"We are the front guard of this program":
Qualitative Study on the Meaning of Outreach Work in HIV Prevention Program in Indonesia

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Presented for Australasian HIV&AIDS Conference
Brisbane, 18th September 2015

Background

Grafik 1. Jumlah HIV dan AIDS yang Dilaporkan per Tahun sd Desember 2013
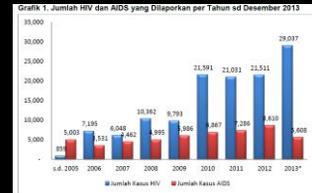
Source: MoH, 2014

- Indonesian MDGs Target 2015:
1. National HIV prevalence decreases to 0.3%
2. ART access rate also increases (more than 80%)
3. Percentage of 15-24 year old group who has comprehensive knowledge of HIV and AIDS is still relatively low
4. Percentage of reported condom use among high risk group has not reached the target of 45%
- IBBS 2012: low rates of reported condom use among high risk groups

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- Kroeger (2000): National strategy is hard to implement for a lack of local mecahism
1. Early 1990s: USAID dg PACT developed EPOCH project (Enabling Private Org to Combat HIV/AIDS) to organize with local government and organization
2. 1994: EPOCH listed 37 local organization, but most are *short lived*
3. 1996: 100 million USD to fund 5 year program – USAID designed HAPP (HIV/AIDS Prevention Project); geographical division of working area (AUSAID in Indo timur; USAID di Jawa dan Manado; UNDP in Sumatera and Kalimantan); focusing on *technical support*
- Ibrahim *et al* (2010):
1. Decentralization not followed by funding at local level
2. Inconsistency between program designed from the top level with local implementation, especially with regards to outreach work

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Research Question

Given that there is a gap in the academic literature that mainly examines the effectiveness of HIV prevention program in Indonesia by focusing on the "target group", our study focuses on these two main questions,

What meaning is attached to outreach work?

What are the barriers and facilitators of outreach work in HIV&AIDS prevention program?

Conceptual Framework

- Intervention– *from expert to locals*?
- Outreach worker is usually called (and usually refers to themselves as) the front guard of intervention program. de Sardan (2005) call these *field agents* as mediator and *expert* of two languages: project language and local language.
- Outreach worker's main task is to provide access to the hard to reach group.

Conceptual Framework (cont.)

- What is outreach work for?
1. Getting access to community
2. Providing and disseminating HIV related info to get people to be aware of HIV risk
3. Helping community to do a risk self-assessment for a behavioral change
4. Supporting safe behavior by providing referrals to various kinds of services
5. Involving community in health promotion

Method

- Designed as a qualitative-descriptive study, done mostly with FGDs and in-depth interviews.
- Nine (9) organizations based in Yogya, Solo and Semarang were involved (all focused on HIV prevention program, except for IDU-centered program.
- Three (3) interviewers were recruited from three partner organizations, who also provided reflexive inputs to our data.
- FGDs were done initially to identify sample organizations, and to revise our research instruments.
- In-depth interviews were done by convenience sampling method to 56 informants, which consists of 25 outreach workers (or in Bahasa Indonesia: *petugas lapangan*/field agent), 18 members of assisted community, and 13 organization representatives (34 men, 15 transgender, and 5 women).

Study Location

- Surakarta (563.659 people 44.04 km2; 2013)
- Semarang (**1,765,396** people 373 km2; 2015)
- Yogyakarta (394,012 people 34.5 km2; 2012)

Description of Informants

- Outreach workers: 12 from 25 had 'side jobs', 3.5 months to more than 3 years (most have been working for about a year)
- Organization representatives: more than 10 years of involvement with HIV-related program
- Target group: 19-55 years old, 3 months to 5 years involvement with program

Description of 9 organizations

- By funding:
(a) Global Fund (5);
(b) other organizations (USAID (via SUM) and JICA (dua);
(c) independent (5);
(d) local government (2)
(e) more than two source of funding (3)
- By identity:
(a) *identity-based institution*
(b) *non identity-based institution*.

Result

- **A shift of meaning in doing OW:** professional work or *volunteering*
- **Target: varies → quantitatively measured (by output) and qualitatively measured (by process)**

Discussion

1. Gap between meaning attached to work with target (no ownership to target?)
2. Gap between what it means by effective work (imposed by donors and organization) with what an ideal OW is as seen by target group
3. OW: is involving member of community as OW enough to be called a community organizing effort?

Conclusion

1. Population mapping versus population estimation as target?
2. Redefining the concept of outreach work (technical definition of giving information and making referral)
3. OW as middle person – more ownership to the program language, rather than local language.

Conclusion (Cont.)

4. 'Capacity building' → keeping up with current issues
5. Gap in capacity between organization: those who get funding (most are *non identity-based institution*) those who do not (*identity-based institution*) should highlight the need to strengthen organization capacity.

Acknowledgement

- My two co-authors
- Indonesian National AIDS Commission
- HCPI
- Abby Ruddick, PhD.
- Partner Organizations: Yogya (Vesta, Kebaya), Solo (SPEKHAM, Gessang, LPASKA), and Semarang (PKBI – Griya Asa, Perwaris, SGC, Yayasan Kalandara)
- All informants who had shared their stories, and made this study possible

Disclosure of Interest Statement

The research being reported was funded by Indonesian National AIDS Commission and HIV Cooperation Program for Indonesia (HCPI) under Operational Research 2013-2014 Funding Scheme. The argument being presented here, however, belongs solely to the authors.

The authors report no conflict of interest.