



Mapping of Hotspots in the National Capital District, Papua New Guinea

November 2010

For Program Purpose only

Acknowledgement

This hotspot identification exercise was conducted by the Helvim Bilong Yumi Project (HBYP) of FHI and Hope Worldwide and the Poro Sapot Project (PSP) of Save the Children with financial and technical support from FHI PNG. FHI would like to extend its appreciation to all the volunteers who participated in the mapping exercise over the three week period in September 2010 and the program managers of HBYP and PSP for allowing the volunteers to conduct this mapping.

Team make up

The mapping group was divided into three teams which comprised both female sex workers (FSWs) and men who have sex with men¹ (MSM) volunteers and field support officers from the HBYP and PSP projects. A total of twenty volunteers from HBYP and PSP (10 females and 10 males) conducted the mapping in National Capital District (NCD).

Introduction

Based on the recommendations provided by FHI/APRO Technical Advisor for Male Sexual Health, a formative assessment among MSM and FSWs was needed to effectively conduct HIV prevention activities with most-at-risk populations (MARPs). The formative assessment was not approved by NACS ethics committee; instead FHI conducted a hotspot identification exercise to identify specific locations which MSM and FSWs visit in NCD.

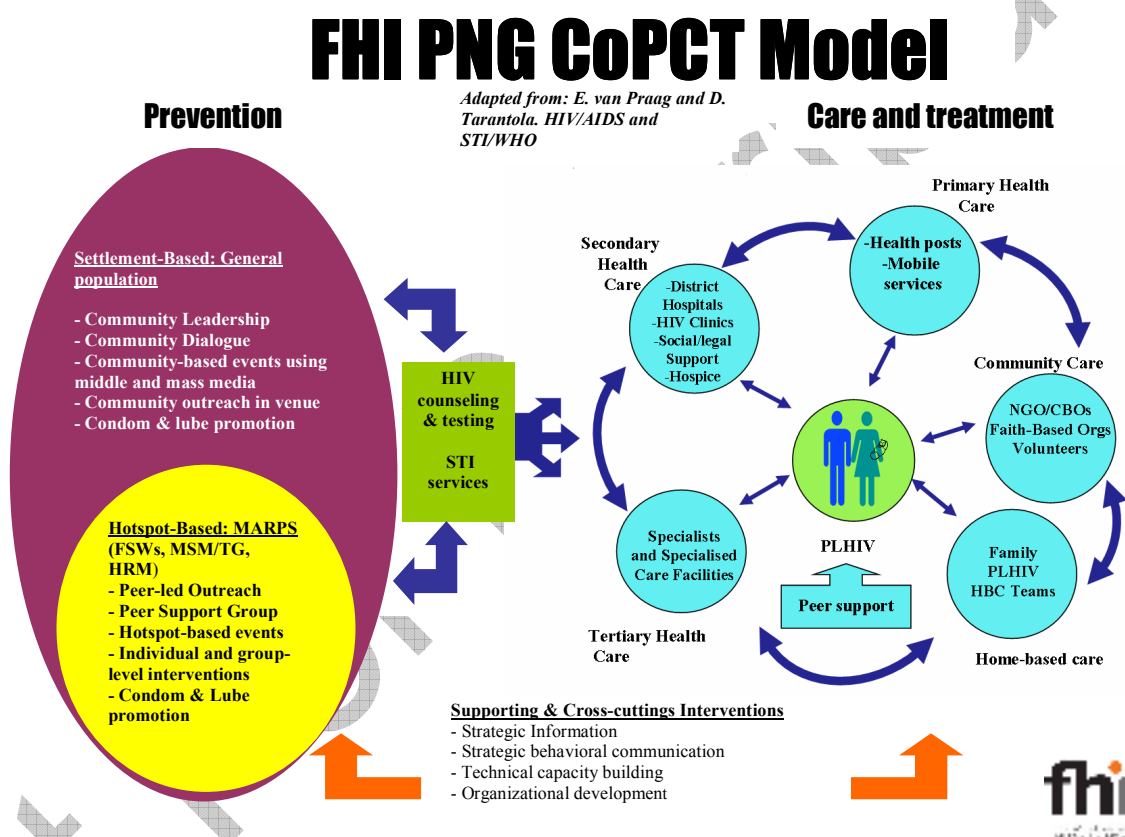
This mapping exercise serves to identify hotspots in which FHI's prevention interventions can be targeted by the outreach teams reaching out to MSM, FSWs and High Risk Men (HRM)² in NCD. In addition, the mapping exercise was important for the implementation of the revised Continuum of Prevention to Care and Treatment (CoPCT) model, in which the prevention component has two distinct levels of interventions with different

¹ For the sake of clarity of the report, the broad definition of MSM as defined by Asia Pacific Coalition on Male Sexual Health (APCOM) is used. It defines "*the sexual behaviors of males having sex with other males, regardless of gender identity, motivation for engaging in sex or identification with any or no particular 'community'*"

² Using the FHI decision tree classification, HRM are defined as men who have multiple and/or concurrent sexual partners. HRM might have sex with opposite sex or same sex.

‘audiences’. The prevention component is linked to Care and Treatment through the HCT and STI services (see figure # 1). The prevention component of the model focuses on HIV interventions targeting MSM, FSWs and HRM at hotspots and the general population at the settlements, which are community leaders, women, men and young people.

Figure 1: FHI PNG CoPCT Model



Approach

Purpose and objective of the hotspots mapping

The primary purpose and objective of this mapping exercise was to identify the types of locations and describe hotspots where significant numbers of MSM, FSWs and HRM gather. Furthermore, the exercise would inform the improvement of HIV prevention interventions targeting MSM, FSWs and HRM in NCD.

The volunteers, who were MSM or FSWs, identified sites based on the level of “hotness” of the site i.e., presence of any MARPs, and negotiation and sexual activities taking place in this site. Through a brainstorming with these volunteers a total of 50 possible sites were identified in NCD. From these 50 sites, the group then identified 31 sites frequently visited by MARPs and classified as “hotspot”. Unfortunately, only 27 out of 31 sites were visited because volunteers were not able to collect information from 3 establishments where the management did not allow them to enter into the premises due to strict dressing codes, and 1 establishment was closed during the mapping period.

- *Mapping approach*

HOPE Worldwide (HBYP), Save the Children (PSP) and FHI conducted a three week mapping exercise of these identified hotspots within the NCD from 7-24 of September 2010. The mapping exercise focused on 31 sites within the three electorates of NCD, Moresby North-East, Moresby North-West and Moresby South.

The approach used during the mapping exercise was informal discussions with regular visitors of the site and observation. Informal discussions were done with FSWs, MSM, HRM, and others key informants such as bar tenders, security guards, and pimps who were present at the location during the mapping exercise. A standard form which is referred to as the ‘hotspot identification tool’ was used by the team to seek information related to:

- Reliability of information,
- Number of MARPs estimated to come to this site per day,
- Number of MARPs observed/interacted with at this site
- Level of security and violence in this site for the MARPs
- Experience of police raiding this site
- Other locations key informant goes to apart from this location
- Availability of condoms, lubricants, IEC materials for MARPs

The hotspot identification tool is attached as Annex 1. In terms of security it was defined based on the level of safety as perceived by the FSWs, MSM and HRM who visit the location. History of police raids at the location was also considered. Furthermore, observation was done on the types of MARPs visiting the location.

HBYP volunteers field-tested and revised the hotspot identification tool prior to the mapping exercise. In September 2010 FHI PNG conducted a one-day training course on the use of the mapping tool. FHI staff provided support and consistent feedback during thorough the mapping exercise.

People who participated in the informal discussion were informed that the purpose of this exercise was to improve HIV programming for MARPs implemented by FHI and Save the Children in NCD. They were asked if they wanted to participate in the informal discussion before questions were asked by the volunteers. No identifiers were collected and people were free to leave the discussion if they did not want to answer questions. It is also important to mention that the information collected was about the locations and activities and not about the participants' behaviors or any other sensitive personal information. HIV prevention education and condoms were provided by the outreach volunteers (OVs) during the mapping exercise.

Problems faced

The main problem faced during this exercise was that some volunteers did not fill out their forms completely for each of the sections due to literacy level. Despite daily review of forms and feeding back to volunteers, the latter struggled with filling out forms. For some sites such as Location # 28, the access to the establishment was refused to the OVs due to strict dress codes. Three other sites had similar issues and our OVs were unable to access these sites. Another limitation of the mapping is that the identification of the sites was done based on OVs' experience. Also, because of safety and human resource capacity limitations some sites had to be overlooked. It is acknowledged that in these sites population with higher risk behaviors may be found. Efforts will be made to obtain information from these sites at a later date.

Mapping results

Table 1 illustrates the type of location, operational and peak times, estimated number of MARPS and level of security.

Table 1: Peak day and time for 27 sites visited

Name of site	Type of site	Operational time	Peak day	Peak time	Estimated FSW at peak day/time	Estimated MSM at peak day/time	Estimated HRM at peak day/time	Level of security
Location #1	Club	6:00pm-2:00am	Thursday - Saturday	6:00pm-12:00am	5-30	5-10	10-15	Safe
Location #2	Club	6:00pm-12:00am	Thursday-Saturday	7:00pm-12:00am	50-100	0-10	15-25	Dangerous
Location #3	Village Trade store	6:00pm-12:00am	Sunday-Sunday		Friday-Saturday: 15-40	Sunday-Sunday: 20-60	Friday-Saturday: 20-60	Safe
Location #4	Club	3:00pm-12:00am	Wednesday-Saturday	3:00pm-12:00am	10-70		30-70	Safe
Location #5	Post Office	8:00am-4:00pm	Friday -Saturday	11:00am-10:00pm	Friday -Saturday (11:00am-10:00pm): 10-50	Friday-Saturday (11:00am-6:00pm): 5-10	Friday: 10-25	Dangerous
Location #6	Club	10:00am-2:00am	Wednesday-Saturday	1:00pm-2:00am	15-100	15-30		Safe
Location #7	Club	6:00pm-6:00am	Wednesday - Saturday	2:00am-6:00am	30-100	5-10	40-100	Safe
Location #8	Club	6:00pm-6:00am	Thursday-Saturday	6:00pm-6:00am	20-30			Safe
Location #9	Market	8:00am-6:00pm	Monday-Sunday	6:00am-8:00pm	Monday-Thursday: 15-30		Wednesday - Saturday: 100-500	Dangerous
Location #10	Hotel	8:00am-12:00am	Friday-Saturday	8:00pm-6:00am	5-30		10-20	Dangerous
Location #11	Guest house	6:00am-6:00am	Thursday - Saturday	6:00pm-5:00am	Thursday - Saturday (10:00pm-5:00am): 15-50		Thursday-Saturday (10:00pm-5:00am): 12-20	Safe
Location #12	Motel	6:00am-6:00am	Friday-Saturday	8:00pm-2:00am	50-100	0-10	50-100	Safe
Location #13	Food bar	9:00am-12:00am	Wednesday - Saturday		20-40	10-20	0-10	Safe
Location #14	Market	6:00am-10:00pm	Wednesday-Saturday	4:00pm-9:00pm	Thursday-Saturday (4:00pm-9:00pm): 10-50	Thursday-Saturday (5:00pm-9:00pm): 10-60	Wednesday-Saturday (5:00pm-9:00pm): 50-100	Dangerous
Location #15	Hotel-club	8:00pm-2:00am	Thursday-Saturday		60-80	0-5	20-30	Safe
Location #16	Club	8:00am-10:00pm	Wednesday & Friday -Saturday	6:00pm-9:00pm	0-10	0-5	10-20	Safe
Location #17	Club	5:00pm-2:00am	Wednesday-Saturday	5:00pm-7:00pm	15-30	1-10	10-30	Safe
Location #18	Club	5:30pm-4:00am	Wednesday - Saturday	8:00pm-12:00am	20-50	5-15	0-10	Safe

Location # 19	Club	5:00pm-2:00am	Wednesday-Saturday	5:00pm-2:00am	15-40	30-100	0-5	Dangerous
Location # 20	Club	5:00pm-3:00am	Wednesday - Saturday	8:00pm-3:00am	10-100	5-25	20-50	Safe
Location #21	Beach	6:00am-6:00am	Thursday-Sunday	2:00pm-6:00pm	Friday-Saturday (2:00pm-6:00pm): 20-50	Thursday-Saturday	Friday-Sunday (3:00pm-10:00pm) 20-60	Safe
Location # 22	Motel-Club	6:00pm-2:00am	Wednesday-Sunday	8:00pm-2:00am	Friday-Saturday : 10-30	Sunday: 20-40	Wednesday-Sunday: 20-30	Safe
Location # 23	Inn-Club	6:00am-6:00am	Friday -Saturday	6:30pm-6:00am	20-100	5-20	20-100	Safe
Location #24	Lodge	6:00am-6:00am	Thursday-Sunday	6:00am-6:00am	Thursday-Sunday : 10-50	Thursday - Saturday: 3-10	Thursday-Sunday: 5-70	Safe
Location #25	Village	10:00pm-12:00am	Wednesday-Saturday	6:00pm-12:00am	Wednesday-Saturday (6:00pm-12:00am): 50-100	Friday-Saturday (6:00pm-12:00am): 10-60		Safe
Location #26	Market	6:00am-6:00pm	Monday-Saturday	12:00pm-6:00pm	Friday-Saturday (4:00pm-6:00pm): 5-50	Friday-Saturday (1:00pm-6:00pm): 5-50	Monday-Saturday (1:00pm-6:00pm): 10-100	Dangerous
Location #27	Club	10:00pm-3:00am	Wednesday-Saturday	12:00pm-3:00am	Wednesday-Saturday (12:00pm-3:00am): 10-60	Friday: 20-30	Wednesday-Saturday (12:00pm-3:00am): 40-60	Safe

The mapping was done in 12 clubs, 3 hotels, 3 markets, 1 post office, and 1 trade store in a village, 1 beach, 1 food bar and a mix of 6 lodges, guesthouses with bars. Operational time of these sites range from 24 hours service every day from Sunday to Sunday, and some locations had opening hours 10:00pm to 3:00am. A detailed timing and days is listed on table 1.

Out of the 27 sites which were identified, six sites were only visited by FSWs, while the other 25 sites were sites visited by MSM and FSWs. Estimated MSM at hotspot during peak hours range from 10-60, except for one site (Location #19) which had a range from 30-100 MSM during peak hours. Estimated FSWs at hotspot during peak hours range from 5-100. While estimated HRM at hotspot during peak hours ranges from 10-100.

Seven establishments were frequently visited by MSM, FSWs and HRM including locations #6, location #7, location #8, location #18, location # 22, location #24 and location

#27. One possible reason as identified by all respondents is these establishments are considered to be safe.

The team also assessed the availability of condoms, lubricants, and IEC materials targeting MARPs and general population at each visited site and none of these commodities were found in 2 of the 27 sites assessed.. The table shows summary of availability of the above mentioned commodities in the different sites.

Table 2: Condom and IEC materials

Number of visits	Number of sites visited	Sites where Condoms were available during visit	Sites where Lubricants were available during visits	Sites where IEC (MARPs focused) were available during visits	Sites where IEC (general Popn) were available during visits
Visit 1	25	13	13	6	5
Visit 2	24	13	11	2	3
Visit 3	24	10	10	3	3
Visit 4	24	14	15	3	3
Visit 5	24	14	14	4	3
Visit 6	23	14	14	6	4
Visit 7	19	11	10	4	3
Visit 8	14	8	8	4	3
Visit 9	11	8	8	2	3
Visit 10	9	3	3	2	2

Club owners, managers and gatekeepers are willing to support interventions. It was noted during the assessments that in the location #11, #17, #20, # 22, and # 26, IEC, lubricants and condoms were available. However, it was observed and also expressed through informal discussions with MSM, FSWs, HRM and other key informants that more condoms are needed. For example, Manager in location #20 expressed that they receive 4608 male condoms from Poro Sapot for 2 weeks and this is not enough to satisfy the demand of the clients asking for condoms. Outreach volunteers also noted the presence of vending machines in some sites, but all these machines were empty.

Key results and next steps

- Result # 1: Peak time for MSM and FSWs at the hotspot was mainly in the evening and not the morning hours of the day. This timing clearly shows that interventions timing currently used by HBYP does not correspond to the timing which would facilitate reaching MARPs.
 - Recommendation #1: Evening/night interventions involving HBYP volunteers need to be implemented. These interventions will ascertain reaching MARPs population. The interventions need to start at establishments first and roll out to settlements and other non-establishment where MARPs gather.
- Finding # 2: Most of the sites mapped include mixed MARPs i.e., MSM, FSWs, and HRM
 - Recommendation # 2: targeted intervention to reach MARPs should take this situation into consideration and include MSM, HRM and female outreach volunteers for easing the communication with the most-at-risk population in these sites.
- Finding # 3: Hotspots identified were mostly establishments such as clubs, hotels, guesthouse and bars which are not located in the settlements. This finding shows that current interventions done in the settlement are not reaching directly MARPs but more general population. Only two hotspots were identified in the village where current interventions are being implemented by HBYP.
 - Recommendations # 3: refocus intervention to establishments with the use of both MSM and female outreach volunteers from HBYP.

Finding # 4: there are no condoms and/or lubricants or IEC materials in the majority of assessed hotspots. Commodities, such as condoms/lubricants (excluding condoms vending machines) and IEC material were not available in ten out of 27 visited sites. Only one site had all the items through out the ten visits.

- Recommendations # 4: Condom and lubricants distribution needs to be developed to effectively meet the need of MARPs. FHI and HOPE Worldwide

need to work closely with Save the Children for implementing a coordinated and sustainable system of condom and lubricant distribution.

- Recommendations # 5: Targeted IEC materials need to be developed and distributed and displayed to the hotspots.

Possible interventions

As a result of this mapping exercise some possible interventions that could be introduced into the types of locations identified are illustrated in the table below.

Type of location	Possible intervention
Clubs	- Entertainment such as dance competitions, fashion shows (currently being implemented in location #6 and location #22) - Condoms dispensers in the restrooms - Targeted MARPs IEC distributed and displayed - Clinic information distributed by volunteers and bar staff - IPC through peer outreach workers at the entrance/exit of the club
Lodges, motels, inns	- Condoms and clinic information available in all the rooms and at reception - 100% condom promotion recognition awards to establishments
Market, beach	- Condom dispensers available in a safe place - IEC distribution and displayed - IPC through peer outreach workers - Any other community-based activities that could be organized at these public places: entertainment

Annex

Annex 1: Hotspot/Site Information Sheet

VISIT TO THIS LOCATION

Name of the Site:

Date of 1st Visit: Time:

Date of 2nd Visit: Time:

Date of 3rd Visit: Time:

Was this visit done during the Peak Time? Yes/No

What are operational times of the day for the establishment site?

Names of Outreach Team Members:

1. Key Informants (KI) Interviews							
KI Code #	Type of MARPs*	Age	Sex	How often is the KI at this site? **	How does the KI know about this site?	Reliability of info? ***	Interviewed by? (Name of OV)
A1							
A2							
A3							
A4							
A5							
A6							
A7							
A8							
A9							
A10							
A11							
A12							

* Code for MARPs: 1 = FSW, 2 = MSM, 3 = HRM, 4 = Non-MARP

** Frequency: Daily, once a week, twice a week, once a month, every few months

*** Reliability: 1=Not interested, 2=Not sure, 3=Good, 4=Very detailed, 5=Excellent

2. Please indicate the number of MARPs estimated to come to this site per day			
KI Code #	Estimated Size/per day.	When is the busiest day and time at site?	How hot is this spot *? (High, Medium, Low)

* Hot in term so sexual activities, recruitment of and negotiation with sexual partners: High = frequently, Medium = regularly, Low = "Occasionally"

3. Please indicate the number of MARPs observed/interacted with at this site		
Indicate Type of MARP	# observed	# Interacted with
Transgender		
Male sex worker		
Non-MSM		
MSM < 18 years of age		
Management Staff		
General Staff		
FSW		
Pimp		
Local male client		
Foreign male client		
FSW<18 years of age		
Other		

4. Please explain what the level of security and violence in this site for the MARPS: (Using the scale rate from 0 = "safe" to 5 = "very dangerous"

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5. Please explain whether you had any experience of police raiding this site:

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6. What are the other locations do you go apart this location?			
KI Code #	Name of the location	Type of the location	Further information about the location

7. General Comments:

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For outreach workers:

- | | | |
|--|-----|----|
| - Condoms are available in this location: | Yes | No |
| - Lubes are available in this location: | Yes | No |
| - IEC materials (targeting MARPs) are displayed in this location: | Yes | No |
| - General IEC materials (HIV in general) are displayed in this location: | Yes | No |