

TAR: OTH 36228

Technical Assistance to the
Greater Mekong Subregion for
HIV/AIDS Vulnerability and Risk
Reduction Among Ethnic Minority
Groups Through Communication
Strategies (Financed by the Poverty
Reduction Cooperation Fund)

July 2005

ABBREVIATIONS

ADB	–	Asian Development Bank
GIS	–	geographic information system
GMS	–	Greater Mekong Subregion
HIV/AIDS	–	human immunodeficiency virus/acquired immunodeficiency syndrome
ICT	–	information and communication technology
IDU	–	injecting drug user
IEC	–	information, education, and communication
Lao PDR	–	Lao People's Democratic Republic
M&E	–	monitoring and evaluation
MDG	–	Millennium Development Goal
PRC	–	People's Republic of China
RCSP	–	Regional Cooperation Strategy and Program
RETA	–	regional technical assistance
TA	–	technical assistance
UNESCO	–	United Nations Educational, Scientific and Cultural Organization

TECHNICAL ASSISTANCE CLASSIFICATION

Targeting Classification	–	Targeted intervention MDG 6, target 7
Sectors	–	Education
Subsectors	–	Health, nutrition and social protection
Themes	–	Nonformal education
Subthemes	–	Other social services and social development
	–	Regional cooperation
	–	Inclusive social development
	–	Gender and development
	–	Indigenous peoples

NOTE

In this report, "\$" refers to US dollars.

This report was prepared by A. Jain (team leader).

I. INTRODUCTION

1. Developing human resources and skills competencies is the Eighth Flagship Program under the Greater Mekong Subregion¹ (GMS) program strategic framework. The GMS Regional Cooperation Strategy and Program (RCSP, March 2004) aims to reduce poverty through enhanced connectivity, increased competitiveness, and a greater sense of community. The RCSP emphasizes the need to take precautions against the negative impacts associated with these developments, such as communicable disease transmission, environmental degradation, and illegal trafficking. Many of these issues disproportionately affect vulnerable groups such as women, children, and ethnic minorities. At the 13th GMS Ministerial Meeting in December 2004, the GMS governments highlighted the prevention of the transmission of communicable diseases across borders, with particular attention to the developing threat of HIV/AIDS.²

2. This technical assistance³ (TA) aims to reduce the vulnerability to, and risk of, HIV/AIDS transmission among ethnic minority groups through communication strategies. The TA focuses on ethnic minorities that live in cross-border areas in the GMS. An Asian Development Bank (ADB) regional TA (RETA), begun in 2002 and completed in December 2004, dealt with HIV/AIDS in GMS areas.⁴ The proposed TA will build on the achievements of RETA 6083 by (i) scaling-up to address the increased risk of HIV/AIDS due to human trafficking and drug abuse; and (ii) scaling-out to include new ethnic groups prioritized by government partners.⁵ The TA will build on ADB's past work in strengthening the human capital of ethnic minorities, including addressing their vulnerability to HIV/AIDS, and will coordinate with ongoing TAs on human trafficking and drug abuse in reducing structural vulnerabilities, for example citizenship and land tenure, among ethnic minorities in cross-border areas of the GMS.⁶ The design and monitoring framework is in Appendix 1.

II. ISSUES

3. The prevalence of HIV/AIDS in the GMS has changed significantly over the past decade. The opening of national borders to tourism and trade in the region, not least through the success of the ADB-initiated GMS initiative, has increased the movement of goods and populations. Uneven economic growth and human development are also evident among GMS countries, especially in cross-border and remote mountainous areas. Trends in human trafficking and nontraditional drug use have also changed, as structural and socioeconomic vulnerabilities have led to behavior that put people at an increased risk of acquiring HIV/AIDS.

¹ Cambodia, People's Republic of China (PRC, specifically Yunnan and Guangxi provinces), Lao People's Democratic Republic (Lao PDR), Myanmar, Thailand, and Viet Nam.

² Human immunodeficiency virus/acquired immunodeficiency syndrome.

³ The TA first appeared in *ADB Business Opportunities* (Internet edition) on 10 February 2004. The concept paper was discussed and endorsed at a peer review meeting of the NPRS/PRF held on 28 June 2004.

⁴ ADB. 2002. *Technical Assistance for ICT and HIV/AIDS Preventive Education in Cross-Border Areas of the GMS*. Manila (RETA 6083).

⁵ Governments requested additional radio programs during an ADB/UNESCO workshop in Bangkok, 7-9 June 2004.

⁶ ADB. 2001. *Grant Assistance to the Kingdom of Cambodia, Lao People's Democratic Republic, and Socialist Republic of Viet Nam for Community Action for Preventing HIV/AIDS*. Manila (JFPR 9006); ADB. 1999. *Technical Assistance for Preventing HIV/AIDS among Mobile Populations in the GMS*. Manila (RETA 5881); ADB. 1998. *Technical Assistance for the Study of the Health and Education Needs of Ethnic Minorities in the GMS*. Manila (RETA 5794); ADB. 1997. *Technical Assistance for Cooperation in the Prevention and Control of HIV/AIDS in the GMS*. Manila (RETA 5751); ADB. 2004. *Technical Assistance for Preventing the Trafficking of Women and Children and Promoting Safe Migration in the GMS*. Manila (RETA 6190); and ADB. 2000. *Technical Assistance for Drug Eradication in the GMS*. (RETA 5970). Key lessons learned from past TAs follow: (i) participatory approaches take time and should be built into the TA design, and (ii) IEC approaches should be more focused and specific to the target population.

4. The prevalence of HIV/AIDS varies in GMS countries, for example, in the nature of the epidemic and in the extent to which it has moved from high-risk groups into the broader community. In 2004, about 20% of the estimated 40 million people worldwide living with HIV/AIDS were from Asia and the Pacific, of which nearly one million were from the lower Mekong subregion—Cambodia, Lao People's Democratic Republic (Lao PDR), Thailand, and Viet Nam. In the People's Republic of China (PRC), about 850,000 people out of 1.3 billion had HIV/AIDS.⁷

5. Ethnic minority groups in the GMS are culturally diverse and linguistically complex. Of the subregion's estimated 255 million people, about 75 million belong to about 200 ethnic minority groups. These groups, typically concentrated in remote mountainous areas, often depend on subsistence agriculture. They are at special risk of HIV/AIDS due to their remoteness, poverty, and lack of access to health, education, and culturally appropriate information. A number of structural issues add to their vulnerability. Ethnic minority women are more vulnerable to exploitation and at higher risk of HIV transmission. They are physically more susceptible and have less power to make decisions due to existing gender disparities.

6. The rate of HIV infection among ethnic minority groups is increasing faster than among the general population. While their physical isolation has in the past offered some protection, it also limited their access to preventive education programs and campaigns. Recent developments in cross-border infrastructure links have begun to reverse the situation, as improved access allows information and support to enter these once isolated areas. Nevertheless, one significant barrier remains: the vast number of languages among the estimated 200 ethnic minority groups, and the lack of culturally appropriate information available to them for awareness and prevention. RETA 6083 (footnote 4) was designed and implemented with this complexity very much in mind; the proposed TA builds on the RETA's successful outcomes.

7. Increased drug use, especially among injecting drug users, has also aggravated the spread of HIV/AIDS in the GMS. HIV can be transmitted by sharing contaminated needles and syringes. Drug trafficking routes in the GMS provide easy access to illicit drugs and encourage behavior that makes individuals vulnerable and at high risk. For example, in Yunnan Province, about 21% of female injecting drug users also engage in commercial sex work, thereby further increasing their vulnerability and risk to HIV/AIDS. A key approach to reducing HIV transmission among drug users is through communication efforts aimed at changing behaviors and practices.

8. RETA 6083 increased awareness about risks and threats among ethnic minorities through development of information and communication technology (ICT) systems and multimedia materials for HIV/AIDS awareness and prevention in local languages. RETA 6083 was implemented by the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the Southeast Asian Ministers of Education Organization (SEAMEO). Innovative approaches to disseminating information on HIV/AIDS were developed and implemented. The approaches adopted community-based research and were culturally and linguistically appropriate, for example through the popular medium of radio soap operas. The activities were also effective in initiating regional cooperation and dialogue on this sensitive subject among governments in GMS. A clearinghouse facility on preventive HIV/AIDS education for the Mekong border region, accessible through the Internet, was also created to help consolidate information on formal and nonformal methods of prevention. A geographic information system (GIS) exercise in Thailand led to animated HIV/AIDS distribution maps at the household level. Key lessons learned include (i) use of supplementary forms of communication for disseminating

⁷ See UNAIDS website <http://www.unaids.org>

messages from radio programs, (ii) targeting a broader population beyond young women, and (iii) local ownership in data audits and cleaning of data for GIS mapping.

9. The proposed TA will adopt a regional approach to tackling HIV/AIDS vulnerability and risk among populations living in cross-border areas where national boundaries are porous. First, the populations of these border areas are highly transient, with migrant populations that come into the areas for employment or trade, and then move on. Second, ethnic minorities living in cross-border areas share similar practices and encounter comparable challenges in reducing their vulnerabilities. Third, people of the same ethnic group often traverse physical country boundaries. Regional coordination helps the exchange of information, offers opportunities for comparative analysis and learning, increases government commitment, and develops regional networks and capacities to better understand the impacts of HIV/AIDS on poverty and the quality of life, especially among ethnic minorities.

III. THE TECHNICAL ASSISTANCE

A. Impact and Outcome

10. Overall, the TA will contribute to ongoing GMS efforts in achieving Millennium Development Goal 6/Target 7 to halt and reverse the spread of HIV/AIDS by 2015. Through communication strategies, the TA aims to reduce the vulnerability to, and risk of, HIV/AIDS among ethnic minorities living in the cross-border areas of the GMS, specifically in Thailand, Yunnan Province (PRC), Lao PDR, and Cambodia.⁸ The TA uses communication strategies to inform vulnerable and high-risk populations about HIV/AIDS prevention. The TA will (i) equip ethnic minorities with the tools necessary to reduce their vulnerabilities and mitigate risks, (ii) support subregional cooperation in GMS countries for preventing HIV/AIDS, and (iii) monitor and evaluate the effectiveness of HIV/AIDS communication strategies used in the TA.

B. Methodology and Key Activities

11. The TA will cover three key activities: (i) reducing risk of and vulnerability to HIV/AIDS by using communication strategies, including pilot broadcasting in low-resource settings; (ii) expanding ICT activities to include GIS vulnerability mapping for the Lao PDR and Cambodia and, possibly, digital radio broadcasts via satellite; and (iii) performance monitoring and evaluation (M&E) of the adopted HIV/AIDS communication strategies.

12. **Reducing Risk and Vulnerability Using Communication Strategies.** This activity will (i) develop four new radio dramas⁹ in Thailand (for the Akha); Yunnan, PRC (for the Dai Neua and Moso); and Lao PDR (for the Khmu); (ii) broadcast radio programs in Thailand (Radio Thailand Chiang Mai), PRC (Yunnan People's Radio), and Lao PDR (Lao National Radio); and (iii) evaluate the impact of radio programs on awareness and prevention in the targeted communities. By creating awareness among ethnic minorities of the increased risks of HIV/AIDS due to human trafficking and drug abuse, the TA will equip ethnic minorities with the tools necessary for preventing HIV/AIDS. Radio dramas are an example of research-based communication strategies that can be used to disseminate key behavioral messages. Audiotapes of radio dramas will be produced for local health workers to follow up on awareness activities, and for village heads where broadcasting is not available, for example by using local loud speakers.

⁸ ADB. 2004. *Technical Assistance to the Socialist Republic of Viet Nam for HIV/AIDS Prevention against Youth Project*. Manila (PPTA 4542) focuses on preventive education in Viet Nam.

⁹ Government partners prioritized three ethnic groups. Selection was based on (i) population size; (ii) degree of risk to HIV transmission, human trafficking, and drug use; and (iii) future threats or links with rapid development in an area due to tourism or infrastructure development.

13. The TA will also pilot radio broadcasting in low-resource settings where established broadcasting infrastructure and entities in ethnic minority languages are unavailable. The need to pilot radio broadcasting among smaller ethnic minority groups is urgent; connectivity, facilitation of cross-border movement of goods and people, and tourism bring a potentially higher risk of HIV transmission to local communities living in previously remote areas. For example, RETA 6083 identified that ethnic minority groups in Cambodia's Ratanakiri Province are more vulnerable to these developments than the population at large; almost two thirds of the province's 100,000 people are ethnic minorities.¹⁰ These people are among the poorest and most vulnerable segments of Cambodia's population due to their physical and cultural isolation. The TA will develop a community-based radio program that will be transmitted by appropriate means, including the feasibility of using low-cost digital radio transmission by satellite.

14. **Expanding ICT Activities and Networks.** This activity builds and expands on ICT efforts from RETA 6083 to cover new information gathered during its implementation. The activity will include (i) expanding the HIV/AIDS Clearinghouse on Preventive HIV/AIDS Education for the Mekong Border Region; (ii) expanding the GIS for vulnerability mapping in the Lao PDR and Cambodia, and (iii) initiating a network of regional universities and research institutions to upgrade the quality of sociocultural research on HIV/AIDS and human trafficking.¹¹ The purpose of GIS is to connect databases with information related to (i) HIV/AIDS incidence, interventions, and coverage; and (ii) distribution of the population at risk. Through the inclusion of new epidemiological data and sharing of activity and organizational updates, successful GIS is an effective strategic planning and management tool for governments and development partners in developing future project activities.

15. **Monitoring and Evaluation.** This activity will focus specifically on M&E of TA activities. At the start of the TA, a plan will be developed, using community-based monitoring approaches. An output of the plan will be an end-of-TA report that will assess the effectiveness of the adopted communication strategies for preventing HIV/AIDS among ethnic minority groups in GMS. The report will include an indicative list of lessons learned, suggestions for enhanced regional cooperation, and identification of structural vulnerabilities contributing to an increased risk from HIV/AIDS.

C. Cost and Financing

16. The total cost of the TA is estimated at \$1.222 million equivalent. Detailed cost estimates and the financing plan are in Appendix 2. ADB will provide \$700,000 equivalent, financed on a grant basis by the Poverty Reduction Cooperation Fund and to be administered by ADB. The TA will finance consulting services; basic equipment and supplies; training, research and production of radio programming materials and tapes; advocacy; and workshops. UNESCO will provide parallel cofinancing of \$522,000 equivalent for consulting services, community radio broadcasting, workshops, advocacy, office accommodation, and utilities. Participating countries will contribute in-kind for the use of radio station facilities and airtime, data sets, and staff.

D. Implementation Arrangements

17. Implementing arrangements agreed upon between ADB and UNESCO for RETA 6083 signed on 28 March 2003 (footnote 4) will be followed. For this TA, the Social Sectors Division, Mekong Department will be the Executing Agency and UNESCO will be the Implementing

¹⁰ ADB. 2005. *Kingdom of Cambodia, Country Strategy Program, 2005–2009*. Manila.

¹¹ UNESCO has budgeted two regional conferences in September 2005 on ethical standards and research in trafficking and HIV/AIDS: (i) HIV/AIDS and Social Science Research, and (ii) Socio-Cultural Research on Human Trafficking (with the Asia Foundation).

Agency. The TA management unit that was established for RETA 6083 within UNESCO will oversee this TA to ensure continuity and incorporation of lessons learned. Each participating country will be an implementing partner and will designate counterpart staff to be focal points for implementing the TA. Implementation will be guided by a steering committee comprising ADB, UNESCO, and government focal points.¹²

18. UNESCO will make use of government agencies, nongovernment and community-based organizations, and research institutions. In addition, it will provide country-level support through the UNESCO offices in Bangkok and Phnom Penh, and UNESCO national commission in each country. As overall focal point, an administrative secretariat will be housed at UNESCO headquarters in Bangkok. UNESCO will be responsible for administering the TA budget, with the exception of consulting services for the M&E specialist.

19. TA implementation will start in July 2005 and end in June 2007. A midterm review will be conducted in June 2006. UNESCO will prepare quarterly progress reports, in a format to be agreed upon with ADB, and submit them to ADB within 1 month of the end of the period to which they refer. The reports due at midterm and end of the TA will be replaced by more detailed midterm and final reports, respectively.

20. All procurement financed by ADB under the Project will be in accordance with the local competitive bidding procedures of ADB's *Guidelines for Procurement*, and other arrangements acceptable to ADB. UNESCO will transfer all equipment to participating government counterpart agencies at the end of the TA.

21. For the TA's consulting services, ADB will recruit UNESCO through direct selection. Direct selection of UNESCO is justified based on its past experience with RETA 6083, its partnerships with participating governments and community-based groups, and its contribution to the total estimated costs. UNESCO will be recruited following the existing agreement between UNESCO and ADB (para. 17). UNESCO will be responsible for selecting, recruiting, and supervising experts needed for implementation, with the exception of the M&E specialist, who will be recruited as an individual by ADB. UNESCO will select and engage experts, based on the terms of reference provided in Appendix 3, from among qualified nationals of ADB's member countries using its standard procedures and those acceptable to ADB. In accordance with its *Guidelines on the Use of Consultants*, ADB will select an international consultant as an individual to (i) develop an M&E plan for TA activities, and (ii) prepare a report on effective communication strategies for preventing HIV/AIDS among ethnic minority groups in GMS.

IV. THE PRESIDENT'S DECISION

22. The President, acting under the authority delegated by the Board, has approved ADB administering technical assistance not exceeding the equivalent of \$700,000 to the Greater Mekong Subregion to be financed on a grant basis by the Poverty Reduction Cooperation Fund, for HIV/AIDS Vulnerability and Risk Reduction among Ethnic Minority Groups through Communication Strategies, and hereby reports this action to the Board.

¹² Ministry of Information and Culture (Lao PDR), Government Public Relations Office (Thailand), Yunnan People's Radio (Yunnan Province, PRC), and Ministry of Education (Cambodia),

DESIGN AND MONITORING FRAMEWORK

Design Summary	Performance Targets/Indicators	Data Sources/Reporting Mechanisms	Assumptions and Risks
<p>Impact</p> <p>Contribute to ongoing GMS efforts in achieving MDG 6/Target 7 to halt and begin to reverse the spread of HIV/AIDS by 2015</p>	<p>Reduced HIV/AIDS prevalence among vulnerable groups, specially ethnic minority groups living in cross-border areas</p>	<p>Census M&E report</p>	<p>Assumptions</p> <ul style="list-style-type: none"> • Ethnic minorities are at high risk of acquiring HIV/AIDS in cross-border areas. • Ethnic minorities are most susceptible to exploitation and drug abuse in cross-border areas.
<p>Outcome</p> <p>Through communication strategies, reduce HIV/AIDS vulnerability and risk among ethnic minority groups living in cross-border areas of GMS</p>	<ol style="list-style-type: none"> 1. Tools for ethnic minorities to increase their knowledge about the increased risk of HIV/AIDS due to human trafficking and drug abuse <ul style="list-style-type: none"> • Increased information and knowledge about risks of HIV/AIDS • Reduced number of new cases of HIV/AIDS 2. Subregional cooperation in GMS countries for HIV/AIDS <ul style="list-style-type: none"> • Increase in knowledge base among policy makers, governments, and other stakeholders 3. M&E of TA activities <ul style="list-style-type: none"> • Effectiveness of communication strategies of the TA 	<p>Progress reports Clearinghouse facility GIS mappings Workshop and training reports M&E report</p>	<p>Assumptions</p> <ul style="list-style-type: none"> • Socioeconomic compositions of ethnic minority groups in cross-border areas before and after radio drama broadcasting are similar. • UNESCO funding for piloting community-based broadcasting is readily available.
<p>Outputs</p> <p>1.1. Radio dramas developed and broadcast</p> <p>1.2. Pilot broadcast in a low-resource setting</p> <p>2.1. Expansion of the clearinghouse facility</p>	<p>Radio drama programs are developed and broadcast for</p> <ul style="list-style-type: none"> • Akha (Thailand) • Dai Neua and Moso (Yunnan, PRC) • Khmu (Lao PDR) <p>Radio dramas for ethnic groups in Cambodia</p> <p>Types of complementary materials developed</p> <p>Additions to clearinghouse:</p> <ul style="list-style-type: none"> • New on-line documents • New web links • New formal and nonformal educational materials <p>New listserv members</p> <p>Directory of organizations</p> <p>Production of a bulletin</p>	<p>Progress reports M&E report TA midterm review Radio broadcasting records</p> <p>Progress reports M&E report TA midterm review Workshop and training reports Results of an information and network needs assessment</p>	<p>Assumptions</p> <ul style="list-style-type: none"> • Government commitment is strong. • Communication strategies are culturally appropriate. • Radio broadcasting entities are committed to transmitting radio programs. • Mode of transmission in low-resource settings is simple and cost-effective. • Government commitment is strong. • Clearinghouse activities are not duplicated. • Data sets are readily available for developing the GIS in Lao PDR and Cambodia. • Staff is easily trained in clearinghouse activities.

Design Summary	Performance Targets/Indicators	Data Sources/Reporting Mechanisms	Assumptions and Risks
<p>2.2. Expansion of GIS vulnerability mapping for Lao PDR and Cambodia</p> <p>2.3. Initiation of a network of research universities and institutions to upgrade the quality of sociocultural research on HIV/AIDS and human trafficking</p> <p>3.1. Development of a M&E plan for TA activities</p> <p>3.2. Report on effective communication strategies for preventing HIV/AIDS transmission among vulnerable ethnic minority groups in GMS, based on M&E results</p>	<p>Databases used in GIS mappings in the Lao PDR and Cambodia</p> <p>Coordination with other development partners doing sentinel surveillances in the Lao PDR and Cambodia</p> <p>Institutional membership in network</p> <p>Type of capacity building for members</p> <p>Two workshops</p> <p>M&E plan for the TA, with indicators disaggregated by ethnic minority group and by gender</p> <p>Ethnic minority groups considered in the report</p> <p>Types of communication strategies reviewed</p> <p>Lessons learned</p> <p>Suggestions for enhanced regional cooperation</p>	<p>Progress reports</p> <p>M&E report</p> <p>TA midterm review</p>	<ul style="list-style-type: none"> Socioeconomic compositions of the ethnic minority groups in cross-border areas before and after radio drama broadcasting are similar.
<p>Activities with Milestones</p> <p>1.1. Conduct focus group discussions in villages for content materials, develop script in the ethnic minority language for translation into English, field-test and revise product, transmit using an established broadcasting entity, and plan follow-up for M&E (Y1Q1-Y2Q2).</p> <p>1.2. Identify ethnic minority groups in Ratanakiri, research through participatory learning as indicated in 1.1, identify appropriate mode of community-based broadcasting and types of receivers necessary, and prepare complementary materials (Y1Q1-Y2Q2).</p> <p>2.1. Collect new materials, revise directory of organizations involved in reducing vulnerabilities and risk of HIV/AIDS due to human trafficking and drug use, and produce a bulletin for distribution (Y1Q1-Y1Q4)</p> <p>2.2. Clean data, give training on geo-code, establish highland center, develop standardized geo-coding system, develop HIV/AIDS and vulnerability mappings for the Lao PDR and Cambodia (Y1Q1-Y2Q2)</p> <p>2.3. Conduct capacity-building training for network members and two workshops (Y1Q1)</p> <p>3.1. Develop a M&E plan for TA activities, incorporating the use of communities (Y1Q1)</p> <p>3.2. Review other communication strategies for reducing the vulnerability to, and risk of HIV/AIDS among ethnic minorities in cross-border areas of GMS (Y1Q1-Y1Q4)</p>			<p>Inputs</p> <ul style="list-style-type: none"> ADB (NPRS/PRF): \$700,000 UNESCO: \$522,000

ADB = Asian Development Bank, GIS = geographic information system, HIV/AIDS = human immunodeficiency virus/acquired immunodeficiency syndrome, Lao PDR = Lao People's Democratic Republic, MDG = Millennium Development Goal, M&E = monitoring and evaluation, NPRS/PRF = National Poverty Reduction Strategy/Poverty Reduction Cooperation Fund, PRC = People's Republic of China, Q = quarter, TA = technical assistance, UNESCO = United Nations Educational, Scientific and Cultural Organization, Y = year.

COST ESTIMATES AND FINANCING PLAN
(\$'000)

Item	Total Cost
A. Poverty Reduction Cooperation Fund Financing^a	
1. UNESCO Consultants	
a. Remuneration and Per Diem	354.0
b. International and Local Travel	43.7
2. Monitoring and Evaluation Consultant	
a. Remuneration and Per Diem	48.0
b. International and Local Travel	12.6
c. Reports and Communication	3.2
3. Equipment and Supplies ^b	2.7
4. Training and Workshops	18.0
5. Research, Surveys, and Mappings	116.0
6. Miscellaneous Administration and Support Costs	54.0
7. Reports and Materials Production	10.3
8. Contingencies	37.5
Subtotal (A)	700.0
B. UNESCO Financing^c	
1. Remuneration and Per Diem of Counterpart Staff	170.6
2. Office Equipment, Facilities, and Services ^d	86.4
3. Supporting TA activities ^e	265.0
Subtotal (B)	522.0
Total	1,222.0

UNESCO=United Nations Educational, Scientific and Cultural Organization,

^a Administered by the Asian Development Bank.

^b Equipment includes desktop hard disks and laptop. Supplies include books, print cartridge, and materials.

^c UNESCO will provide \$522,000 equivalent in parallel cofinancing.

^d Includes workspace in Bangkok and Phnom Penh, equipment, utilities, communication, furniture, and consumables.

^e Includes support for HIV/AIDS activities in Thailand, Cambodia, Lao People's Democratic Republic, and People's Republic of China; hardware for pilot broadcasting in Cambodia; radio drama program in Yunnan (for Moso); and two workshops on ethnical standards and research in human trafficking and HIV/AIDS.

Sources: Asian Development Bank and UNESCO estimates.

OUTLINE TERMS OF REFERENCE FOR CONSULTANTS

A. Responsibilities of UNESCO

1. The United Nations Educational, Scientific and Cultural Organization (UNESCO) will be responsible for the design, development, and implementation of the following components of the technical assistance (TA):

- (i) Communication strategies for reducing HIV/AIDS¹ among ethnic minorities at higher risk due to human trafficking and drug abuse in cross-border areas
 - (a) Radio drama program development and broadcast
 - (b) Pilot broadcasting in low-resource settings
- (ii) Expansion of information and communication technology (ICT) activities and networks
 - (a) Clearinghouse on Preventive HIV/AIDS Education for the Mekong Border Region
 - (b) Geographic information system (GIS) for mapping vulnerability in the Lao People's Democratic Republic (Lao PDR) and Cambodia
 - (c) Establishment of a network of regional universities and research institutions to upgrade the quality of sociocultural research on HIV/AIDS and human trafficking

1. Communication Strategies for Reducing HIV/AIDS among Ethnic Minorities

a. Radio Dramas

2. UNESCO will review lessons learned from past Asian Development Bank (ADB)-funded TAs on HIV/AIDS, human trafficking, and drug use so as to incorporate best practices and avoid repeating mistakes. Efforts will be made to coordinate with ongoing TAs among vulnerable groups in the Greater Mekong Subregion (GMS).

3. UNESCO will develop, test, and disseminate a series of educational radio programs and audiotapes in local languages/dialects aimed at preventing HIV/AIDS, as part of a linked triad of problems: HIV/AIDS risk behavior, human trafficking, and drug abuse among ethnic minorities living in cross-broader areas in GMS. Four groups have been identified as vulnerable to and at risk from HIV/AIDS (Table A3):

¹ HIV/AIDS = human immunodeficiency virus/acquired immunodeficiency syndrome.

Table A3: Vulnerable Ethnic Groups

Ethnic Group	Country	Estimated Population	Degree of Risk	Future Threats	Broadcasting Entity
Akha	Thailand	0.5 million –1 million	The group is the most trafficked of the hill tribes, have relatively high rates of intravenous drug use, and are at high risk for HIV/AIDS.	Yes	Radio Thailand Chiang Mai
Dai Neua	Yunnan, PRC	0.5 million	The group inhabits a border area with Myanmar. The area has high HIV infection rates, is located in an area of heroin production, and attracts illegal and exploitative activities.	Yes	Yunnan People's Radio
Moso ^a	Yunnan, PRC	0.02 million –0.05 million	The group inhabits a border area between Yunnan and Sichuan provinces around Lugu Lake. The Moso are the last matriarchal society in the PRC. A number of tourists visit the area.	Yes	Yunnan People's Radio
Khmu	Lao PDR	0.5 million –0.6 million	The group is the second largest ethnic group in the Lao PDR. A greater number participate in the sex industry and are at risk for being trafficked.	Yes	Lao National Radio

HIV/AIDS = human immunodeficiency virus/acquired immunodeficiency syndrome, Lao PDR = Lao People's Democratic Republic, PRC = People's Republic of China.

^a UNESCO, with funding from Unified Budget Workplan (UBW) will develop materials for the Moso.

4. UNESCO will work with minority groups to develop programs, following UNESCO's methodology for radio dramas,² on prevention in minority language which will attract ethnic minority groups in cross-border areas—especially those most vulnerable to and at risk from HIV transmission (i.e., victims of human trafficking and drug users). This work will be undertaken in close collaboration with Radio Thailand, Yunnan People's Radio, and Lao National Radio, which are established broadcast entities.

5. UNESCO will organize focus groups and use them to establish themes as well as story lines based on actual experiences. Follow-up focus groups will be used to test the programs for appropriateness and efficacy. UNESCO will (i) develop complementary learning materials in minority languages (or adapt them from current HIV/AIDS preventive education projects in Thailand, Lao PDR, and People's Republic of China [PRC]); (ii) work with local departments of health or mass organizations to strengthen or develop community-based groups (e.g., youth or women's groups, community learning centers) in ethnic minority villages that can provide complementary and follow-up peer education support to the radio programs; and (iii) build the capacity of script writers, multimedia producers, and community mobilizers.

6. UNESCO will coordinate with the monitoring and evaluation (M&E) specialist in developing project performance indicators that will help monitor and evaluate radio dramas among the four ethnic minority groups. Indicators will be disaggregated by ethnic group and by gender where appropriate.

b. Pilot Broadcast Radio Dramas

7. Pilot broadcast of radio dramas in low-resource settings will be implemented following the terms of reference indicated in paras 1–6. Low-resource settings are defined as areas where established broadcasting infrastructure and entities in ethnic minority languages are unavailable. Ethnic minority groups in Ratanakiri (Cambodia) will be selected, in consultation with ADB and the Government of Cambodia, for community-based broadcasting. A rapid assessment will be completed to help identify the ethnic minority groups for piloting in

² ADB, SEAMEO, UNESCO. 2004. HIV/AIDS in the GMS: Bulletin for Preventive Education in the Greater Mekong Subregion, Issue 1.

Ratanakiri. UNESCO will develop a radio program for the identified ethnic groups through research and participatory methods, and broadcast the program using a community-based system that could be transmitted via digital satellite broadcasting capacity.

8. UNESCO will coordinate with other ongoing TAs among vulnerable ethnic minority groups in Ratanakiri to ensure collaboration and avoid duplication of efforts. UNESCO will also coordinate with the M&E specialist in developing project performance indicators that will help monitor and evaluate the pilot radio drama in Cambodia. Socio-economic indicators will be disaggregated by ethnic group and by gender, as appropriate.

2. Expansion of Information and Communication Technology Activities and Networks:

a. Clearinghouse on Preventive HIV/AIDS Education for the Mekong Border Region

9. A clearinghouse facility, which is accessible via the Internet, was established under regional technical assistance (RETA) 6083.³ This clearinghouse has been updated with new information and updates from different sources since the completion of RETA 6083. The purpose of the clearinghouse facility includes (i) improving access to lessons learned and best practices as well as innovative information, education and communication (IEC) materials produced from HIV/AIDS education projects for ethnic minority groups, and hard-to-reach and disadvantaged groups; (ii) reviewing, synthesizing, and repackaging information on HIV/AIDS into accessible formats and information products for different population groups such as ethnic and linguistic minority groups, and hard-to-reach disadvantaged groups; and (iii) advocating and promoting the use of these various types of repackaged materials to disseminate knowledge, and effect attitudinal and behavioral change.

10. To achieve the clearinghouse objectives, the following will be undertaken:

- (i) Collect, process, disseminate, and share information and materials on HIV/AIDS focusing on the needs of ethnic and linguistic minority groups, and hard-to-reach and disadvantaged groups.
- (ii) Review, synthesize, and repackage information into accessible forms and information products tailored for segmented target groups.
- (iii) Expand the existing database of IEC materials on HIV/AIDS and create a project web site, with cross links to the data collected in RETA 6083 (footnote 3).
- (iv) Promote and advocate the use of these materials.

b. Geographic Information System (GIS)

11. The purpose of GIS is to connect databases with information related to (i) HIV incidence, interventions and coverage; and (ii) distribution of the population at risk. A successful GIS has the potential to be an effective strategic planning and management tool for governments and development partners in initiating future project activities through the inclusion of new epidemiological data and sharing of activity and organizational updates.

12. The primary components of GIS include (i) incidence and sentinel surveillance data; (ii)

³ ADB. 2002. *Technical Assistance for ICT and HIV/AIDS Preventive Education in Cross-Border Areas of the GMS*. Manila (RETA 6083).

known population distributions, including ethnic and linguistic groupings; (iii) documenting migration and transport routes; (iv) documenting economic zones, mining sites, hot spots, border-crossing locations; (v) temporal events, including traditional holidays, markets, temple fairs, social disruptions or displacements; (vi) localized data from community learning centers and projects; (vii) information from clearinghouse materials; (viii) program and activity locations and targets; (ix) availability of ICT by type, extent of access, or coverage; and (x) all other GIS data (e.g., economic data, school attendance, and health indicators) that is available from other agencies (e.g., Family Health International in the Lao PDR).

13. Based on the GIS exercise conducted in Thailand (RETA 6083), GIS activities will be expanded to cover the Lao PDR and Cambodia. A GIS exercise in the Lao PDR and Cambodia will develop animated HIV/AIDS and vulnerability mappings for each country. The GIS exercise in the Lao PDR will be coordinated with the ethnographic databank at the Institute for Cultural Research.

c. Network of Regional Universities and Research Institutions

14. UNESCO will initiate a network of regional universities and research institutions to upgrade the quality of sociocultural research on HIV/AIDS and human trafficking. This network will help strengthen the quality of data collected at national and community levels for use in GIS exercises. UNESCO has budgeted two regional conferences in September 2005 on ethical standards and research in trafficking and HIV/AIDS: (i) HIV/AIDS and Social Science Research; and (ii) Sociocultural Research on Human Trafficking (with the Asia Foundation).

d. Project Management

15. Through direct selection, ADB will recruit UNESCO for TA implementation. As provided for in the existing agreement between UNESCO and ADB,⁴ UNESCO will be responsible for selecting, recruiting, and supervising the experts needed for implementing its components in the TA. The exception is the M&E specialist, who will be recruited as an individual and engaged directly by ADB. Using its standard procedures and those acceptable to ADB, UNESCO will select and engage experts, based on the terms of reference provided in this appendix, from among qualified nationals of ADB's member countries. Prior to finalizing a contract with each expert, UNESCO will seek ADB's no objection to the person proposed, and to the terms of reference under which that person will operate.

16. All procurement financed by ADB under the Project will be in accordance with the local competitive bidding procedures of ADB's *Guidelines for Procurement*, and other arrangements acceptable to ADB. UNESCO will transfer all equipment to participating government counterpart agencies at the end of the TA.

17. TA implementation will begin in July 2005 and end in June 2007. A midterm review will be conducted in June 2006. UNESCO will prepare quarterly progress reports, in a format to be agreed upon with ADB, and submit them to ADB within 1 month of the end of the period to which they refer. The reports due at midterm and the end of the TA will be replaced by more detailed midterm and final reports respectively. A draft final report will be submitted to ADB for comments, and finalized within 2 weeks after ADB's comments are received.

⁴ The agreement for the implementation of ICT and HIV/AIDS Preventive Education in the Cross-Border Areas of the Greater Mekong Subregion (RETA 6083) between ADB and UNESCO, signed 28 March 2003.

B. Responsibility of ADB

18. In accordance with its *Guidelines on the Use of Consultants*, ADB will select an international consultant as an individual to monitor and evaluate TA activities.

19. The M&E specialist (international, 3 person-months) will have a background in the social sciences, with at least 5 years experience in behavioral change programs for ethnic minorities in GMS. The specialist will be experienced in M&E, especially in developing qualitative methods of M&E and community-based monitoring programs. The specialist will have excellent writing and interpersonal skills. The specific responsibilities follow:

- (i) Explore the possibility of using randomized evaluation methods for M&E of radio broadcasting.
- (ii) Evaluate the process through which communication strategies are developed (e.g., the research, production, and audience follow-up activities).
- (iii) Develop project performance indicators with UNESCO, to help monitor the effect of radio dramas and audiotapes on knowledge and behavioral change among ethnic minority communities living in the cross-border areas. Indicators will be disaggregated by ethnic group and gender.
- (iv) Determine the effectiveness of the clearinghouse facility and GIS mappings in building local capacity for research and ICT capabilities.
- (v) Analyze the effectiveness of partnerships developed by the TA in enhancing subregional cooperation in GMS countries for preventing HIV/AIDS.
- (vi) Train UNESCO experts and other stakeholders in participating countries on M&E implementation.
- (vii) Present findings at the midterm review and final review workshops.

20. The specialist will be responsible for the following outputs:

- (i) Develop an M&E plan for TA activities, in collaboration with UNESCO and ADB.
- (ii) Implement an M&E plan, in collaboration with UNESCO.
- (iii) Submit a final M&E report on effective communication strategies for preventing HIV/AIDS among ethnic minority groups in GMS. A draft report will be submitted to ADB and UNESCO for comments within 1 month after the end of the TA (June 2007). The report will be finalized within 2 weeks after receiving comments from both organizations. The report will be based on results of M&E activities for the TA, and will include
 - (a) an indicative list of lessons learned;
 - (b) identification of structural vulnerabilities (e.g., citizenship and land tenure) as they contribute to an increased vulnerability to and risk from HIV/AIDS;
 - (c) a section on impacts on gender and specific ethnic minority groups; and
 - (d) suggestions for enhanced regional cooperation, within a review of other effective HIV/AIDS communication strategies used among ethnic minorities in GMS.

21. The specialist will take part in missions to each of the four participating countries—Cambodia, PRC (Yunnan Province), Lao PDR, and Thailand. At least one mission will take place in the beginning during the development of the M&E plan, one before the midterm review, and one before the final review.