IOM · OIM

Starting the Conversation

INFORMATION, FEEDBACK AND ACCOUNTABILITY
THROUGH COMMUNICATIONS WITH COMMUNITIES
IN POST-TYPHOON PHILIPPINES

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PATH OF TYPHOON HAIYAN | 8 NOVEMBER 2013

MANILA

TACLOBAN

PHILIPPINES

ACKNOWLEDGEMENTS

IOM is committed to the principle that humane and orderly migration benefits migrants and society. As an intergovernmental organization, IOM acts with its partners in the international community to: assist in meeting the operational challenges of migration; advance understanding of migration issues; encourage social and economic development through migration; and uphold the human dignity and well-being of migrants.

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Community members use solar radios distributed by IOM while living in temporary shelters following Typhoon Haiyan © IOM 2014 (Photo by Alan Motus)

Executive Summary

On 8 November 2013, the Philippines was hit by a category 5 'super-typhoon', known as Haiyan internationally and as Yolanda in the Philippines. This unprecedented natural disaster left a trail of widespread destruction in its wake. Tacloban City, the capital and seat of government in Eastern Visayas, suffered the highest level of devastation because it was hit by a deadly storm surge caused by the typhoon's powerful winds.

Following Typhoon Haiyan, IOM launched a humanitarian communications pilot project called Tindog Kita ('Rise Together' in English). As part of the Tindog Kita campaign, IOM piloted three communications tools to increase engagement with affected populations, provide relevant information and gather feedback from the communities.

The three main communications tools piloted are the following:
- Radio drama
- Interactive talk show
- Key message song

As Tindog Kita enters its second phase, this report provides a detailed assessment of the communications preferences of communities in and around Tacloban during the emergency and recovery phases. Based on these findings, the communications tools used so far in Tacloban have been assessed to provide IOM and the broader CwC community with practical advice and suggestions. The main findings of the report are summarized below.

IMPROVING THE EFFECTIVENESS OF COMMUNICATIONS CAMPAIGNS

Overall, there is a case for better and more frequent communications campaigns. Most of the people feel they received insufficient aid-related information in the aftermath of the typhoon and that they did not have a voice in decision-making regarding the response to Haiyan. Overall, communications tools need to be reviewed and communication efforts should be strengthened to plan and implement more effective CwC strategies.

Face-to-face communication is the strongest preference when it comes to receiving and sharing information. However, following an emergency, there are serious limitations in reaching the affected population with such a labor-intensive approach. Media also plays an important place as a communication channel for humanitarian work and effective communications strategies should to include both face-to-face interventions as well as mass media.

Radio is the most preferred and most accessed media channel, closely followed by television. While the preference for radio is primarily a result of the situation after the crisis, it can be expected to remain a strong and important source of information. Humanitarian organizations are advised to further examine and strengthen the use of the radio for CwC campaigns, although television is likely to become the most preferred media channel in the future.The report indicates that using television for information sharing may be a valuable approach, particularly during the recovery phase.

Audience characteristics are diverse across all media channels and formats, which suggests that a tailored and flexible approach is preferable to a one-size-fits-all approach.
Research indicates that various formats used for radio, television and print media attract different demographic groups in terms of age, gender, education and displacement status. An In-depth preliminary research on a target group's media preferences would allow humanitarian organizations to plan their outreach campaigns more effectively.

IMPROVING ENGAGEMENT WITH COMMUNITIES
There is a discrepancy between people's desire to reach out to humanitarian organizations and the number of those who actually take the initiative to do so. The majority of people surveyed expressed a desire to reach out to humanitarian organizations; however, they almost never do for a variety of reasons, mostly because they don't know how. This finding highlights the significant gap between the potential for two-way communications and the feedback actually received. Comprehensive strategies encouraging people to reach out while providing them with well-publicized feedback channels should be a priority on the agenda of the humanitarian community.

Direct feedback and effective response to communications received by communities is of utmost importance. Encouraging people to communicate with humanitarian organizations should go hand in hand with providing feedback, thereby closing the feedback loop. Failing to provide a response to the communities' concerns might trigger a negative reaction, potentially leading to distrust and lack of further engagement.

The main reasons for not reaching out to the humanitarian community are lack of awareness of feedback mechanisms and trust issues. Most people do not know how to contact humanitarian actors. Furthermore, negative experiences with "fake" non-governmental organizations (NGOs), as well as insufficient communication of intentions and actions by the humanitarian community, further discourages people from reaching out. Improved communication efforts in terms of establishing and advertising feedback channels will likely reduce this lack of knowledge. On the issue of trust, the international community needs to boost its communication efforts and increase transparency, particularly on the 'why' of their operations.

SMS platforms and phone hotlines may not yet be sufficient as stand-alone feedback platforms. Undoubtedly, there is a potential for these platforms as feedback channels. However, the results show that the majority of the population does not yet view phone and SMS as sufficient feedback channels. Outreach campaigns and exposure may increase the usage of these platforms. Nevertheless, face-to-face communication channels should be included to complement any two-way communications strategy.

ASSESSMENT OF THE TINDOG KITA COMMUNICATIONS TOOLS
The Tindog Kita communications campaign has achieved good outreach with very limited resources. The quantitative survey suggests that about 28 per cent of the persons interviewed have heard at least one of the Tindog Kita components. Most respondents know the campaign because of the Tindog Kita song. The radio drama and interactive talk show had a lower overall reach. The popularity of the talk show varies widely according to the geographical location of the respondents. It is important to view the findings of this report in light of the limited resources that were available for CwC following Typhoon Haiyan.

Additional resources are needed for CwC campaigns to increase outreach and impact in crisis-affected communities. IOM partners with Radyo Abante, a community radio station not known well among the Tacloban population. But in contrast to commercial radio stations, Radyo Abante offered to broadcast Tindog Kita shows to affected communities for free. Hence, Radyo Abante was the first and only choice for Tindog Kita, which was, like most CwC campaigns, significantly resource-constrained. Given this context, the outreach of the Tindog Kita campaign has been relatively successful.

▼ Radio drama

The data collected suggests a very positive perception of the radio drama. The show is most popular with people who expressed a liking for radio dramas in general. It also appears that the drama is primarily popular with people living in the barangays close to Radyo Abante. The analysis furthermore suggests that people learn from the drama.

Further analysis suggests that people learn from the drama with general messages more likely to be remembered. The question on whether the radio drama influences people's behavior is uncertain. Future research should seek to answer this question and assess the causal relationship between information consumption and behaviour change. However, the overall limited popularity of radio dramas – particularly among men – compared to other show-formats, suggests there may be more effective formats to reach male target groups.

▼ Interactive talk show

Overall, people indicate that they enjoy listening to the interactive talk show. Listeners particularly mention how the show encouraged them in difficult situations. Compared to the other communication tools, however, the overall outreach of the talk show is rather limited. Further assessment is warranted to determine whether other show formats or adaptations of the current interactive talk show may be more effective in reaching affected communities. However, it is noteworthy that a higher rate of people engaged in two-way communications in response to the interactive talk show, highlighting that the format of radio programming makes a difference when seeking to engage affected communities in two-way communications.

▼ Key message song

Of the Tindog Kita communications components, the song is the most popular and most widely known, as 26 per cent of people interviewed indicated that they had heard it at least once. Ninety-seven per cent of listeners indicated they like the song. Furthermore, other radio stations voluntarily included the song in their broadcasts and apparently played it quite regularly. This leads to a positive conclusion regarding the song's quality. Survey results indicate that the song reached its target group, and particularly males and displaced persons.

The data suggests that the song did encourage people to rebuild their lives. These findings highlight the value of songs as tools to motivate and encourage people in crisis situations. The potential of songs to teach people specific key information is an important area for further research.

An IOM camp manager speaks to concerned residents at International Pharmaceuticals Incorporated (IPI) bunkhouse in Tacloban. Community consultations form a regular part of camp management activities in Haiyan displacement sites. © IOM 2014 (Photo by Alan Motus)

Introduction

Typhoon Haiyan, one of the strongest tropical cyclones ever recorded, devastated a wide swathe of the Philippines on 8 November 2013, claiming thousands of lives, tens of thousands of homes and triggering a huge humanitarian response. The impressive pipeline of aid saved countless lives and gave Filipinos the opportunity to rapidly rebuild their lives.

Where the response fell short, however, was in filling the communications vacuum left by a storm that destroyed cell phone towers and radio stations, and left the population feeling lost and disorientated for weeks.

Through careful research, this report establishes that the affected population had a great need for useful information while struggling to get back on its feet. Lack of resources meant that those communications activities that did take place had limited impact because they simply did not have the broadcasting power to reach the widely dispersed population that was affected by the typhoon.

The relatively weak communications outreach meant that guidance on rebuilding was limited and Filipinos in their race to rebuild their homes and in the absence of training and guidance, had "built back worse." This report establishes clearly the need to provide public information over multiple media channels to guide disaster-affected communities. IOM and its partners supported a small 500-watt radio station, which broadcasts interactive discussions and radio plays to encourage safe practices. But as one commentator noted, the station, Radyo Abante, 'is a candle in the wind' compared to the programming of commercial channels where entertaining rather than helping the disaster-affected community is the primary focus.

It is important in emergencies that humanitarian organizations reach out to communities using local media networks and thereby ensure that people have the right information at hand when making important decisions about their future. It is also vital that we listen and respond to people's concerns. When a community is in crisis, good two-way communication channels are essential to enable people to make well informed decisions and to give them a voice in the humanitarian response. That's what CwC is all about.

LEONARD DOYLE
IOM Director of Communications

DISASTER RESPONSE AND RECOVERY AND PEOPLE'S RIGHT TO INFORMATION, IN RELATION TO THE GOVERNMENT'S TRANSPARENCY AND ACCOUNTABILITY

People's right to information is ensured through the highest law of the land, the Philippine's Constitution, under Article III Section Seven of the Bill of Rights. Under this section, the right to information and the right of access to official records and documents are guaranteed.

People have the right to know of issues that might affect their rights, property, security and well being. The right to information, freedom of speech, of the press and of expression are aligned to other provisions, including the accountability of public officers under Article XI.

In times of disaster and emergency, the displaced and affected people's access to information is all the more crucial to their survival and recovery. At the onset and post-disaster, access to information and communications may become limited due to physical disruptions and damage to communications infrastructure. Information on lost loved ones and on access to aid becomes important to their survival. During the transition from emergency to rehabilitation, the survivors' questions shift from basic information on access to aid and services to information on the Government's plans and policies and on how donors' funds are spent. This information becomes vital to their overall recovery.

To ensure people's right to information, the Government's authorities, officials and employees have the duty to be transparent in their acts, transactions, reports and data, during the time they can be held accountable for. Transparency of course breeds public trust. Article XI, Section one of the Constitution states that public office is a public trust, and that public officers and employees must at all times be accountable to the people. The basic idea of government in the Philippines is that of a representative one, "where every officer accepts office pursuant to the provisions of law and holds the office as a trust for the people whom he represents."

It is noteworthy that accountability applies "at all times" in this jurisdiction. No distinction, therefore, shall be made between a normal setting and disaster and displacement when it comes to the people's right to information and the duty of public authorities to be transparent in their acts, transactions and decisions that affect the public.

[i]ARTICLE III. BILL OF RIGHTS.1987 PHILIPPINE CONSTITUTION, Section 7. The right of the people to information on matters of public concern shall be recognized. Access to official records, and to documents and papers pertaining to official acts, transactions, or decisions, as well as to government research data used as basis for policy development, shall be afforded the citizen, subject to such limitations as may be provided by law.
[ii]ARTICLE XI. ACCOUNTABILITY OF PUBLIC OFFICERS. 1987 PHILIPPINE CONSTITUTION, Section 1. Public office is a public trust. Public officers and employees must at all times be accountable to the people, serve them with utmost responsibility, integrity, loyalty, and efficiency, act with patriotism and justice, and lead modest lives.

Context and methodology

THE CASE FOR BETTER COMMUNICATIONS CAMPAIGNS

Information and communications are critical forms of assistance that enable crisis-affected populations to better understand issues that affect their lives, to make informed decisions and to voice concerns and needs for themselves and their communities. However, the field of CwC is still in an early, though rapidly expanding stage of development.

In emergency contexts, community feedback has repeatedly stressed the importance of communicating with the affected populations during humanitarian response operations. As recent advances in technology have created an environment where information can travel quickly and reach large numbers of people instantaneously, it is an ideal time to start the conversation between the international community and affected populations.

Recent discussions within the international community on improving humanitarian response have highlighted the importance of information, feedback and accountability for effective humanitarian operations.

Its main champion is the Communications with Disaster-Affected Communities (CDAC) Network, a cross-sector initiative among aid agencies, UN organizations, IOM, the Red Cross Movement, media development organizations and technology providers that recognizes information and two-way communication as key humanitarian deliverables. There is growing awareness within the international community that, as is true of people everywhere in the world, crisis-affected communities know best about their own needs and challenges.

In the weeks after Haiyan hit central Philippines, food items poured into the affected communities. Although recipients were thankful for the aid they received, there were significant gaps in the early relief operations including an urgent, unmet need for underwear, clothes, shampoo and other non-food items.

Good communication allows affected populations to relay their needs to humanitarian responders, and in turn allows humanitarian actors to provide better services and respond effectively to the communities. During focus group discussions (FGDs) conducted in Tacloban, participants were asked whether they felt they had received sufficient aid-related information after the typhoon. An overwhelming negative answer was received, and participants gave a similar response with regard to decision-making on how to respond to Haiyan.

FIRST RESPONSE RADIO AND RADYO ABANTE

Within a week of the typhoon, First Response Radio had set up an emergency broadcast from Tacloban City Hall, providing vital information on where survivors could access relief goods, and portraying the real situation on the ground.

In January 2014 First Response Radio became 'Radyo Abante', a humanitarian community radio station run by journalists who had lost their livelihoods as a result of the typhoon and supported by the local NGO PECOJON (Peace and Conflict Journalism Network). IOM uses Radyo Abante's unique position as a platform to broadcast its CwC radio output.

TINDOG KITA OVERVIEW

RADIO DRAMA

The radio drama is broadcast five days a week, Monday to Friday between 3-4pm, on Radyo Abante 98.7 FM. The radio drama, adapted from the children's fable of the Three Little Pigs, follows the fictionalized story of a family whose home and livelihood were destroyed when the typhoon tore through the central Philippines. The drama integrates disaster risk reduction "build back safer" messages.

The 10-part (including introductory and concluding episodes) contextualized series integrates key information on the most pressing concerns currently affecting families and communities – including how to build back safer–, health and psychosocial problems and protection issues such as the increased risk of human trafficking. At the end of each episode, questions on the topics covered encourage listeners to send text messages and share their feedback.

The drama aims to educate affected communities on key construction techniques in the hope that they will rebuild more resilient and safer homes. At the same time, the goal is to provide psychosocial support through entertainment, a compelling storyline, characters that listeners can relate to and situations that reflect their experiences.

INTERACTIVE TALK SHOW

The weekly one-hour interactive talk show is aired every Saturday from 7-8am on Radyo Abante 98.7FM. The programme aims to inform affected populations about relief and recovery efforts in Tacloban and surrounding areas. Guests are invited to discuss pressing issues including protection, shelter, health and sanitation. Listeners are encouraged to participate in the discussion by texting in their questions and concerns. Because it is a live show, listeners immediately get answers to their questions and concerns from experts. Guests include representatives from humanitarian agencies and local government offices.

KEY MESSAGE SONG

The specially commissioned key message song reiterates the importance of rising up after the storm and building safer homes. The song, which is also the theme song for IOM's Tindog Kita shows (both the radio drama and interactive talk show), echoes the aspirations of those affected by the typhoon to move forward to a better, more resilient tomorrow. It was developed collaboratively with Health Songs International and local musicians from the community of Tacloban.

Community members feel they do not have a voice in the decision-making process. These results show that despite a consistent humanitarian effort, there are major gaps in closing the feedback loop between humanitarian agencies and affected populations; therefore, communications tools need to be reassessed in order to increase effectiveness of CwC interventions.

STARTING THE CONVERSATION

As Tindog Kita enters its second phase, this report provides a detailed assessment of the communications preferences of communities in and around Tacloban during the emergency and recovery phase. It also offers recommendations for future communications campaigns. In light of these findings, the communications tools used so far in the Tindog Kita communications campaign have been reviewed and suggestions for improvements have been made.

Furthermore, this report aims to provide the broader CwC community with useful advice and suggestions, especially in supporting the growing body of CwC evidence-based research. This report is predominantly

based on the perceptions, thoughts and concerns of the Tacloban population and audience of the Tindog Kita campaign.

The key questions this report explores are:

- What are the media usage patterns and preferences among the population of Tacloban? How can communications tools be adapted to reflect these preferences?
- How can crisis-affected communities be more engaged in two-way communications? What challenges do affected populations face in reaching out to humanitarian actors?
- To what extent have the Tindog Kita communications channels reached the Tacloban population? How have the tools been perceived and how can they be improved for future campaigns?
- To what extent are the Tindog Kita communications channels succeeding in engaging people in two-way communications?

METHODOLOGY

The report combines a standardized quantitative survey with qualitative focus group discussions (FGDs) conducted with the general Tacloban population and Tindog Kita campaign respondents.

The quantitative media preferences survey has been implemented in the larger Tacloban city area. A team of six experienced enumerators, supervised by an IOM staff and overseen by an external monitoring and evaluation consultant, was selected. After an in-depth training, the team conducted 400 face-to-face surveys and 36 phone interviews. The survey consisted of 60 questions and was conducted in Waray, the local language of Tacloban and its nearby towns.[1]

The survey targeted three groups of respondents:

- Tacloban community members: Surveys were conducted in 12 barangays in the Tacloban area[2] to achieve a representative sample of the city's population. Using a random walk methodology with about 30 respondents per barangay, 342 respondents were interviewed.

- Bunkhouse residents: Fifty-eight residents of two bunkhouses were chosen using a similar random walk methodology to gain insights about the population currently living in bunkhouses[3] – an important target group for IOM.
- Campaign respondents: People who had reached out to Tindog Kita via SMS or phone were interviewed to better understand those who engaged actively with the Tindog Kita communications campaign. Thirty-six participants randomly chosen from a list of respondents were interviewed via phone.

IOM staff conducted six qualitative FGDs. The FGDs strategically took place two weeks after the quantitative survey to focus on and discuss questions that arose from the analysis of the quantitative data. Each of the FGDs consisted of six participants and was led by two moderators and three note-takers. The notes, transcribed and translated from Waray to English, were compiled afterwards. FGDs were conducted with two groups of respondents. Participants were chosen from a variety of locations and backgrounds, in an effort to represent a wide range of thoughts and opinions.

DISCLAIMER:
The quantitative data shown in this report does not claim to fully represent Tacloban's population as the barangays were not chosen randomly and the sample was drawn from the average population with regard to gender and age.[4]

Where possible, these factors are controlled in the analysis of this report; hence, findings are expected to be robust with regard to gender and age. However, the overall results may be biased. Furthermore, as the surveys were mainly conducted in private homes during working hours, it is likely that the data understates the perceptions of the workforce.

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[1]In cases where people knew one of the Tindog Kita communications tools, a second questionnaire was conducted to support the assessment of the components.
[2]The barangays were not been chosen randomly to ensure the inclusion of barangays that represent Tacloban and its population. This may limit the overall representativeness of the findings. The survey was conducted in the following barangays: Brgy. 5 (T. Claudio), Brgy. 54 (Magallanes), Brgy. 56 (El Reposo), Brgy. Brgy 64 A (Sagkahan), Brgy. 67 (Anibong), Brgy. 83-A (San Jose), Brgy 88 (San Jose), Brgy. 92 (Apitong), Brgy. 94 (Tigbao), Brgy. 79 (Marasbaras), Brgy. 109-A (V&G), Brgy. 110 (Utap).
[3]Sagkahan and IPI.
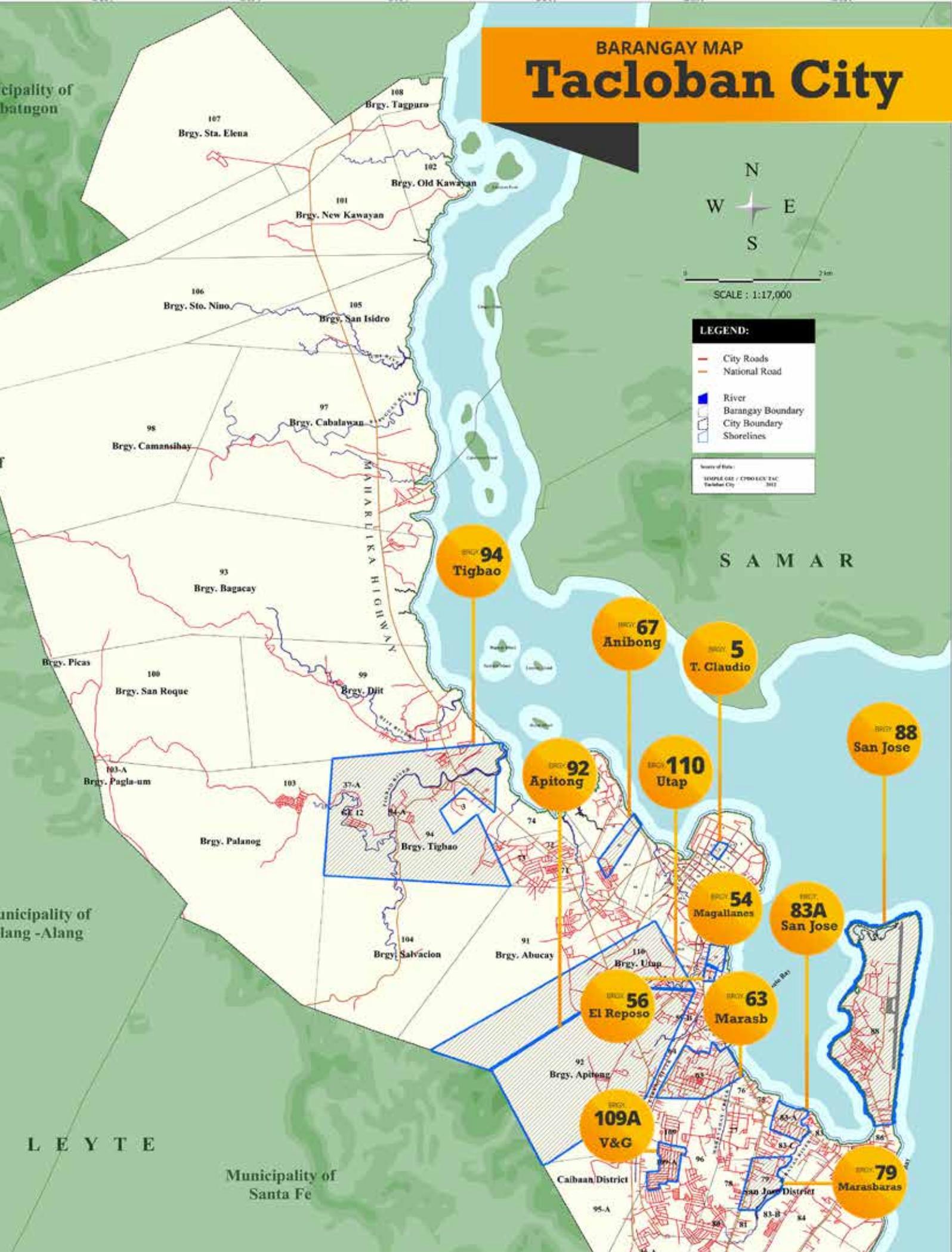[4]The data set over-represents females and the older people compared to other demographic groups.

FIGURE 1
Map of barangays surveyed in Tacloban

CHAPTER 1

Communication preferences

Access to information is essential for making informed decisions and can be life-saving in the critical early hours following a natural disaster like Typhoon Haiyan. In crisis situations characterized by significant distances, difficult access to affected communities and limited resources in terms of finances, time or human capacity, the media plays a vital role in ensuring that information reaches the affected population. However, when discussing the communications preferences of recipients, the majority of people prefer face-to-face communication over other channels of communication to receive and share information.

This finding does not indicate that media is an inappropriate approach; rather, it highlights the limitations of media as a communications channel by itself and the importance of including face-to-face communication in CwC campaigns to increase the likelihood of reaching the affected communities. Before analyzing the media preferences of Tacloban's population, further exploration of this finding is necessary.[5/6]

> "
> I WOULD LIKE TO ASK FOR HELP THROUGH A FACE-TO-FACE CONVERSATION, SO WE CAN ASK EACH OTHER QUESTIONS.[7]
> **JENNIFER**
> Burayan, San Jose, Tacloban City
> "

FACE-TO-FACE COMMUNICATION

In the aftermath of the typhoon, 93 percent of respondents state that barangay officials were their most trusted source of information. Figure 2 provides an overview of the most important information channels for the Tacloban population following Haiyan. The findings underscore the significant importance of local officials in disseminating information amongst the Tacloban population. It also shows the need for communications campaigns to tap into this source of information and to find ways of incorporating it into CwC campaigns. However, findings from FGDs also suggest that people find it difficult to rely on barangay officials as information providers.[8]

FIGURE 2
Most trusted sources of information
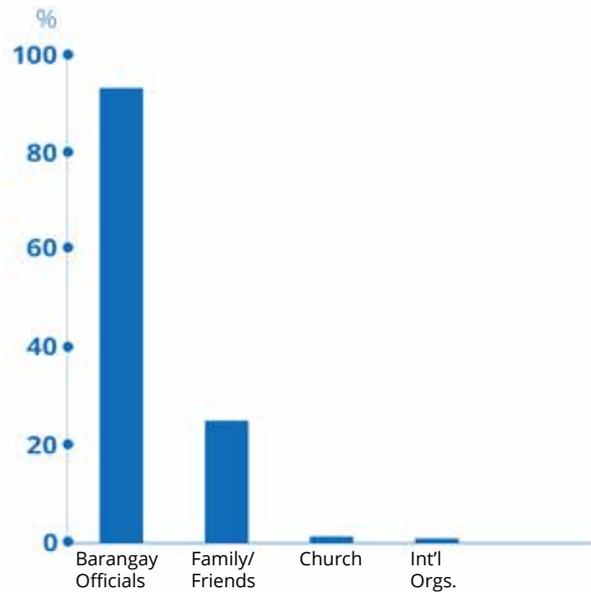
Some respondents indicated that their barangay officials reprimanded them when they tried to be actively involved in searching for information from other sources. Officials considered that this behaviour undermined their authority or was disrespectful. Other people stated that the barangay officials are not well informed or lack experience.

Family and friends are the second major source of information (25%). FGDs suggest that, particularly in the post-Haiyan period, word of mouth was the only source of information for affected communities. Integrating social networks into CwC campaigns and encouraging people to share important information with their family and friends is therefore very important. FGDs further suggest that in times of uncertainty, people rely on family and friends even more.

[5]To provide a representative picture of the Tacloban population, the data for this chapter is only drawn from those respondents interviewed during the regular survey. The surveys conducted with people living in bunkhouses and CRM respondents are therefore not included in the tables of this chapter.
[6]The analysis for the following chapter has taken into account key factors that may determine the outcome variables, specifically gender and age. The analysis also controls for the displaced status, whereby "displaced" includes all persons that have been displaced as a result of the typhoon, whether they are still displaced or have already resettled.
[7]All quotes included in this report are from FGD participants in Tacloban and surrounding neighborhoods.
[8]This statement came mainly from people in Marasbaras and hence may be a more local phenomenon.

> "
> OUR BARANGAY CAPTAIN IS SUPPOSED TO BE THE ONE WHO DISSEMINATES INFORMATION, BUT HE IS JUST 21 YEARS OLD.
> WE CAN'T ASK HIM QUESTIONS BECAUSE HE LACKS EXPERIENCE.
>
> **ROSEMARIE**
> Taguiktic, San Jose, Tacloban City
> "

Humanitarian organisations are not seen as major information providers (1%). In the context of the Haiyan disaster, almost all communications systems were interrupted, creating a massive information void. In such cases, the organizations providing relief aid would be expected to provide information as well, either as part of their response operations for the affected communities or as an independent tool to improve people's lives. However, people in Tacloban do not seem to have relied much on humanitarian actors for informational purposes, either after the typhoon hit or in the current recovery phase. This finding may be seen as an indication of insufficient communications efforts on the part of humanitarian organizations.[9]

It is uncertain whether the church plays an important role in information. Even though FGDs and anecdotal evidence suggest that the church is an important provider of information, only a small number of participants mentioned the church as

FGD FATIGUE

During a recent community consultation conducted by the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA), IOM, Save the Children, World Vision, the Department of Social Welfare and Development, International Emergency and Development Aid Relief, Community and Family Services Inc. and other partners,
it was found that communities face FGD fatigue when successive discussions take place. Various organizations visit the same communities to hold discussions. If the issues raised aren't adequately addressed, communities may begin to feel that concerns are being heard but not necessarily addressed, leading to a sense of frustration and stress.

an important source of information during the quantitative interviews. The data gathered through this report is inclusive on whether quantitative or qualitative evidence supports this notion.

ACCESS TO INFORMATION
When determining which communication channels should be used to engage in two-way communications, it is important to understand the degree of access to media devices among the affected population. Figure 3 describes the ownership of and access to main media devices, namely: radio, television, mobile phone and Internet via computers and smartphones.[10]

FIGURE 3
Communication channels: Ownership and access
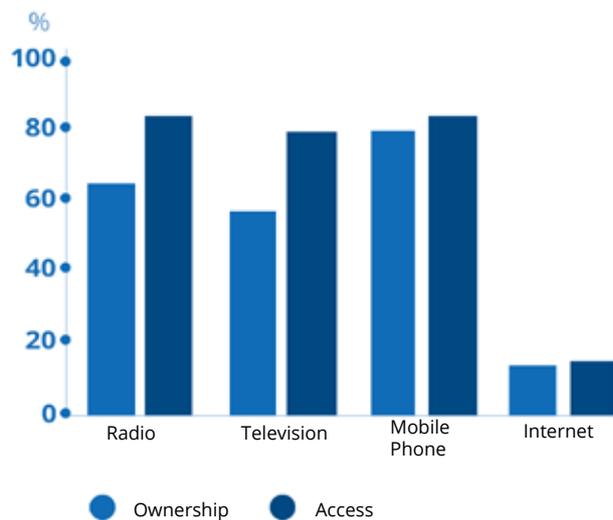
The surveys conducted revealed that access to radio and television is extensive. Eighty-three per cent of interviewees have access to a radio while 79 per cent have access to television. Sixty-four per cent own a radio, while 57 per cent own a television set. These results indicate that both radio and television are generally suitable to reach the majority of the affected population. Mobile phone ownership is very common. The data indicates that 83 per cent of the respondents own mobile phones. But internet access is rather low. Only fourteen per cent of the respondents have access to the Internet via smartphone or computer.

[9] People in bunkhouses indicate they rely more on humanitarian agencies and government officials for information purposes. Bunkhouses IPI and Sagkahan have been established by the government and receive more attention from humanitarian agencies.
[10] Though in general it may be more interesting to look at the actual access to a certain device, ownership puts access into perspective and hence, has been reported. Ownership provides people with almost unlimited access to information through a certain channel, while access may be limited if it depends on other people's willingness to share.

MEDIA PREFERENCES

Within the framework of large-scale humanitarian operations such as those following Typhoon Haiyan, media becomes an important communications channel and an ally of the humanitarian response. Though people prefer-face-to face communication, they also rely on media. The next section investigates the media usage patterns and preferences among the Tacloban population and provides recommendations on how current tools can be adapted to reflect these preferences.

Figure 4 gives an overview of self-reported media preferences among Tacloban's population before and after Haiyan. Overall, the data shows that people seem to rely heavily on mass media to receive information.[11] Radio (81%) and television (77%) are the preferred media channels as sources of information. Newspapers are read by 17 per cent of the respondents. People who normally receive information through Internet are rather rare (6%).

RADIO

The importance of radio has increased in the aftermath of Typhoon Haiyan. Before Haiyan, television was the main information channel (94%). However, after the typhoon, the importance of television declined sharply and has still not recovered its position. On the other hand, radio has gained importance, increasing from 67 per cent before Haiyan to 81 per cent following the typhoon. FGDs suggest that a main reason for the popularity of radio is its relatively low purchase cost. Anecdotal evidence suggests that this trend is currently reversing and television will soon become the preferred media

FIGURE 4
Media usage - Pre- and Post-Haiyan

channel, with radio most likely becoming less popular than television again. When asked about their preferred radio stations several weeks after Typhoon Haiyan, 73 per cent of the respondents indicated that they did not listen to any radio station. FGDs support this finding. People stated that it took three to four weeks until radio was significantly used as an information channel. Directly after the typhoon hit Tacloban, radio stations were destroyed, and even several days afterwards, very few radio stations were broadcasting. This finding highlights the limitations of radio programmes in the immediate response to a crisis, and the importance of more traditional means of communication (face-to-face, posters, flyers).

❝

I ONLY RECEIVE MY INFORMATION FROM RADIO, AND ALTHOUGH WE CAN WATCH TELEVISION THROUGH MY SON'S MOBILE PHONE, FOR ME RADIO IS THE MOST HELPFUL AND RELIABLE SOURCE OF INFORMATION DURING EMERGENCIES. ❞

EDWIN
Esperas Avenue, Tacloban City

▼Audience Characteristics

Radio is a key channel to communicate with the most affected populations. Data indicates that radio is more important to displaced people (88%) than to people who are not displaced (77%). This is not surprising as displaced people are less likely to own a television. However, it underlines the fact that even six months after a crisis, radio may still be a better choice to reach out to the most affected populations.

Furthermore, results show that radio is more widely accessed by men and young people. Figure 5 depicts general characteristics of radio listeners with regard to gender and age, and displacement status. As described below, the influence of gender and age become more evident when analyzing the different radio formats in detail.

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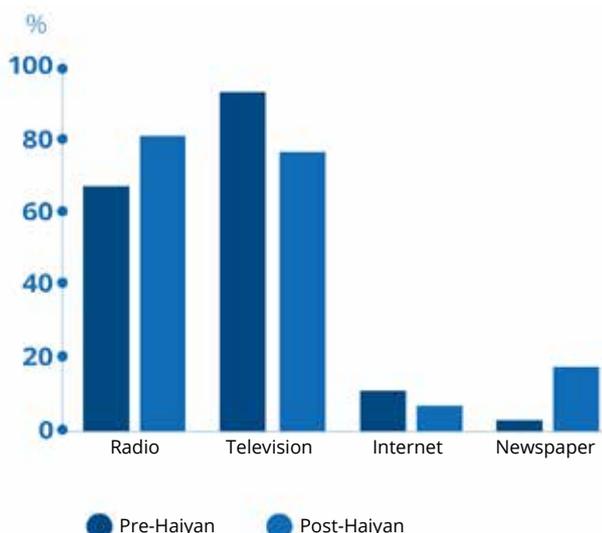
[11]Unfortunately the data set does not provide information about preferences regarding media, such as radio, television or print media in relation to face-to-face communication. FGDs and the pre-test for the survey found, however, that face-to-face communication was almost always mentioned first and media channels are mentioned only after specifically asking about them.

FIGURE 5
Radio - Audience characteristics
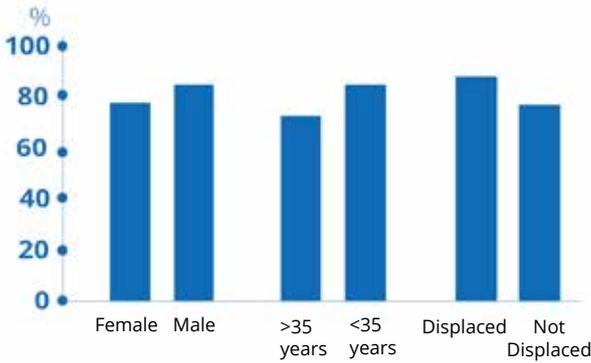
> " I WOULD LIKE A RADIO SHOW THAT HAS A SEGMENT ON THE LATEST NEWS, THAT INVITES GUESTS SO WE CAN LEARN SOMETHING NEW, AND THAT ALSO PLAYS MUSIC.
>
> **MICHELLE**
> Cavite West, Palo, Leyte "

▶ Preferred formats

Figure 6 provides an overview of major radio show formats and their respective popularity among respondents.

News is by far the most preferred programming when listening to the radio (86%). The popularity of radio news broadcasts has been cited in various previous studies. This finding is a good indication of people's interest in news updates, but it also raises the question of how news-like formats could be used to increase listenership within CwC campaigns. Age plays an important role in this regard, with 92 per cent of the older group, compared to 75 per cent of the younger group of radio listeners, indicating their preference for news.

Music shows are another programme preferred by a large share of the respondents. Particularly popular among youth, 35 per cent indicate music shows as their preferred radio programme. Creating CwC programs that include music or producing songs to emphasize key information and messages may be an effective communications tool, particularly in reaching youth audiences. Therefore, to reach a large variety of people, FGDs suggest creating shows that are a mixture of news, music and comedy.

Commentary shows are preferred by 10% of respondents. Commentaries provide a format that naturally fits into CwC campaigns. This format allows for the broadcasting of large amounts of information and invites listeners to contribute. An important note highlighted during the FGDs is the strong dislike of partisan commentaries and biased participants.[12]

Radio dramas (3%) are rarely mentioned as a preferred show format. Quantitative data suggests that radio drama does not strongly appeal to the general public. Although this format can represent an advantage in comparison to other show formats as it offers a platform for broadcasting a wide range of

information, its low popularity may limit its potential for sharing information with a broader audience.

A successful CwC strategy should capitalize on existing popular radio programmes. In the recovery phase of a crisis with a severely damaged radio environment such as in Tacloban, popular programmes on commercial channels should be investigated for humanitarian broadcasting. Spots in popular shows or inviting known media personalities to share key messages may be effective. The use of existing programmes reduces the need to produce

FIGURE 6
Radio - Format preferences
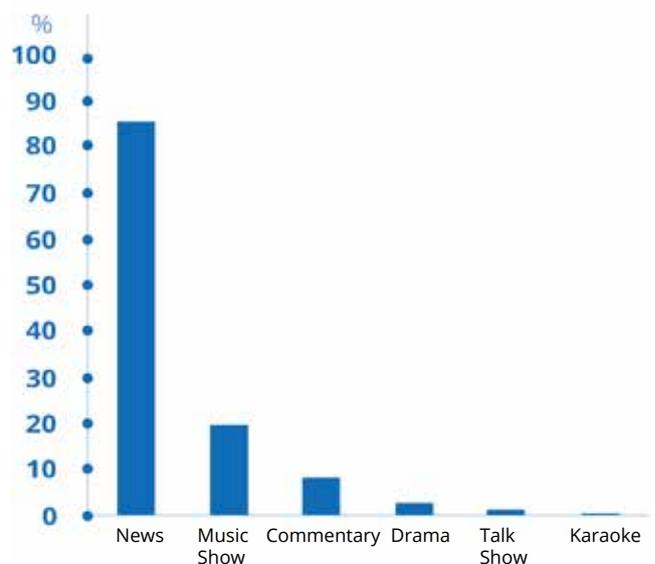
[12]It is reported that commentaries in Tacloban areas are often hijacked by local politicians. Politicians buy a block of time (usually an hour) and broadcast a program dedicated entirely to themselves, while 'attacking' other politicians who are considered as threats to their power.

new material. However, relying on media personalities also has its own challenges – for example, the broadcaster's personality and integrity – that need to be considered beforehand.

GENERAL FINDINGS FOR RADIO FORMATS

Broadcasting a radio show in the morning increases the likelihood of high listenership. Sixty-six per cent of the respondents indicated that they prefer listening to the radio in the morning (between 6-10am), with most people (89%) indicating that they listen to the radio every day.[13]

In addition, there is an overwhelming preference for programmes that are broadcast in Tacloban's local language, Waray (98%). This result highlights that although Tagalog is understood and spoken by almost everyone in the Philippines, people often are more engaged by communications in their mother tongue.

▼ Radio Channel Preferences

Seventy-three per cent of the respondents indicate that they did not listen to any radio station in the early days following Haiyan. This is not a surprising finding considering that all radio stations in Tacloban were destroyed, power was not available and/or people did not know or think about radio programmes in those days.[14] As mentioned earlier, this finding highlights the limitations of radio programmes in early crisis response and the importance of other, less technical means of communication.

Among local radio stations, DYVL is the most popular station (46%) followed by Bombo Radyo (17%), ABS-CBN (15%) and Radyo Abante (11%). Any radio show, whatever its quality and importance, will reach only those people who both have access to a radio, and listen to a particular radio station. Therefore, for CwC projects, the choice of radio stations used to broadcast information should depend primarily on the audience of the station. Where possible, it is better to choose a more popular radio station over a less known one, even if the latter is potentially less expensive. However, the choice obviously depends on the available resources of the campaign as broadcasting costs vary widely.

PRINT MEDIA

Print media such as newspapers, flyers and comics, is a common channel for communications. The potential of print media for CwC campaigns was strongly highlighted in the FGDs. Participants expressed the view that print media has the potential to teach and/or remind people about life-saving information – such as how to avoid dengue, how to be prepared for a typhoon, etc. – and most importantly is a probable catalyst for change. Hence, it is important to consider print media preferences among the wider Tacloban population.

▼ Newspapers

There is disagreement on the potential of newspapers for CwC campaigns. Quantitative data, as shown in Figure 4, suggests that newspapers have increased in importance (from 2% to 17%) as a source of information compared to pre-Haiyan days. Interestingly, this increase is particularly significant among people who have been displaced (28%) compared to those who have not been displaced (11%), as depicted in Figure 7.

FIGURE 7
Print media – Preferred formats
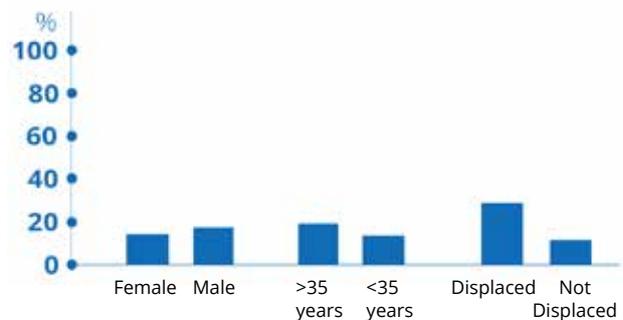
The result suggests that newspapers may be a valuable tool for communications campaigns. Despite these encouraging findings, FGD members also revealed that buying a newspaper was not considered a priority following the typhoon, even if it provided important information. Participants reasoned that they would rather spend the money to purchase practical items such as food or shelter-related materials than to buy newspapers.

Daily newspapers are mostly read by female respondents. As Figure 8 shows, 50 per cent of female respondents who read newspapers indicate that they read national dailies and 38 per cent local dailies. National newspapers are particularly popular among women over 35.

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[13]Overall it is interesting to note that the gender bias was very limited.
[14]The existing radio stations were destroyed and it took some time to spread the word about new radio stations and for new frequencies to be set up to reach affected communities.

Tabloids are particularly popular among men. Fifty-two per cent of the male readers indicated they use tabloid-format newspapers for informational purposes compared to only 20 per cent of women. The data furthermore suggests that tabloids primarily attract young people.

Overall, it can be concluded that readership differs greatly among newspapers. This finding reiterates the importance of choosing the media channel most widely accessed by the target audience.

FIGURE 8
Print media – Preferred formats
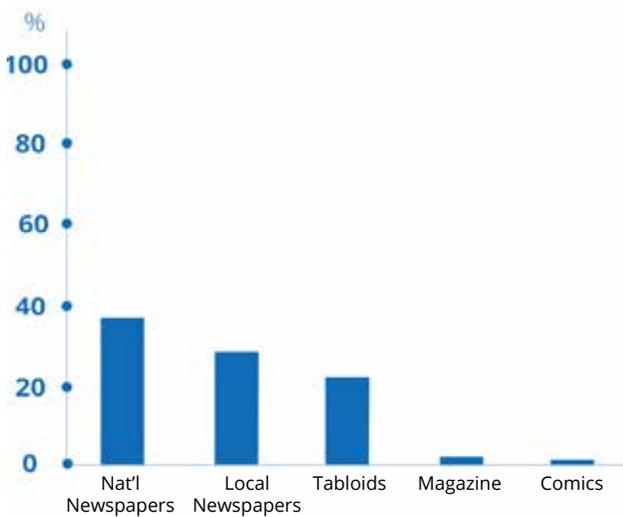
▼ Comics

Humanitarian communications campaigns sometimes use comics to inform and share key messages with affected communities. Comics, with their entertaining visuals and easy-to-read dialogues, target people with limited literacy. As Figure 8 suggests, comics are rarely mentioned as a preferred print media. In the pre-Internet 1970s and 1980s, comics were popular with readers while in the last two decades, comics have faded from the mainstream media industry in the Philippines.[15] However in a context where television, radio and other media channels have been disrupted, the visual power of a comic should not be underestimated.

Data suggests that comics may be an alternative information sharing tool. Survey respondents were asked: When given a comic material, will you take time to read it? The results show that 56 per cent of the participants responded positively.[16] Figure 9 suggests that comics are more likely to be read by women (60%) and young people (70%) compared to men (49%) and older people (49%). Therefore, determining whether comics would be a good communications tool largely

depends on the target audience as well as the content and presentation of the messages within the comic.

The method of using comics should be thoroughly pre-tested to disseminate information to affected communities, before creating an entire campaign.

▼ Flyers and posters

Flyers and posters are commonly used by humanitarian organizations to spread important information, particularly in crisis situations. To get an indication about how successfully posters and flyers reach the target audience, the survey asked whether respondents would take the time to read posters and/ or flyers when seen on a street post, bulletin board, or elsewhere.

Sixty- three percent of the respondents indicated that that they stop to read print media while others said they would ignore such notifications. This result is supported by qualitative findings. FGDs revealed that a majority of respondents read the posters and flyers they encounter, suggesting that these are a good means of reaching large segments of the population, particularly in crises where other methods are not available.

However, it is important to remember that when creating posters and flyers, they must be visually appealing to attract attention. Quantitative results suggest that there are fewer people who "always" (11%) read flyers and posters, while most people (52%) said that they "sometimes" read them. This clearly indicates the need for humanitarian organisations to carefully consider presentation of information and educational materials. Simply posting important

FIGURE 9
Comics – Readers' characteristics
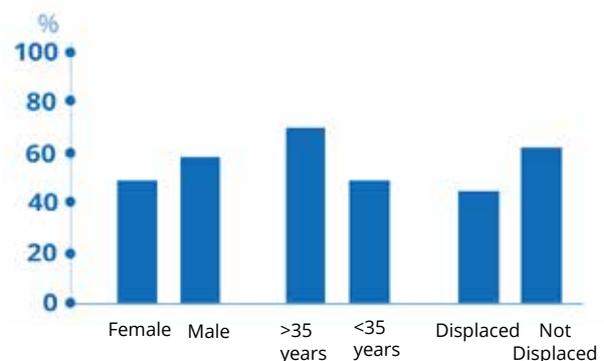
[15]For example, Ferdinand Marcos, former president of the Philippines, heavily relied on comics for supporting his projects like the agrarian reform or Masagana99.
[16]This is not to say that all these people would in fact read the comic when provided with one, however, it clearly shows a positive attitude towards comics of more than 50% of respondents.

information on a wall or street corner will most likely not reach many people. Instead, the use of a good (and local) graphic company/artist to design flyers and posters in order to effectively contextualize key messages and attract target audiences is important.

When analyzing the characteristics of people who are more likely to stop and read flyers, some interesting patterns emerge as seen in Figure 10. Flyers are more likely to be read by displaced people. Seventy-six percent of displaced people indicated they "sometimes" take the time to read flyers and posters compared to 57 per cent among those not displaced. Displaced people are likely to search for information more actively, as they are in greater need of assistance. This result may also be a consequence of the increased number of flyers and posters in evacuation centres, bunkhouses, and other areas where displaced people live.

▼ General findings for print media

Language matters. When participants were asked which language they preferred for reading, a majority (63%) indicated Waray, while a large number (35%) indicated Tagalog. The respondents' geographical location gives an indication on how communications materials need to be contextualized. However, it must be noted that there is still a lot of heterogeneity within each barangay, which makes choosing the best language to be used for print materials a complicated task. In such cases, it may be wise to produce print materials in all languages represented within the barangay.
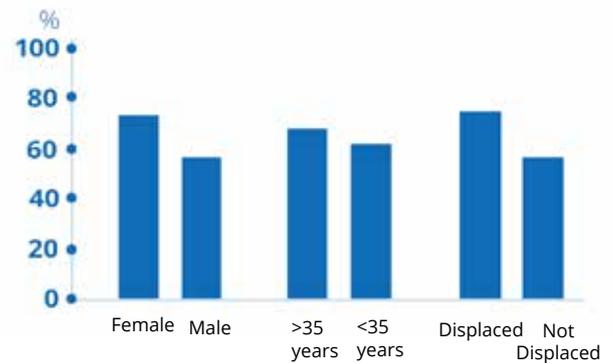
TELEVISION

Television has the potential to become the most preferred channel of communications – once it becomes more accessible again. As discussed earlier, although the access to and preference for television as an information channel is still less than radio, it is likely to increase in importance within a short time. In the FGDS, respondents indicated that they plan to return to watching television as soon as they can afford to buy one. Television may be a good channel for the reconstruction phase after a crisis. Obviously, television is not a good information source in the direct aftermath of a crisis. Most television stations were destroyed, and building them back is challenging and expensive (compared with radio, which is much easier to set up in an emergency situation). In the aftermath of Haiyan, not even battery-run television sets were available.[17]

During FGDs, when participants were asked to choose between radio and television, almost everyone preferred radio as the most reliable source of information. As television becomes more accessible during the reconstruction phase, the question remains

FIGURE 10
Flyers and posters – Readers' characteristics

whether it may be beneficial for a CwC project to embed the information campaigns into prominent television shows as well. As producing television shows can be quite complex and costly, creating spots in existing television shows or piggybacking on popular programming may be an option to explore. However, as a disaster is often a localized phenomenon, local broadcasting is needed to address a particular target audience.

▼ Audience characteristics

Television is an "all-rounder", reaching all demographic groups. Figure 11 shows the characteristics of television as reaching most people equally without strong biases between age and gender. Even the differences between displaced (73%) and non displaced persons (78%) are rather minor.

Two television stations cover almost the whole market in Tacloban. The preferred television stations among the respondents are ABS-CBN (70%) and GMA-7 (29%). The long-lasting monopoly of these channels ensure coverage of a large proportion of the Tacloban population. However, including television in the communications campaign strategy would also require significant financial resources. Whether such an investment could be covered by humanitarian communications campaigns with limited resources is doubtful.

▼ Preferred formats

News is the preferred television format. Eighty-one per cent of the respondents stated they prefer national news, followed by 48 per cent who prefer local news.

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[17]This finding may change as more and more mobile phones are able to receive TV frequencies.

Fifty-four percent of respondents indicated they enjoy watching telenovelas –soap operas– (63% of women compared to 35% of men). Noon-time shows follow in popularity (9%) and are also particularly popular among the female audience. The preferred time to watch television is during evening hours. Eighty-six per cent of respondents stated a preference for watching television between 6-10pm.

FIGURE 11

## TV - Audience characteristics
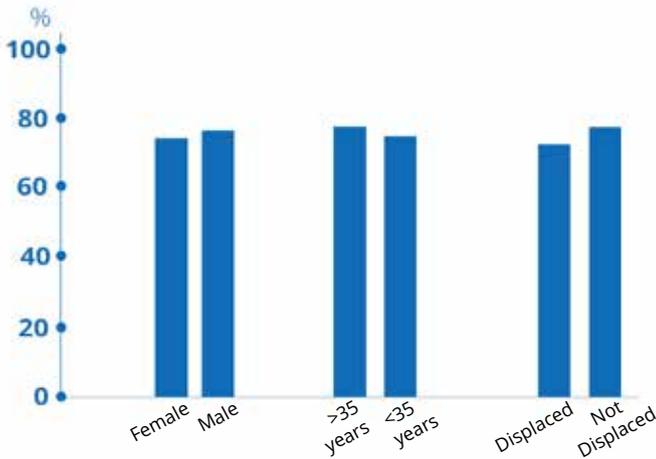
INTERNET

The Internet has become a powerful tool in relief operations, particularly through the use of social media. In the aftermath of Typhoon Haiyan, social media was used by the few survivors who had internet access to inform family and friends about their situation on the ground. However, quantitative data suggests that the Internet is currently not a major source of information.

Pre-Haiyan accessibility to the Internet was far greater than post-Haiyan due to lack of electricity, damaged infrastructure, and loss of computers resulting from the typhoon. Internet-based campaigns may play a role in certain contexts, but have limited capacity to reach crisis-affected communities, particularly following a natural disaster. Access to the Internet is limited, as is the preference of people using it for informational purposes (refer to Figure 4). Furthermore, even a few months after the crisis, Internet access and usage seem to recover only very slowly. Predictably, internet users are few and concentrated among young people, as can be seen in Figure 12.

While 12 per cent of young respondents indicated they use Internet for informational purposes,

FIGURE 12

Internet - User characteristics
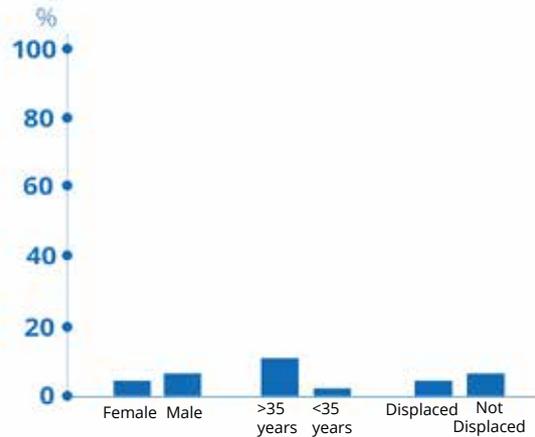
only 3 per cent of the older participants said the same. This finding is strongly supported by the FGDs, indicating that most older people are not Internet-savvy or do not consider Internet as a viable source of information. However, particularly with the growth of social media around the world, Internet communications are increasingly used by humanitarian workers, activists and diaspora communities – among others – to share critical information and advocate on behalf of crisis-affected communities.

Two-way communications

Thus far the report has examined one side of two-way communications and the media channels used to provide people with information. However, two-way communications, as the name indicates, is not only about providing affected communities with information but, just as importantly, about receiving feedback from the affected communities. In this section, key findings regarding this issue are presented.

GAP BETWEEN EXPRESSED INTERESTS AND ACTION

Data from the quantitative survey and FGDs indicate that people have a strong desire to reach out to humanitarian organizations. Of the 342 people who were interviewed in Tacloban, 73 per cent indicated that they would generally consider reaching out to an international agency to ask a question or to share a concern. This finding is strongly supported by information gathered during FGDs. Most people would have liked to share their concerns and needs with humanitarian actors after Typhoon Haiyan hit Tacloban.

However, the results reveal that in practice people do not reach out to humanitarian organizations.

Only one out of 342 respondents indicated that they actually have initiated communication with an international organisation by, raising a question or sharing a concern. This finding highlights the immense gap between communication potential and the actual communication that takes place. Some of the reasons cited for the gap between the desire to reach out and actual engagement between affected populations and humanitarian communities are highlighted in Figure 13.

FIGURE 13
Reasons for not reaching out to International Organizations (IOs)

- I don't know how to reach IOs
- I never thought about reaching out
- I don't trust IOs
- Reaching out is too expensive
- Other
- IOs can't help me
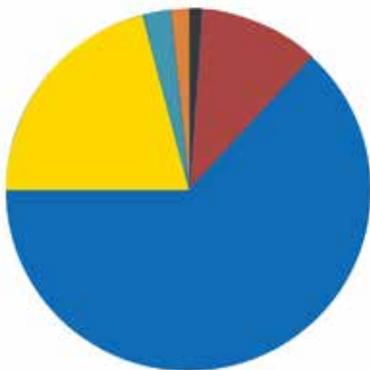
Before describing these reasons, a note of caution: "sharing concerns" is often equated with "receiving assistance. " The FGDs have found that quite a few participants assumed that sharing their concerns could ultimately (or even immediately) lead to receiving urgently needed assistance. Hence, it is important to manage expectations and ensure that beneficiaries are aware that their communication may not necessarily lead to a direct support/change, but that it will enable a better provision of aid/support in the long run.

Most people indicate that they do not know how to reach out to the humanitarian community (63%). This finding is strongly supported by FGDs as being the main reason for not reaching out. While this does not suggest that affected communities would always try to reach out to humanitarian actors if they knew how, it is still a good indicator that there are significant information gaps between humanitarian organizations and affected communities. Furthermore, this finding likely reflects the lack of communications channels available to the communities.

One fifth of respondents indicate that they have never considered reaching out to a humanitarian organization (21%). Prior to Haiyan, humanitarian organizations, especially international ones, were not common in Tacloban. Therefore, it is hard to tell whether this result indicates that people do not need to actively reach out, lack knowledge about the possibility of reaching out, or feel too shy or intimidated to do so.

" I WOULD LIKE TO SHARE MY CONCERNS WITH NGOS. BUT WE DON'T KNOW HOW TO CONTACT THEM OR WHERE TO FIND THEM. "

ILINE
Brgy. 78 Marasbaras, Tacloban City

Trust in the humanitarian community is a key issue. Eleven per cent of interviewees indicate a lack of trust in humanitarian organizations as the main reason for not reaching out. FGDs suggest that the lack of trust may be more severe than the quantitative data suggests. Nearly two-thirds of respondents expressed a certain distrust. This may be traced back to situations where individuals who claimed to be humanitarian workers visited a community, assessed a barangay, and made promises but never came back. These organizations are believed to have "sold people's names" to make money out of the Haiyan response. Furthermore, a lack of clarity and good communication during assessments may cause this confusion. FGDs suggest that people equate assessments to forthcoming assistance and hence are likely to be disappointed when visits by humanitarian actors are not followed by concrete outputs. This underlines the need for improved communications to reduce misunderstandings among the affected communities.

"

AN NGO ONCE VISITED OUR PLACE. THEY JUST LISTED OUR NAMES AND NEVER CAME BACK.

ARNULFO
Burayan, San Jose, Tacloban City

"

PREFERRED COMMUNICATION CHANNELS

Findings indicate that people often would like to reach out to humanitarian actors, but don't know how to do so. To understand the preferred communications platforms of the communities, the survey included a question regarding the affected populations' preferences. The result is shown in Figure 14.

Ninety-three per cent of the persons surveyed indicated face-to-face communication as a preferred channel for providing feedback. While this finding underscores the importance of face-to-face communication, in the aftermath of a crisis extensive face-to-face contact between affected communities and humanitarian agencies is often not a feasible option. Thus other communications channels need to be used to ensure a wide reach. In this regard, SMS platforms may be the second best option. Eighteen per cent of the respondents indicated they like SMS platforms as a tool to reach out to humanitarian agencies. The data indicates that SMS platforms are more popular among the youth (22%) than older persons (15%).

Phone hotlines could be a supplementary tool. Nine per cent of interviewees mentioned hotlines as a preferred option for communication. Further analysis suggests that women prefer phone hotlines over men. These findings suggest that demographic and socioeconomic conditions need to be considered carefully when designing and deciding on the feedback tools to be used. Otherwise, feedback mechanisms may engage only certain segments of the population, while the needs and concerns of other groups may not be heard.

The data suggests a certain potential for SMS platforms and phone hotlines as feedback mechanisms, but indicate that they may not yet cover the needs of the entire population (or the majority). Participants of the FGDs expressed mixed feelings towards the use of SMS and phone hotlines for communication purposes, which supports this finding.

A doubt that consistently came up was whether feedback sent via SMS actually reaches decision-makers and relevant agencies. Additionally, people mentioned the costs of SMS and calls as a barrier to reaching out through these platforms.

People likely still need to learn more about SMS and phone hotlines, and to develop trust in these tools. Acceptance and interest may change over time as these tools become more widely used, particularly in rural areas. However, ensuring that affected populations can communicate face-to-face with humanitarian organizations remains important. Face-to-face communication channels should therefore be a central component of any two-way communications strategy.

The use of internet seems to be be fairly insignificant. Almost no one mentioned internet as a preferred channel for reaching out. This finding, consistent with the rather low number of people accessing information through internet, reinforces the notion that for now, internet is limited in its capacity as a feedback mechanism.

As previously highlighted, two-way communications is about engaging crisis-affected populations in a conversation. This report expands on this definition, noting that a successful two-way communications strategy needs to both include systematic collection and use of incoming information and ensure closing of the feedback loop. The systematic collection and use of incoming feedback is still in the fairly early stages of development among the humanitarian community. There are recent examples such as

FIGURE 14
Preferred channels for providing feedback
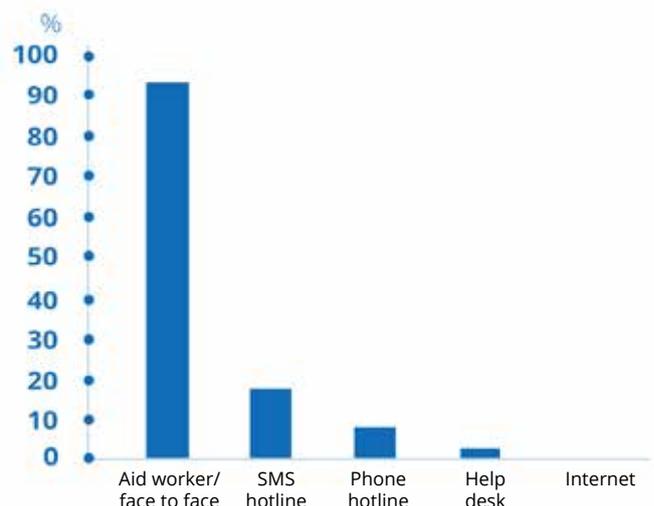
the Noula platform used in Haiti and Community Response Map (CRM) used in the Philippines (further described in the second part of this report) that demonstrate interesting developments in this regard. Closing the feedback loop is also critical. FGDs suggest that when people do not get a response to their concern, a negative reaction will likely happen. This can lead to distrust and lack of engagement. Providing direct feedback to people after having received a communication is a key action to address this issue. However, the most important feedback to affected communities are programs that actually address people's needs and concerns. These interventions can only be appropriately developed and implemented when using people's feedback effectively.

An IOM staff addresses Tacloban community beneficiaries during a distribution of relief goods. © IOM 2014 (Photo by Nan Matus)

CHAPTER 2

Tindog Kita assessment

The Tindog Kita communications campaign consists of three components piloted in Tacloban following Typhoon Haiyan: a radio drama, interactive talk show and key message song. This chapter follows up on the questions raised in the introduction. Therefore, the analysis focuses on the quality of the programmes based on the listeners' perception, discusses the extent to which the Tindog Kita communication tools have reached the Tacloban population and whether they have triggered two-way communications. Recommendations for communications campaigns are then provided based on the findings. To answer these questions this chapter relies on qualitative data gathered during focus group discussions (FGDs) and quantitative data collected during the community surveys.

As noted in the introduction, resources available for CwC campaigns following Typhoon Haiyan were limited. The assessment of the Tindog Kita communications tools also takes this factor into consideration.

OVERALL REACH OF THE TINDOG KITA CAMPAIGN

The quantitative survey indicates that approximately 28 per cent of the interviewees have heard at least one of the Tindog Kita components. Although this finding may not be representative of the entire Tacloban population, these results still suggest a wide reach of the campaign.[18] It is important to note that most respondents who know about the campaign do so because of the Tindog Kita song. The song has proven to be the most popular and wide-reaching component of the campaign by far. The radio drama and the interactive talk show had a lower overall reach. As discussed in detail below, the popularity of the latter two components varies strongly according to geographical location.

GEOGRAPHICAL OUTREACH

The Tindog Kita communication components rely on radio as their broadcasting channel. Specifically, IOM partners with Radyo Abante, a community radio station. Thereby, the radio drama, as well as the interactive talk show, have been broadcast on Radyo Abante only, while the song has been broadcast on a variety of radio stations. In contrast to commercial radio stations, Radyo Abante agreed to broadcast

the Tindog Kita shows to Tacloban population free of charge. In the aftermath of Typhoon Haiyan, Radyo Abante was IOM's first (and only) choice, as Tindog Kita is, like most CwC campaigns, resource-constrained. Collaboration with Radyo Abante provided a great opportunity to reach out to affected communities. However, partnering with a community radio station also carries particular challenges, as discussed below.

Radyo Abante is known among the Tacloban population, although its reach is fairly small and only a limited number of people name the community station as their preferred channel. It is important to view this finding in light of the Tacloban media landscape, dominated by commercial radios with more powerful transmitters and resources to boost their listenership. Findings show that Radyo Abante is most popular among men and people who were displaced by the typhoon, particularly individuals living in bunkhouses. Figure 15 shows how the popularity of Radyo Abante varies across different barangays.

FIGURE 15
Radyo Abante's Coverage

Legend:
- Listens to radio drama or interactive talk show
- Prefers Radyo Abante radio station
- Has never listened to Radyo Abante
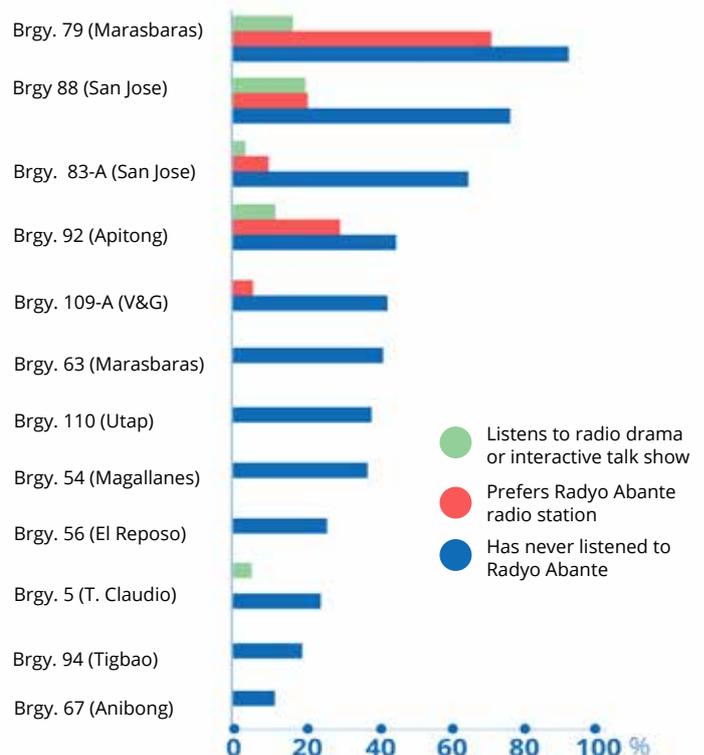
[18]For a more detailed explanation, refer to methodology section of this report.

Radyo Abante listenership is concentrated in barangays located close to the studio of the radio station. In general, people who know and prefer Radyo Abante are mainly located close to the radio station. The closer they live to the Radyo Abante studio, the more likely people are to know and listen to the Tindog Kita radio drama and interactive talk show.

Accordingly, the data suggests that the further away a barangay is from Radyo Abante's studio, the less likely it is that people know the Tindog Kita components. The reason for this is threefold. First, as a community station, Radyo Abante broadcasts its programme over a 500 Watt transmitter, compared to commercial stations with transmitters of 2,000 to 10,000 watts output. The Abante signal should be strong enough to reach the outskirts of Tacloban City, but in practice a reliable signal only reaches locations that are quite close to Radyo Abante's radio transmitter. Second, Radyo Abante conducts strong marketing and outreach campaigns mainly very close to their station. Hence, the further people are located from Radyo Abante, the less likely they are to hear about it. Third, strong competition with large commercial stations diverts the majority of listeners away from Radyo Abante. The community radio station may just not be able to match the attractiveness of commercial stations.

Despite the limitations in geographical outreach, Radyo Abante was the logical first choice as a platform to broadcast IOM's humanitarian radio programmes. In the aftermath of Typhoon Haiyan, the radio landscape was largely wiped out. First Response Radio, the precursor of Radyo Abante, was among the first stations to start broadcasting. Furthermore, Radyo Abante provided free broadcasting time. As resources for the IOM CwC campaign were very limited, free broadcasting time was a critical factor in the decision

> "
> THE TOPIC OF THE DRAMA IS ON RECOVERY, ESPECIALLY ON HOW TO BUILD A HOUSE THAT IS DURABLE AND SAFE. CARPENTERS CAN RELATE TO THIS IN PARTICULAR.
> "
> **MARICRIS**
> Brgy 59, Picas, Tacloban City

to partner with Radyo Abante. Other commercial radio stations like DYVL and DZRH started broadcasting at a similar time and could reach wider audiences. However, they were not a viable option due to the project's budget constraints.

Flexibility and early diversification to other radio stations would undoubtedly have increased outreach, but would also have required resources that were not available at the time. The results of the media survey indicate that in Tacloban, there is an opportunity to expand the outreach of the radio programmes by diversifying to radio stations with higher outreach, such as DYVL and Bombo Radyo. Expanding coverage to commercial stations will require substantial financial resources; however this investment is key for the humanitarian community to deliver on its promise to provide accurate and timely information to crisis-affected communities.

RADIO DRAMA

▶ **Overall outreach and audience characteristics**

The communities surrounding the station are fervent Radyo Abante listeners. The data suggests that between 9 and 17 per cent of the people in these barangays have listened to the drama. In the wider metropolitan area of Tacloban, which is now saturated by commercial radio, the Tindog Kita radio drama is minimally known. Radyo Abante, as a small community radio station, is overshadowed by commercial broadcasts with greater output and audience enticements. This finding again highlights the importance of diversification to other, larger radio stations.

Discussions with people who have listened to the drama suggest a very positive perception of the programme, with ninety-five per cent of the listeners indicated that they like the show. This

> "
> THE DRAMA IS REALLY GOOD, BECAUSE RIGHT AFTER THE TYPHOON IT GAVE US A LOT OF INFORMATION. IT GUIDED US ON HOW TO BUILD A SOLID HOUSE.
> **MARICRIS**
> Brgy 79, Tacloban City
> "

feedback is supported by the FGDs, with people having very positive opinions of the drama.

These results indicate that the radio drama is most popular among regular radio drama listeners. Most people say they listen to the show because they found the format interesting and the information useful. Quizzes and prizes seem to be less important for the general audience.

The drama's main objective was to educate people on methods for building back safer. The building sector of the Philippines is dominated by young men, many of whom are professional carpenters. Thus men are the group with the largest potential of translating the information into action, notably in their building practices. However, quantitative and qualitative data suggest that the radio drama is more popular among a female and older audience. Hence, it is questionable whether the drama format is the best choice for relaying this information.

Information on good building practices can be valuable for female audiences as well. Women have an important say in the process of rebuilding and can spread the word quickly about safer building practices. They may also be involved in the actual reconstruction work. The popularity of radio dramas as a general show format seems low among men when compared to news and music shows; this suggests that there are potentially other more effective communications channels for relaying this information to affected communities.

▼ **Learning effects and behavioural change**

People learn from the drama, with general messages more likely to be remembered. During the FGDs, the majority of participants stated that they have learned something from the show, mainly with regard to building back safer. The show was intended to deliver eight key messages to the listeners with regard to safe building practices. When asked what they specifically remembered from the show, most respondents recalled the more general key message "be prepared". Quantitative evidence suggests that more tangible, precise messages like "consider the house's shape" or "form strong joints" are only actively remembered by a few people. In this regard, it is better to reconsider the number of messages included during the show and potentially reduce the number in favour of more regular repetition. However, this topic needs further research.

The radio drama also helps people to process their traumas. Statements made during the the FGDs illustrate the success of the radio drama in supporting listeners in dealing with the typhoon and and its psychological consequences. The drama format, as well as the sensitive storyline, constituted a good approach in this regard.

The entertainment factor of the drama is just right. During the FGDs, participants underscored the importance of the entertainment factor and an engaging storyline to help people to remember important information.

Statements such as "the family that was near the sea evacuated immediately and so they were saved" were

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"

BY LISTENING TO THE DRAMA, I LEARNED WHAT TO DO BEFORE, DURING AND AFTER A TYPHOON.
ANALYN
Brgy 96, Tacloban City

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common during the focus groups. Overall, the show seems to have found a very good balance between information sharing and entertainment. The question of whether the radio drama influences people's actions is still unanswered. The data collected during quantitative and qualitative studies provides mixed evidence in this regard. Discussions in focus groups partially suggest that people changed their behaviour as a result of the drama.

FGD participants state that they used what they had learned from the show to check whether their own houses were correctly constructed, or that they have shared the information with their family. Results of the quantitative survey, however, suggest that the show did not significantly change behaviour among respondents. Furthermore, it is often hard to establish whether or not people have actually changed their

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THE RADIO DRAMA IS GOOD. DURING FREE TIME IT HELPS A LOT TO LISTEN TO DRAMAS, ESPECIALLY FOR PEOPLE WHO ARE EXPERIENCING TRAUMA. IT HELPS THEM TO RECOVER AND COMFORTS THEM.
LARRY
Brgy 95, Caibaan, Tacloban City

"

behaviour. While it is beyond this scope of this report to ascertain whether people changed their behaviour as a result of the radio drama, future research should focus on investigating the causal relationship between increase in knowledge and behaviour change.

> **"**
>
> ## I LOOKED AROUND MY ENTIRE HOUSE TO SEE IF IT IS THE SAME AS THE FAMILY IN THE STORY AND WHETHER I FOLLOWED THE INFORMATION FROM THE RADIO.
>
> **WILMA**
> Brgy 96, Lumbang, Calanipawan, Tacloban City
>
> **"**

The drama engaged people in two-way communications. However, there are likely other show formats more effective in this regard. One of the drama's aims was to engage people in two-way communications. Therefore, the drama included a quiz and prizes, encouraging listeners to reach out to the show via SMS. Indeed people participated in the quiz. However, the number of responses received through the drama, compared to those received through the interactive talk show, is limited. Other ways of encouraging listener participation should be explored and are discussed further below.

INTERACTIVE TALK SHOW

▼ Overall outreach and audience characteristics

The overall outreach of the interactive radio show is limited. The quantitative survey, as well as anecdotal evidence, suggest that the Tindog Kita talk show is the least known of the three Tindog Kita communication tools. In addition to the narrow geographical outreach of Radyo Abante, as described above, the limited audience may be also be a result of the short broadcasting time (one hour per week). The time span may simply not be sufficient to attract greater listenership. The drama, by comparison, is broadcast five days per week. More broadcasting time for the show may increase the audience; however, this choice needs to be assessed in light of the limited

resources and potential alternatives. Implementing a live show is a work-intensive activity. Further assessment is needed on whether the show, in its current format, is the best means to reach affected communities or whether other show formats, or alterations of the current interactive talk show, may be a better option. The target group of the show is generally quite heterogeneous as the show covers a variety of topics that can vary in appeal to different demographic groups. Due to the limited numbers of listeners interviewed, reliable statements on audience characteristics are difficult to infer. FGDs suggest that the audience of the interactive talk show is generally quite diverse. Thus interactive talk shows may be a good format to communicate on a variety of topics to a diverse audience if show outreach is increased.

People indicate that they enjoy listening to the talk show. This finding has been supported by the FGDs as well as by the limited quantitative data. In particular, people recount how listening to the show encouraged them in difficult situations. However, there have also been some suggestions for improvements during the FGDs. Mainly, people stated that the interactive show should have more action and add "something fresh". The producers of the show, in consultation with the audience, are likely the best placed to come up with ideas for new show content.

> **"**
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> ## I TURN THE TALK SHOW ON EARLY IN THE MORNING BECAUSE I REALLY ENJOY LISTENING TO IT.
>
> **ETHEL**
> V&G Subdivision, Tacloban City
>
> **"**

▼ Learning effects and behavioural change

The interactive talk show intends to inform people on a variety of major topics. The quantitative and qualitative data suggest that the main takeaways are quite diverse and range from messages on counter trafficking, to family planning, to the selection of shelter beneficiaries. However, a significant number of FGD participants also said that they view the show rather as entertainment and do not remember much critical information from it. Overall, the responses suggest that people are less likely to actively learn from the show than from the drama. It may be that to a certain extent the weekly change of topics, and

> **SOME OF US ARE AFRAID TO ASK FOR HELP BUT THE RADIO GIVES US ENCOURAGEMENT, ESPECIALLY WHEN YOU DON'T KNOW WHERE TO GO.**
>
> **EDNA**
> Brgy 88, Timex, Tacloban City

the resulting lack of repetition decreases people's retention of key messages. This finding poses the question of whether a radio programme should address such a wide range of topics or be more focused. This is a topic that deserves more research. Similarly, it is uncertain whether the interactive talk show influences people's actions. Although people state that the interactive show has the potential to influence people's behaviour, the feedback on corresponding actions are quite generic, leaving the findings inconclusive.

The number of people engaged in two-way communications through the talk show is relatively high. One particular aim of the interactive talk show is to engage typhoon-affected people in two-way communications. The interactive talk show included a quiz and prizes. Indeed, the FGDs suggest that people see the interactive talk show as a good platform for expressing themselves and sharing their thoughts and concerns, but also to greet people and win prizes. This finding is further supported by messages collected during the radio show. Certain episodes triggered a higher level of responses than others. Thus the number of responses received can be used as an indicator of the importance of a certain topic among listeners.

These findings highlight an important point: the format of the show matters when seeking to engage people in two-way communications. The results suggest that interactive shows provide a more encouraging environment for two-way communications, for instance when compared to a drama. The interactive talk show not only triggered quiz responses, but additionally 25 per cent of communications were related to other questions and concerns of the community, and therefore had a high informational value.

[19] Each respondent verified that they know the song based on a short song sequence played by the enumerator. As there are a variety of "Tindog Kita" songs being played at the moment, the possibility of people falsely assuming that they know the song cannot be excluded. However, quality checks have been conducted to reduce this risk as much as possible.

KEY MESSAGE SONG

▶ Overall popularity and audience characteristics

Of the Tindog Kita communications components, the song is the most popular and known best. Twenty-six per cent of the people interviewed during the media survey said that they have heard the song before. Of those people, 62 per cent said they have heard the song at least three times during the past month.

Ninety-seven per cent of the listeners indicate that they like the song, an overwhelming positive response and an indicator of the song's overall popularity. This finding explains the wider dissemination of the song around Tacloban, as discussed below. Similarly, qualitative findings show an overall positive attitude towards the song. People particularly highlight how the song's message supports the cohesion of the Tacloban community and the generally positive and forward-looking focus of the song.

> **WHEN I HEAR THE SONG, I FEEL HAPPINESS DEEP INSIDE ME AND IT MAKES ME WANT TO DANCE WITH THE BEAT. ALSO, IT REMINDS ME TO BE STRONGER THAN I USUALLY WOULD BE.**
>
> **JAYDI**
> San Jose Main, Tacloban City

The song is popular throughout Tacloban, and not only reached high recognition in the barangays close to Radyo Abante but also in areas further away from the radio's core barangays. This leads to positive conclusions about the quality of the song; other radio stations voluntarily included it in their broadcasts and apparently play it quite regularly. The promotion of the song by IOM staff is likely to have positively influenced this outcome.[19] Considering the wide outreach of the song, it can be concluded that the song reached its target group, and particularly males and displaced persons.

Community concerts and mobile downloads also play a role in disseminating the song. While 85 per cent of respondents said that they know the song through the radio, 8 per cent know it through concerts and 7 per cent through mobile downloads from other

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THE SONG CONVEYS THE UNITY OF THE COMMUNITY. IT HELPS US COME TOGETHER TO UNDERSTAND AND OVERCOME THE TRAUMAS BROUGHT ABOUT BY HAIYAN.

LILIA
Barangay 88, Timex, Tacloban City

"

people's phones. Increasing the popularity and spread of songs through concerts and mobile downloads may be a promising communications opportunity.

▼ Learning effects and behavioural change

The campaign goal was to produce a song that encourages people to rise together and start rebuilding their lives. This is why it contains limited technical information and focuses primarily on lifting people's spirits.

Indeed, the data suggests that the song did encourage people to focus on rebuilding their lives. This finding is supported by the FGDs, as participants stated that the song stressed the importance of being alert, of getting up and moving forward.

During the quantitative survey most people remember "to rise again after the storm" as the key message of the song (83%). In this regard, the comments from the FGDs suggest that the song has positively influenced people's attitudes. These findings highlight the potential of songs as tools to motivate and encourage people in crisis situations. The potential of songs to teach people specific knowledge should be a topic of further research.

▼ Two-way communications

To facilitate two-way communications, IOM has developed Community Response Map (CRM), a web-based platform capturing community feedback. Through this platform, which collects data and provides a visualization of communications received via various feedback mechanisms, community members can reach out and voice their concerns to the humanitarian community. The platform is not only intended to collect data but also to increase the organizations' capacity to understand the information they receive. In the early phase of implementation, its assessment is incomplete at this time. However, it provides some insights into the particularities of the Tindog Kita audience and highlights some interesting potential. In relation to the use of web-based

platforms for better project management. While findings are still preliminary, there are important early signs of success in establishing two-way communications following Typhoon Haiyan. The data collected in the CRM database indicates that 533 people actively reached out through CRM between February and September 2014. This finding underscores that people are communicating with the humanitarian actors and that these communication efforts are systematically being recorded. While the former point suggests that IOM is actively increasing two-way communications, the latter shows that it is not just about encouraging communications from affected communities but also about collecting and using this information.

FIGURE 16
Main topics addressed in CRM feedback
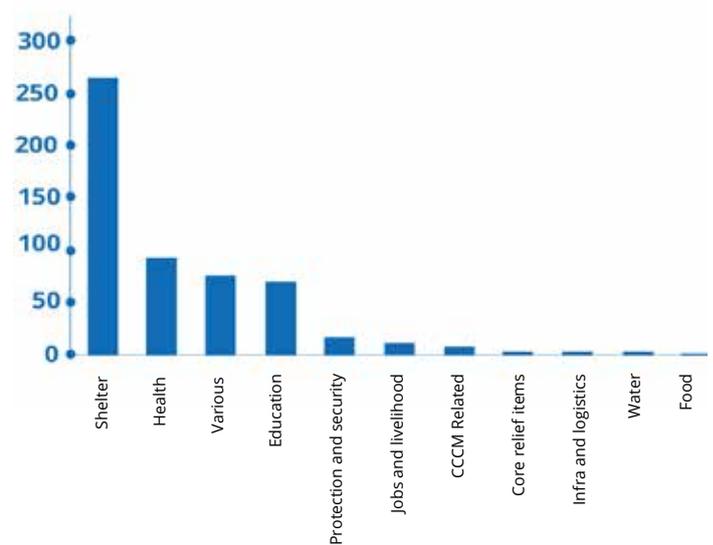
A NOTE OF CAUTION:

These early signs of success should not obscure the fact that the actual number of people reaching out is still marginal compared to the number of people who state a desire to reach out, as discussed in the first part of this report. However, the finding above proves once more that there are ways of successfully engaging in two-way communications with affected communities, reinforcing the message that stronger efforts in promoting two-way communications are necessary.

▼ Using the feedback

Two-way communications do not only mean providing opportunities for people to reach out. Two-way communications are most effective when the information collected is systematically used to improve programming. Thereby, usage of the CRM

OVERVIEW OF COMMUNITY RESPONSE MAP

Community Response Map (CRM) is an innovative tool to facilitate dialogue and feedback between crisis-affected populations and humanitarian responders. Using radio broadcasts or other media as an initial point of contact with crisis-affected communities, it allows for rapid surveys of individuals via simple SMS or direct phone calls. The sampling of displaced populations over wide geographic areas via SMS is an efficient and cost-effective way of measuring the impact and quality of humanitarian interventions. The platform is designed to complement other survey tools by spotlighting individual needs or vulnerabilities in real time. Following Typhoon Haiyan, CRM has been used to record feedback in Tacloban, Guiuan, Ormoc and Roxas.

A reliable two-way communications tool that is open to multiple humanitarian actors is key to ensuring that the needs and concerns of populations affected by natural or man-made disasters are being listened to and responded to in an organized way. It is frequently observed that an individual struggling to keep his or her family safe cares less about the identity of the organization providing relief and more about the effectiveness and timeliness of the response. The CRM platform helps humanitarian actors to collaborate better in complex relief situations and identify whom to prioritize according to location and need.

The feedback mechanism facilitates the recovery process by highlighting the individual needs of vulnerable persons who may otherwise be missed or overlooked. The platform can be used to record feedback triggered by various outreach activities in a targeted geographical area. The outreach activities, which may include community events and consultations, focus group discussions, print and radio media as well as other social marketing tools, stimulate calls to a hotline or SMS enquiries.

CRM also facilitates follow-up surveys to measure the audience's understanding of key messages and to verify that interventions are carried out to the satisfaction of the affected population. Analyzing the answers enables the project manager to assess the effectiveness of the communications campaign across various metrics such as geography, demography, comprehension and behaviour over time.

Deploying a coordinated and systematic feedback component during an emergency response allows for more effective engagement with affected populations as well as better monitoring and evaluation and real-time impact assessment. Ensuring ongoing two-way communications through CRM also promotes accountability and transparency within the emergency response.

platform allows IOM to collect community responses in a systematic way and to better understand the characteristics and needs of communities. In this regard, CRM helped to improve humanitarian response efforts based on the feedback received.

▼ User characteristics

Community members providing feedback through CRM are predominantly female (81%). Given the significant gender difference, it seems unlikely to assume that this finding is solely a result of the predominantly female listenership of the Tindog Kita components. This finding may indicate that the feedback mechanisms provided are more appealing to women. Moreover, there are likely other cultural and social reasons at play, leading to this disparate outcome.

Data collected during a phone survey with CRM respondents suggests that younger people are more likely to reach out to IOM than older people and that the vast majority of CRM respondents have achieved at least a high school degree. As the number of interviews conducted with CRM

respondents was limited, conclusive statements have to be considered with care.[20/21]

When looking into the means of communication, it becomes apparent that the majority of people gave feedback via SMS. The SMS platform has been the most widely advertised feedback mechanism; hence this finding is not surprising. Given the trends in communications preferences, it can be assumed that the higher level of feedback from young people results from using SMS as the main feedback platform. Increased awareness of other feedback channels, such as phone hotlines, should be developed to reach a wider audience.

This finding underlines that organizations should carefully consider demographic and socio-

[20]Phone interviews were conducted with 34 persons randomly chosen from all the participants recorded in CRM.
[21]This further highlights the value added of collecting the personal characteristics of the people reaching out to Tindog Kita, as it provides implementing organizations with the necessary information to create tailor-made two-way communications channels. IOM staff are currently looking into ways to include additional variables to increase the analytical power of CRM.

economic characteristics when designing two-way communications strategies and tools. This holds true for both information dissemination and feedback mechanisms. Otherwise, organizations run the risk of engaging in communication with certain demographic groups only. At the same time, this finding also suggests that certain groups may be more inclined to send feedback and communicate with international organizations.

Systematic collection of feedback, aggregation and visualization allows organizations to more adequately address the needs of affected communities. The data collected in CRM shows that almost 50 per cent of people reach out to IOM on the topic of shelter. IOM also frequently receives feedback on health and education. IOM project managers then used this information to decide on the topics that should be addressed during the interactive talk show. Furthermore, this information has been used to provide feedback on the most urgent needs of the population during cluster meetings. In addition to the aggregated information, the detailed feedback messages can further be used to adjust the humanitarian response. These early findings offer a good example of how feedback can be used directly to influence and improve the humanitarian response.

CONCLUSION

Communications campaigns are needed in emergency contexts and humanitarian response programmes report better outcomes when crisis-affected communities receive sufficient and clear information from the humanitarian community and have a voice in the decisions that affect them. When different agencies use different tools and methods, it creates confusion for the population, misses the collective opportunity to generate comparable data, and decreases the ability to respond to communities' needs efficiently.

A two-way communications platform is by contrast a powerful tool that can significantly improve crisis response, particularly when it provides information while also receiving and acting upon feedback from affected communities. When the communities' feedback is used effectively, humanitarian programmes are more responsive, efficient and focused. The systematic collection and use of the feedback is therefore essential to the overall success of these programmes. In this regard, IOM's Community Response Map is making strides in enhancing this part of humanitarian response.

The assessment of the Tindog Kita campaign has shown that effective communications tools can make a difference; despite its limited resources, the campaign has achieved valuable outreach. The song "Tindog Kita" has been found to be the most popular and effective communication component of the campaign, because it successfully encouraged people to rebuild their lives and move on. Likewise, the radio drama and interactive talk show are perceived positively by the audience, and affected communities appreciate the informational outreach these two components have provided and have learned from the shows. However, future research should also focus on investigating the impact of radio shows, including the causal relationship between information sharing and behaviour change. The shows have laid a solid foundation for further CwC interventions, although there is much room for improvement. It is also important to note that the outreach of the radio shows could have been much wider if there had been sufficient resources to broadcast Tindog Kita on commercial radio stations.

Regarding media preferences in Tacloban, radio is currently the preferred and most useful channel for communicating effectively with communities. Although television is increasingly important, radio can be expected to remain a strong and widely accessed source of information; humanitarian organizations should strengthen the use of radio for CwC campaigns. Audience characteristics are diverse across all media channels and formats and well-adapted and flexible approaches should be adopted to reach diverse segments of the population.

Research also indicates that there is a large gap between people's desire to reach out to humanitarian organizations and the number of people who actually take the initiative to do so. To address this discrepancy, improved and expanded feedback channels that match the needs of affected communities are needed. SMS platforms and phone hotlines may not yet be sufficient as stand-alone feedback platforms, and face-to-face feedback channels should be used where possible to complement any two-way communications strategy. To improve engagement with communities, direct feedback and effective use of communications received is essential: people need to feel that their feedback is valued and leads to change.

The humanitarian community stands at a crossroads. Significant efforts have been made to improve humanitarian responses in recent years, but more can be done to include the opinions and perspectives of crisis-affected communities in this process. STARTING THE CONVERSATION with affected communities is fundamental to achieve responsive, integral and efficient CwC campaigns.

A tent city resident winds up a solar-powered radio © IOM 2014 (Photo by Lionel Dosdos)

The Philippines is among the first IOM missions to have a dedicated team of people working on Communications with Communities (CwC). An emerging field in humanitarian preparedness and response, CwC works on the premise that information and communications are important forms of aid in disaster and crisis situations.

In the aftermath of Typhoon Haiyan in 2013, CwC has proven its significance as a bridge between crisis-affected populations and the humanitarian community. The implementation of CwC activities on the ground has been commended, as reflected in the result of Operation Peer Review and the After Action Review. This report is a product of the IOM's CwC outreach.

FRONT COVER: *Fred Padernos, station manager of Radyo Abante, a Tacloban-based humanitarian radio station © IOM / PECOJON 2014 (Photo by Charlie Saceda)*