *Let this be the beginning of a committed effort to address the issues of HIV and mobility.*

*H.E. Dr Bounkhouang Phichith*, Vice Minister of Health, in his closing said that this workshop is very important because it allows both people and companies to decide for themselves how to act. We have learned that the Ministry of Communication, Transportation, Post and Construction is a crucial partner in our responses to HIV. It is extremely beneficial to involve the transport sector in HIV prevention. A multisectoral HIV response will be the most effective.

*Ministry of Communication, Transportation, Post and Construction*, in closing, thanked UNDP-SEAHIV and NCCA for their support in organising the August workshop. They will collaborate with NCCA to prepare an HIV prevention plan to be part of the National HIV Strategic plan.



## WORKSHOP AGENDA

**HIV policy formulation and strategic planning for the transport sector**  
Lao Plaza Hotel  
Vientiane, Lao People's Democratic Republic  
24<sup>th</sup> –26<sup>th</sup> July 2000

24<sup>th</sup> July Monday

8:30-9:00 Registration

9:00-9:30 Opening  
Welcome statement by Ms. Kari Nordheim-Larsen  
United Nations Resident Coordinator and UNDP Resident Representative  
Lao People's Democratic Republic

Opening Statement by Representative of government, Lao People's  
Democratic Republic

9:30-10:15 Objective and intended outcome of the workshop by Ms. Lee-Nah Hsu,  
Manager, UNDP South East Asia HIV and Development Project

Workshop organization: what to expect  
Bruce Parnell, workshop trainer/consultant  
UNDP South East Asia HIV and Development Project

10:15-10:30 Tea break

10:30-12:00 *Why is HIV preventive policy and strategy relevant for the transport  
sector in Lao PDR?*

Strategic planning process

- Situation assessment: current status

1. Current situation defined by assessment conducted to date, including  
but not limited to the UNDP-SEAHIV land transport mapping assessments  
for the northern provinces of Lao PDR

Dr. Chansy Phimpachanh, Director, NCCA

2. Ministry of Transportation, Lao PDR to provide information on  
current status and planned infrastructure construction, particularly as it  
pertains to linkages with neighbouring countries: Viet Nam, China and

Thailand and what they plan to do for HIV preventive policy and strategies for the workers and the communities

Representative from the Ministry of Transportation

12:00-13:00 Lunch

13:00-15:00 Cont. Strategic planning process

- Visions and expectations of the transport sector on HIV issues
- Identification of relevant partners: public, private sectors, NGOs

15:00-15:15 Tea break

15:15-16:30 Cont. strategic planning process

- Defining and setting the scope of transport sectoral policy options

## **25<sup>th</sup> July Tuesday**

08:30-10:00 Review of Monday

Cont. Strategic planning process

- Brain storming session on obstacles and opportunities for the transport sector in contributing to HIV vulnerability reduction in Lao PDR and its inter-relationship with neighbouring countries
- Examples from Lao Trade Union and Lao Youth Union where applicable

10:00-10:15 Tea break

10:15-12:00 Review of strategic planning and policy formulation process in Lao PDR transport sector and implications with inter-country transport policies and regulations; taking examples from UNDP-SEAHIV assessment report of Lao PDR; UNDP/UNESCAP/UNAIDS transport sector workshop proceedings

12:00-13:00 Lunch

13:00-15:00 Defining specific policies and strategic options for the transport sector:

- Review and comments on the Primer
- Options

15:00-15:15 Tea break

15:15-16:30 Cont. defining policies and strategic options

## 26<sup>th</sup> July Wednesday

08:30-10:00 Review of Tuesday

Formulation of Lao PDR transport sector strategic plans including HIV preventive policy

Working groups

- Conditions contributing to HIV vulnerabilities
- Strategic Framework
  - enabling policy environment
  - development strategies
  - prevention, care and support interventions

10:00-10:15 Tea break

10:15-12:00 Cont. Strategic plan formulation

12:00 Lunch

13:00-15:00 Consolidate and prioritise strategic plan and policy steps, responsible parties, collaborators, timeframe and resource mobilization

15:00-15:15 Tea break

15:15-16:00 Prepare final reporting on proposed Lao PDR transport sector HIV vulnerability reduction strategic planning and policy

Follow-up actions: concrete timeframe and steps

16:00-16:30 Closing ceremony

Kari Nordheim-Larsen, UN Resident Coordinator and UNDP Resident Representative for Lao People's Democratic Republic

Representative of the government of Lao People's Democratic Republic

\*Workshop simultaneously interpreted by Dr. Bomphen

**List of Participants**  
**24-26 July 2000 Workshop**  
**Lao Plaza, Vientiane, Lao PDR**

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Dr. Sisavath Southaniraxay, Technical Officer  
Dr. Kongseo Phomdouangsy, Technical Officer  
Dr. Beuang VangVan, Technical Officer Specializing in IEC

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Mr. Khampeng Vannabouathone, Director of Protection and Labour Development  
Mr. Salaphit Sounvoravong, Technical Officer  
Mr. Vanlikham Sayarack, Technical Officer

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Ms. Dalany Phommavongsa, Technical Officer

**Electricite du Laos, PO Box 309, Samsenthai Road, Vientiane, Lao PDR**

Mr. Tongphet Douang Ngeune, Director of Department of Environment  
Mr. Vilaphone Visunnalath, Deputy Manager of Department of Environment

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Mr. Khamvong Phanthachack, Technical Officer  
Mr. Khammone Oudom, Technical Officer  
Mr. Kamong Phanharath, Technical Officer  
Mr. Visiene Chindavong, Technical Officer  
Mr. Souvanh, Deputy of Transport Association

**Ministry of Communication, Transportation, Post and Construction, Lane Xang Avenue, Vientiane, Lao PDR**

Mr. Soulivanh Phommahasay, Head of Planning and Statistics Unit  
Mr. Somboun Khantivong

**Observers**

Mr. Boun Homn Phomsavanh, Deputy Office Director of Rural Development Committee  
Ministry of Communication, Transportation, Post and Construction, Lao PDR

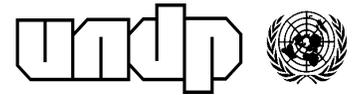
Mr. Thrihadi Spatoadi, National Director of World Vision, World Vision, Lao PDR  
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Dr. Khamlay Manivong, UNAIDS Country Programme Advisor, UNAIDS, Lao PDR  
Dr. Eva Maria Christophel, Medical Officer, Public Health/Epidemiology, World Health Organization  
Dr. Snivourast Sramany, President, Lao Red Cross, Lao PDR  
Ms. Adrienne Testa, Research Consultant, Japanese International Cooperation Agency  
Dr. Ounkham Souksavanh, HIV/RH Program Manager, CARE

### **Resource Persons**

Dr. Bounkoungh Phichith, Vice-Minister of Health, Ministry of Health, Lao PDR  
Dr. Niramongh Chanlivong, Macfarlane Burnet Institute for Medical Research and Public Health and Lao Youth Union, Lao PDR  
Mr. Samsonk, Director of IEC, Lao Youth Union, Lao PDR  
Mr. Khangeun Khamvongsa, Deputy Permanent Secretary for International Relations and Foreign Investment, Ministry of Communication, Transportation, Post, and Construction  
Dr. Chansy Phimpachanh, Director of NCCA  
Dr. Bounpheng Philavong, NCCA, Workshop Interpreter  
Mr. Tony Lisle, Inter-country Advisor, UNAIDS Asia-Pacific Inter-country Team  
Mr. Bruce Parnell, UNDP-SEAHIV Consultant, Workshop Facilitator, Public Health Advisor, Macfarlane Burnet Institute for Medical Research and Public Health

### **Secretariat**

Ms. Kari Nordheim-Larsen, United Nations Resident Coordinator and UNDP Resident Representative, Lao PDR  
Dr. Lee-Nah Hsu, Manager, UNDP South East Asia HIV and Development Project  
Ms. Christina Porcellato, CIDA Intern, UNDP South East Asia HIV and Development Project



**LAO PEOPLE'S DEMOCRATIC REPUBLIC**  
**PEACE INDEPENDENCE DEMOCRACY UNITY PROSPERITY**  
Ministry of Transport  
NCCA Bureau

**WORKSHOP AGENDA**  
Lao Transport Sector HIV Preventive Policy and Strategic Planning  
Vientiane, Lao PDR  
Setha Palace Hotel  
8-9 August 2001

**Wednesday 8<sup>th</sup> August**

- 8:00-8:30 Registration
- 8:30-9:30
- a) Opening statement – Ministry of Communication, Transportation, Post and Construction
  - b) Welcome statement – Dr. Chansy Phimphachanh, NCCA
  - c) Welcome statement – Ms. Kari Nordheim-Larsen, UN Resident Coordinator and UNDP Resident Representative
  - d) Workshop objectives – Ms. Lee-Nah Hsu, UNDP-SEAHIV
- 9:30-10:00 Summary of Lao PDR Mapping Assessment, Behavioural Sentinel Surveillance, HIV Sero Surveillance on population movement and HIV vulnerability – Dr. Chansy Phimphachanh
- 10:00-10:30 Tea Break
- 10:30-12:00 ***Issue identification: conditions leading to HIV vulnerability***
- a) Basic concept of HIV/AIDS and condom demonstration – Dr. Chansy Phimphachanh
  - b) NCCA structure: recommendation from July 2000 Lao Transport and HIV Workshop – Dr. Chansy Phimphachanh
  - c) Lao PDR transport sector trends in policy, system, regulations, and construction plans and implications for HIV –Ministry of Communication, Transportation, Post and Construction
  - d) South East Asia population movement hubs, Early Warning Rapid Response – Dr. James Chamberlain
- 12:00-13:00 Lunch

- 13:00-15:00 Working Group session: Regional strategy and implications for transport sector, Lao PDR
- a) Regional strategy and implications for transport sector, Lao PDR
  - b) Examples of transport policy and programmes in HIV vulnerability reduction
- Small group discussion on the benefits and costs of new transport connectivity on economic and other development (social, education, market, health, HIV, etc.)
- i. enabling policy environment
  - ii. development strategies
  - iii. prevention, care, and support interventions
- 14:30-15:00 Tea Break
- 15:00-17:00 Continue working group for setting priorities

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### Thursday 9<sup>th</sup> August

- 8:30-9:00 Presentation by the three working groups on the identified priority actions
- 9:00-10:00 ***Management arrangement***
- Brainstorm session: existing resources, partners, who, what, how, to implement the three proposed priority areas of actions – facilitated by Dr. Chansy Phimpachanh
- 10:00-10:30 Tea break
- 10:30-11:30 Summary on who does what
- 11:30-12:30 Recommendations and follow-up action
- Closing remarks – Ms. Kari Nordheim-Larsen, UN Resident Coordinator and UNDP Resident Representative, Lao PDR
- Closing Statement – Ministry of Communication, Transportation, Post and Construction
- 12:30-13:30 Lunch break

**List of Participants**  
**8-9 August 2001 Workshop**  
**Setha Palace, Vientiane, Lao PDR**

**Ministry of Communication, Transportation, Post and Construction, Lane Xang Avenue, Vientiane, Lao PDR**

Mr. Khambao, Director, Post and Telecommunication Department  
Mr. Souriya Khamboulavong, Officer, Post and Telecommunication Department  
Mr. Boukeo Chanthalansy, Deputy Director, Lao Telecom  
Mr. Keovisouk Solaphom, Head of Section, Lao Telecom  
Mr. Vanhnaly, Director, Transport Department  
Mr. Sounthone, Transport Company  
Mr. Khamphoun Temelat, Director, Bus Company  
Mr. Sompong Polsena, Deputy General Director, Railway Committee  
Mr. Saysomphone Sayakone, Officer, Railway Committee  
Mr. Somboun Daosavanh, Director, Civil Aviation Department  
Mr. Khampheng Sengvilay, Civil Aviation Department  
Ms. Amphonesavath, Deputy Director, Lao Aviation Enterprise  
Mr. Soneptheth Inthavone, Director, Lao Aviation Enterprise  
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Mr. Bounmy Souksaveth, Officer, Roads Department  
Ms. Phitsada, Officer, Roads Department  
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Mr. BounTha Faisamay, Officer, Personnel Department  
Ms. Thongbay, Officer, Personnel Department  
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Mr. Bounma Xayapheth, Enterprise of Telecommunications for Lao PDR  
Mr. Noupheuar Volabout, Deputy General Director, Water Supply Authority  
Ms. Soneptheth Chanthaphone, Officer, Water Supply Authority

Mr. Khamson Vouthipannya, Deputy Secretary, Lao Youth Union  
Mr. Bounchanh Sinhradsvong, Secretary, Lao Youth Union  
Ms. Phouvong Chanthavong, Deputy Director, Lao Women Union  
Ms. Vilaykham Phosalath, Leader, Lao Women Union  
Mr. Signa Chanmany, Director, Lao Trade Union  
Mr. Khangeun Khamvongsa, Deputy General Director, Cabinet of Ministry  
Mr. Chanhsy Noanmaly, Director, Cabinet of Ministry  
Ms. Manimone, Representative General Director, Cabinet of Ministry  
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**Resource Persons**

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