THE CDAC NETWORK: TYPHOON HAIYAN LEARNING REVIEW

CDAC NETWORK

communicating with disaster affected communities

A Review of Communicating with Communities Initiatives and Coordination in the Response to Typhoon Haiyan in the Philippines

Photo credit: Learning Review workshop participants share their views on future CwC needs.

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common services

ked children, families, what NEED and they WANT.

Giving voice to people affected by armed conflicts and disasters! -RYAN & JESSE

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Promote women leadership in CWCs and empower them to hold humanitarian organization and government to account.

ABOUT THE CDAC NETWORK

The CDAC Network promotes the coordinated provision of information as well as two-way communication with crisis affected communities as key humanitarian deliverables. Network Members seek to ensure that communities affected by or prone to crises are supported to better withstand, and recover from, humanitarian emergencies, through active engagement in decisions about the relief and recovery efforts in their country.

To achieve this, CDAC Network Members are committed to mainstreaming two-way communication approaches into emergency preparedness, response and recovery.

The CDAC Network is unique in terms of who it convenes: humanitarian and media development organisations as well as technology and other service providers. By collaborating across traditional boundaries, CDAC Network Members increase mutual understanding of the challenges they face and identify opportunities for partnership in order to bring about innovative and effective field practice.

Current Full Members of the CDAC Network are: ActionAid; BBC Media Action; Development and Humanitarian Learning in Action (DAHLIA); the ICRC; International Media Support (IMS); Internews Europe; IOM; Merlin; OCHA; Plan UK; Save the Children; Thomson Reuters Foundation; Translators without Borders; UNFPA; UNHCR; UNICEF; United Methodist Communications; WFP; and World Vision International. Current Affiliate Members are: FdL Development; FilmAid; First Response Radio; Freeplay Energy; Ground Truth; PECOJON International; Social Impact Lab and HFCC-International Broadcasting Delivery.

For more information and for other Network resources please go to www.cdacnetwork.org or follow @CDACN #commisaid.

FOREWORD

When the most severe typhoon ever recorded struck the central region of the Philippines on 8 November 2013, the world rushed to support the Philippines with offers of assistance. With over 14 million people affected and 6,140 people killed, the damage caused by Super Typhoon Haiyan (locally known as Yolanda) was devastating. Within hours of making landfall, it destroyed almost all existing media and communication infrastructure, leaving little or no access to radio, television, newspapers or internet for those who survived.

Traditional community networks also broke down, exacerbating challenges and resulting in an information vacuum never seen before in the region. Survivors were left struggling to receive and share information they needed most - critical lifesaving information, news of the welfare of families and friends, protection and health issues and evacuation and recovery planning.

Local media, mobile operators and emerging technology partners worked together to restore communication networks. Over time, communication needs not only evolved but became more complex. What people wanted to know, how they wanted to communicate with the humanitarian community and within and between communities presented new and ongoing challenges. Building on experience, humanitarians further developed their capacity to listen to the needs of survivors and feed this back into the response. In one particular instance, while humanitarian workers were busy running around to get assistance to people, a group of women came up to say:

"All we need is for you to fix that bridge. We'll then be able to get ourselves what we need."

The global response to Super Typhoon Haiyan demonstrated how far we have come in communicating with communities while demonstrating where critical gaps still exist and where we can improve. As a founding member of the CDAC Network, OCHA is pleased to support the Typhoon Haiyan Learning Review.

The report examines initiatives aimed at improving communication with disaster affected communities, and the coordination of these initiatives during the response to Typhoon Haiyan. It aims to capture good practice, gaps and suggestions for improvements in programming and coordination in order to better inform the development of advocacy, policy and forward planning, both at an operational and strategic level.

In today's interconnected world, responding to crises quickly and effectively is everybody's business. I believe this report will inspire an active commitment from organisations, donors and the private sector to put disaster survivors where they belong - at the centre of a response. As a programmatic area of work, two-way communications strengthens the ability of affected people to actively engage in their own preparedness, response and recovery. Ultimately, communicating with communities makes humanitarian action more effective.

There is no doubt that we have learned much from the incredible resilience and spirit of volunteerism of Filipinos. As we head towards the World Humanitarian Summit in 2016, we are hearing loud and clear how we need to listen better to people affected by crises and learn from them. By bringing together key stakeholders to share best practices, this report will help contribute to building a more inclusive and diverse humanitarian system.

Gwi-Yeop Son

Director, Corporate Programmes Division

United Nations Office for the Coordination of Humanitarian Affairs (OCHA)

November 2014

EXECUTIVE SUMMARY

Effective humanitarian response requires good two-way communication that provides useful information and engages communities in dialogue. Good communication supports the participation and dignity of communities affected by crisis, as well as greater transparency and accountability of the aid effort.

Following Typhoon Haiyan, which devastated large areas of central Philippines in November 2013, **information and communication access was severely impeded for weeks** with 90% of affected people having no access to electricity, equating to no access to communication channels of print media, TV or the Internet.[1] Telecommunications networks were down meaning most people were unable to contact their families to tell them they were alive.

This CDAC Network Learning Review **examines initiatives aimed at improving communication with disaster affected communities, and the coordination of these initiatives**, during the response to Typhoon Haiyan. Data collection in this review built strongly on existing evaluative data, as well as, interviews with key informants, two learning workshops and focus group discussions with communities. Communicating with communities initiatives, and the coordination of these initiatives, were reviewed against well-established criteria and thematic frameworks that considered the relevance, appropriateness, effectiveness, efficiency, connectedness and coverage of approaches at sub-national, national and global levels.

This review aims to capture **good practice, gaps and suggestions for improvements** in communication with communities programming and coordination in order to inform the development of advocacy, policy and forward planning, both at an operational and strategic level, for this area of work.

The executive summary synthesises the findings from the review, focusing first on good practice from communicating with communities initiatives, and then on coordination of communication with communities work across the response. Recommendations are provided for OCHA, for the CDAC Network and its Members and for donors.

COMMUNICATING WITH COMMUNITIES INITIATIVES

Communicating with disaster affected communities continues to be an emerging field of humanitarian response that aims to meet the information and communications needs of people affected by crisis. There are various different terms in use to describe this area of work, the current most common being communicating with communities – or CwC. This is the term adopted in this report and is also the name adopted for a number of technical working groups in the affected areas.[2]

Overall this report finds the case for more relevant, appropriate and effective two-way communication initiatives to support people affected by Typhoon Haiyan.

Findings suggest that communities affected by Typhoon Haiyan felt they needed information to be provided via multiple channels from humanitarian agencies, with face-to-face communication the strongest preference. The importance of communicating via locally preferred and well-understood channels was highlighted. Communication solely via elected community officials was not acceptable to many community members. The opportunity to remain anonymous was valued by community members when giving feedback, as communities expressed concerns around losing support or assistance if they complained to humanitarian or government agencies. Being able to express concerns or ask for information or support that was outside the boundaries of agencies established programming was highlighted as very important.

'Expressing feedback would be useful not just to express problems, but if NGOs would ask what project do we really want to have, what project is needed in the bunkhouse'

– Palo Bunkhouse Resident, Leyte

In terms of giving feedback to humanitarian agencies, inviting communities to give feedback and having clear processes which led to a response by agencies was identified as important by community members, and was not always clear to communities in some affected areas. Communities only gave feedback where they felt they were being listened to and received a response.

Communication between communities themselves was emphasized as important by community members with many affected people relying on family or friends to obtain information, particularly those living in the capital with better access to information. Community members used mobile phones to contact family and friends, predominantly via Facebook and SMS. The importance and impact of communication between communities, was not highlighted as a priority by humanitarian organisations.

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1. Multi-Cluster/Sector Initial Rapid Assessment (MIRA), Typhoon Haiyan Response, 2013.

2. Communicating with disaster affected communities is based on the principle that information and communication are critical forms of aid, without which disaster survivors cannot access services or make the best decisions for themselves and their communities. According to OCHA on Message, What is Communication with Communities, 2013 'People working on CwC help disaster survivors to access the information they need and communicate with people assisting them. CwC is an operational field of work distinct from conventional public information/advocacy'.

'Our friends and family in Manila are the ones telling us on Facebook if there is further news about a disaster'

- Dulag Resident, Leyte

Findings highlight that ownership or access to information via communication technologies alone does not ensure communities' preparedness for disasters. This was demonstrated by the fact that, as the typhoon approached, people were receiving early warning information via text blasts, TV, radio and social media but did not evacuate. This is because there was a lack of familiarity with the terminology of 'storm surge'. More work on preparedness programmes to sensitise communities to terminology could lead to behaviour change in the future and potentially save lives.

Radio also featured as a key source of information and discussion in the affected areas, particularly where humanitarian broadcasting stations were operating. However, in reality, the reach and resourcing of humanitarian broadcasting stations was small compared with commercial stations, and requires greater investment and focus from donors and agencies.

'The programmes we listen to the most are where the DJ discusses the upcoming project activities that organisations will be holding'

- Dulag Resident, Leyte

It was evident that the increasing focus by humanitarian agencies to address information and communication needs of people affected by crisis was one factor which raised awareness of these approaches within the response to local and national government partners. Another factor was advocacy by communities themselves, who relied heavily on social and state structures after Typhoon Haiyan to receive and provide information and support.

Much of the progress in putting an emphasis on information and two-way communication can be attributed to the strong existing capacity and experience of government and local actors (NGOs, media agencies and telecommunications providers), as well as dedicated resourcing and experience of CwC by humanitarian agencies and media development agencies, in the immediate aftermath of the typhoon. The presence and proximity of some agencies with longstanding relationships meant communication and information campaigns were established more quickly than in previous responses. National humanitarian staff built on experience of developing CwC initiatives during previous disasters in the Philippines, such as Typhoons Bopha[3] and Washi. The deployment of specialised INGO and UN surge staff

and technology providers supported the finding that effective communication with communities requires adequate, varied and competent staff resources. This should be supported and nurtured in future responses through good planning, adequate resourcing around staff and budgeting for CwC.

Much of the learning and 'good practice' identified in individual agencies' CwC initiatives reflect already established principles of good CwC programming practice. This indicates a broader awareness and investment in CwC from previous responses in the Philippines, and demonstrates the advances made in promoting the importance of dialogue and two-way communication with communities by the wider sector.

Picture courtesy of IRIN

3. CDAC Network Typhoon Bopha Learning Review, 2013. Available at www.cdacnetwork.org/tools-and-resources/evaluations-and-learning-reviews/

COORDINATION OF COMMUNICATION WITH COMMUNITIES

More than ever, with multiple large-scale crises taking place around the world, engaging affected people requires coordinated and collaborative approaches to provide for an efficient response and good management of global resources. All respondents involved in the review acknowledged a coordinated and collaborative approach to CwC is important, often noting benefits such as avoiding duplication, circumventing conflicting information, addressing information gaps, and ensuring community feedback is addressed.[4] However, considering how CwC coordination should be undertaken in future responses provoked diverse viewpoints from those interviewed.

The deployment of dedicated interagency CwC and Accountability to Affected Populations (AAP)[5] personnel to support inter-cluster coordination, and the creation of AAP/CwC Technical Working Groups, raised awareness of CwC and AAP approaches in the response to Typhoon Haiyan that was positively highlighted in various sector evaluations and reviews.[6]

The Technical Working Groups were generally recognised as credible and inclusive. The regular interaction and transparent leadership in many of the Technical Working Groups built on existing relationships from previous disasters or networks, or formed effective new ones. These fora allowed a history to be built over time between members of the Technical Working Group that moderated some issues of power, and gave context to CwC approaches, language and mandate of organisations. Giving context to CwC approaches and understanding CwC language used by agencies increased understanding, ultimately fostering cohesion and in some cases collaboration. Likewise, shared technical goals or project based activities in CwC increased the likelihood of collaboration in certain hubs where the working groups were operational.

While CwC and AAP were strong features in the coordination of the Typhoon Haiyan humanitarian response, the initial creation of separate CwC and AAP Technical Working Groups and roles created unnecessary silos. In practice, there was significant overlap between the activities, and also the staff who attended the CwC and AAP Technical Working Groups, leading to them eventually merging. During certain phases of the response there was a high level of integration between the two 'fields', resulting in several well-appreciated joint initiatives.[7]

At field level, members of the AAP and CwC Technical Working Groups in Tacloban and Roxas identified complementarity around transparency, information provision, participation, and feedback and complaints. Both AAP and CwC Technical Working Groups focused their efforts on mutually reinforcing each other's approaches to delivering technical advice to clusters or agencies, as well as operational activities related to direct CwC programme implementation.

Findings indicate that in future, entry points for the Technical Working Groups to programme or cluster-led activities should be clarified to ensure that information reaches decision-makers in a timely manner. Tools such as the consolidated Community Feedback Form (CFF), which involved feedback collected by agencies being consolidated in Technical Working Groups, were praised as good first initiatives. However, raising awareness of communication approaches and how they enable greater accountability, participation and transparency to communities remains a priority. Comprehensive data was unavailable on how information collected through the consolidated Community Feedback Form process was used and many respondents spoke of a need for more comprehensive data on information and communication needs from assessments such as MIRA. Information from this process did lead to some specific initiatives, including communication campaigns about the 40 metre exclusion zone and allocation of hurricane straps to affected people as a result of communication initiatives of the group.

Effective coordination and engagement between communities, humanitarian responders and governments, whether local or international, is critical. Central to this is the investment in partnerships, both international and local, public and private, to build on existing capacities at a local level and engage with local actors in humanitarian efforts. The knowledge and experience brought by national partners in this response was key to the effectiveness of the coordinated communications response.

A commitment to the provision of sufficient resources for effective and consistent communication with, and meaningful engagement of, crisis affected people in their own response and recovery is necessary. Links also must be made between humanitarian communications work, and development and preparedness efforts to achieve sustainable solutions. Putting in place agreements and building relationships between stakeholders to understand ways of working before the next disaster, will help build on existing ways of working from this response.

Success in responding to future disasters is contingent on how we approach these findings and integrate and invest in local capacities to establish strong coordinated CwC approaches for the future.

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4. 106 organisations were connected to two types of coordination mechanisms in the response to Typhoon Haiyan: Communicating with Communities and Accountability to Affected Populations Technical Working Groups in various locations in the Philippines as of 25 November 2013. See Network Map on page 26.

5. Accountability to Affected Populations is the term used by OCHA to denote accountability staff and initiatives.

6. After Action Review for Typhoon Haiyan, OCHA, 2014; ActionAid, CAFOD, Christian Aid, Oxfam GB and Tearfund 2014., Missed Again – making space for partnership in the Typhoon Haiyan response; OCHA, Operational Peer Review and the Draft report of the Inter-Agency Humanitarian Evaluation of the Response to Typhoon Haiyan in the Philippines, 2014.

7. These included the development of the Rapid Information Communication and Accountability Assessment (RICAA), joint community 'conversations' projects, consolidation of community feedback through the Consolidated Community Feedback Form (CFF), and circulation of AAP and CwC issues papers on actions and suggestions for clusters.

RECOMMENDATIONS FOR COORDINATION AND CWC

FOR OCHA (GLOBAL, REGIONAL, NATIONAL)

Assessment and Programme Cycle

1. Lead the development of assessment methodologies to capture outputs, outcomes and early impact of CwC coordination initiatives on affected people.

2. Consolidate MIRA 1 and 2, undertaking one MIRA assessment within the programme cycle, aimed at a household level analysis, ensuring information and communication needs questions are included.

3. In lieu of MIRA 1, develop a comprehensive contextual analysis brief for responders in the response phase based on secondary data analysis of community profiles and data from previous responses to provide more indepth data on information and communication needs.

4. Resource and train teams to undertake this secondary data analysis and development of comprehensive contextual analysis brief for the response phase for information and communication needs. Pilot this initiative in the Philippines. Partnerships with agencies collecting and consolidating information in this area could be explored.

5. The Community Feedback Form and Rapid Information Communication and Accountability Assessment (RICAA) should be streamlined and systematised within the programme cycle to balance the demands of different CwC and accountability standards with the compressed timeframes of the emergency response. Guidance on monitoring how information collected from these tools is used in the programme cycle to influence decisions should be developed.

6. Review the Community Feedback Form to ensure results collected are disaggregated by sex, socioeconomic status and ethnicity, and that staff have adequate understanding to undertake such assessments and use the data. Cost staff time to undertake consolidation of disaggregated results using re-developed assessment forms.

7. Develop guidance on entry points in the programme cycle for CwC initiatives. This could include clarity on how consolidated information and communication data might support decision making and example briefs of how information was used.

Resourcing

1. Deploying skilled CwC surge personnel, as well as local staff, to support CwC coordination in the initial instance was essential to the effective coordination and should be resourced and advocated for in the future to support broader inter-cluster coordination needs.

2. Develop clear guidance on the activation of the CwC/AAP Technical Working Groups, making clear their mandate and how they are engaged and led by the inter-cluster coordination mechanism.

3. Develop clear guidance and ToRs on the staffing, structure and functions of CwC and AAP for future response coordination.

4. Explore the potential of integrating people centred approaches such as gender, CwC, and AAP into a single consolidated function when resources are limited or cross-cutting issues are already well resourced within the broader inter-cluster coordination fora.

5. Based on themes from this study and current competency frameworks, develop training on CwC and disseminate to relevant standby partners or CwC rosters to train staff.[8]

6. Develop a series of induction training materials for CwC coordination or integrate into existing coordination training materials and processes, including for standby partners. Given the increasingly varied settings in which OCHA and the CDAC Network Members work, the guidance should be less prescriptive to allow context-specific solutions to coordination, while recognising the need for simple guidance in this area.

Information Management and Decision-making

1. Lead the development of a 'decision-making matrix' that identifies by sector decision-making points across the humanitarian programme cycle, as well as decision makers within stakeholders such as Government of Philippines. This will aim to clarify when information could be generated to influence programme decisions. This matrix should be trialled.

2. Develop an 'engagement' matrix which clearly articulates what agencies' principles, minimum capacities, mandates and type of engagement are within CwC in the Philippines as part of a standard information package for CwC coordination activities. This would clarify mandate, engagement and communication approaches of agencies working within the Philippines and could be translated and disseminated to local partners, including media.

3. Build into the National CwC Preparedness Strategy, which is being led by OCHA Philippines, additional activities aimed at sensitising relevant media actors to the humanitarian programme cycle and develop clear information management and data protocols for use by technical working groups. The information management and data standards should clearly identify information flow, decision making levels and reporting lines.

Funding

Where appropriate, establish a flexible emergency field-level funding mechanism that provides funding for collaborative or coordinated 'common service' CwC projects. The mechanism should aim to be flexible in responding quickly to field-level needs and could act as an incentive for collaboration.

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8. The CDAC Network is currently piloting its CwC foundation training, which OCHA staff will be able to benefit from, alongside CDAC Network Roster personnel.

FOR CDAC NETWORK MEMBERS AND SECRETARIAT

Preparedness Activities

1. Joint needs assessment and response collaboration protocols to be developed between agencies within the CDAC Network.

2. Advocate and provide training for inclusion of CwC across the programme cycle, including but not limited to the including of questions on information and communication in all early stage Interagency Rapid Needs Assessments, including UNDAC, the MIRA and REACH.

3. Lead a pilot study that examines how CwC initiatives or approaches could better support communications with and between communities in the Philippines.

4. Continue to build understanding between humanitarian actors and local media in preparedness activities.

5. Develop protocols to moderate and manage information in future CDAC Network communication platforms.[9]

Resourcing

1. Map how various CDAC Network agencies responding in the Philippines reward or require staff within their roles to coordinate with the wider sector. Advocate for agencies to include collaboration on CwC within staff job descriptions.

2. Develop guidance for CwC coordinators that covers information on CwC activities and mandates of agencies working in CwC, relevant humanitarian standards such as Sphere Standards or the Core Humanitarian Standards that are soon to be released, and monitoring and assessment methodologies for CwC.

Funding

1. CDAC Network agencies should develop collaboration protocols for future responses that could cover joint applications to funding pools such as the Rapid Response Fund (RRF) or funding for common activities, including supporting learning.

2. CDAC Network Secretariat could map common CwC initiatives in the programme cycle and provide indications of their cost for budgeting of CwC activities.[10] Advocate to donors for common financial reporting structures for CwC initiatives.

3. Consolidate advocacy to donors and stakeholders on funding detailed information and communication needs assessments at different stages of a response.

4. Where appropriate, establish a flexible emergency field-level funding mechanism that provides funding for collaborative or coordinated 'common service' CwC projects, which aims to be flexible in responding quickly to field-level needs. This could include an agreement of larger agencies channelling funding to smaller agencies with innovative proposals.

FOR DONORS

1. Related to recommendations above, support the establishment of a flexible emergency field-level funding mechanism that provides funding for collaborative or coordinated 'common service projects' or joint assessments within the CwC arena. Suggestions for common service projects is included in this report.

2. Fund the development of assessment methodologies to capture outputs, outcomes and early impact of CwC coordination initiatives on affected people.

3. Support the consolidation of rapid interagency needs assessments such as MIRA assessments by funding pilots that will train teams to develop secondary data briefing notes for the response phase.

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9. CDAC Network and other agencies used Skype to communicate during Typhoon Haiyan.

10. This is currently being undertaken by the CDAC Network Secretariat

Picture courtesy of World Vision International

TABLE OF CONTENTS

ACRONYMS

AAP	Accountability to Affected Populations
AAR	After Action Review
ACF	Action Contre la Faim
AFP	Armed Forces of the Philippines
C4D	Communication for Development (UNICEF)
CAP	Consolidated Appeal Process
CASS	Coordinated Assessment Support Section
CDAC Network	The Communicating with Disaster Affected Communities (CDAC) Network
CERF	Central Emergency Response Fund
CFF	Community Feedback Form
CFSI	Community and Family Services International
CCCM	Camp Coordination and Camp Management
CoP	Community of Practice
CwC	Communicating with Communities
DAC	Development Assistance Committee
DA-PCA	Department of Agriculture, Philippine Coconut Authority
DEC	Disasters Emergency Committee
DFID	UK Department for International Development
DHN	Digital Humanitarian Network
DSWD	Department of Social Welfare and Development
ECHO	European Commission – Humanitarian Aid and Civil Protection
ETC	Emergency Telecommunications Cluster
FAQs	Frequently Asked Questions
FRR	First Response Radio
GPH	The Government of the Philippines
GSMA	Groupe Speciale Mobile Association
HCT	Humanitarian Country Team
HRC	Humanitarian Response Consortium
ICRC	International Committee of the Red Cross
IDP	Internally Displaced Person
IFRC	International Federation of the Red Cross/Red Crescent
INGO	International Non-Governmental Organisation
IOM	International Organisation for Migration
LGU	Local Government Unit
MIRA	Multi-Cluster/Sector Initial Rapid Assessment
MNO	Mobile Network Operator
NFI	Non-Food Item
NGO	Non-Governmental Organisation
NDRRMC	National Disaster Risk Reduction and Management Council
OCD	Office for Civil Defence
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
OECD	Organisation for Economic Cooperation and Development
OPARR	Office of the Presidential Assistant for Rehabilitation and Recovery
PAGASA	Philippine Atmospheric, Geophysical and Astronomical Services Administration

Picture courtesy of World Vision International

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PECOJON	The Peace and Conflict Journalism Network
PIA	Philippine Information Agency
PCTWG	Provincial Communication Technical Working Group
PIO	Public Information Officer
PNP	Philippine National Police
PRC	Philippine Red Cross
RAY	Government of Philippines Reconstruction Assistance on Yolanda Plan
RCRC	Red Cross Red Crescent Movement
RICAA	Rapid Information, Communications and Accountability Assessment
RNA	Rapid Needs Assessment
SRP	Strategic Response Plan
ToR	Terms of Reference
TWG	Technical Working Groups
UN	United Nations
UNDAC	United Nations Disaster Assessment and Coordination
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WVI	World Vision International
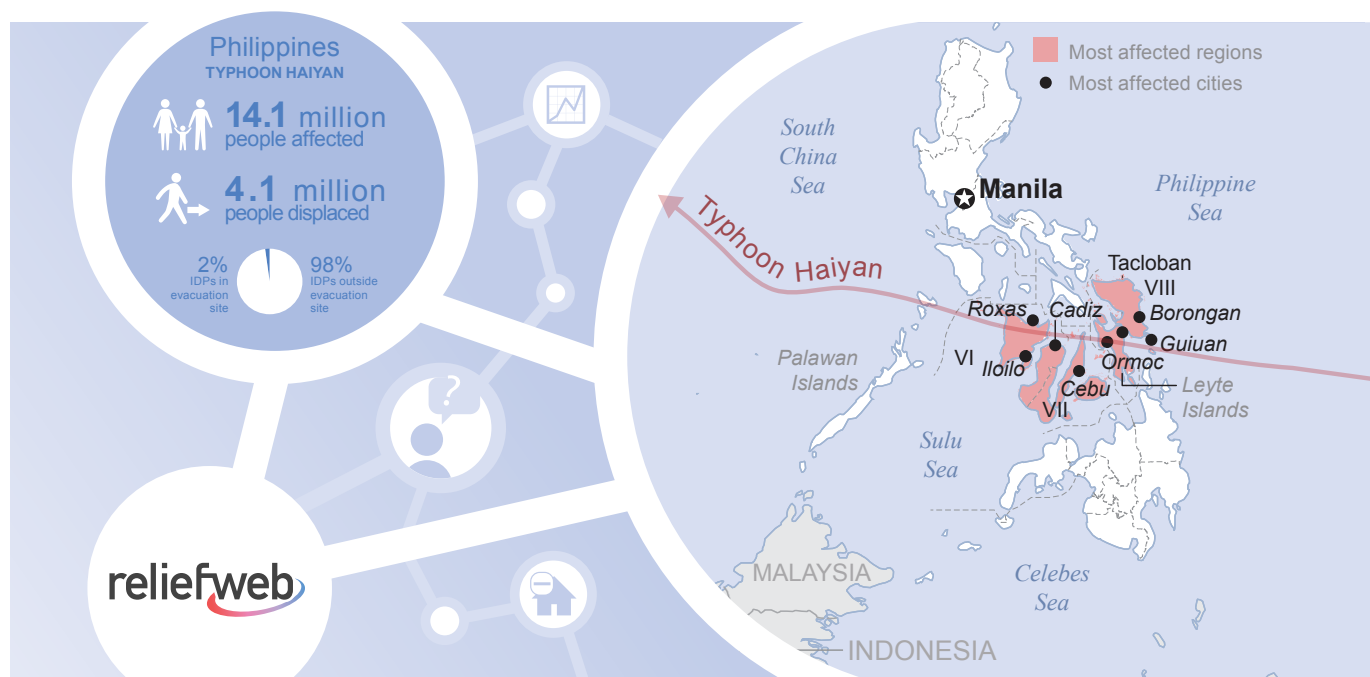
Figure 1: Map of area affected by Typhoon Haiyan, courtesy of OCHA

INTRODUCTION

Typhoon Haiyan[11] first made landfall on the far eastern island of Samar on 8 November 2013, wreaking havoc across the Central and Eastern Visayas as it crossed land in six places and continued on to weaken over the West Philippine Sea.[12] Nine of the country's 17 administrative regions were affected by the typhoon, covering 12,122 barangays (villages) in 44 provinces, 591 municipalities and 57 cities.[13] Along the southern coast of Eastern Samar and the coastal towns of the Leyte Gulf in Eastern and Western Samar and Leyte, there was widespread damage as a result of storm surges. The inland areas of Leyte, and Eastern and Western Samar, together with parts of Cebu, Capiz, Iloilo, Aklan and Palawan provinces, were severely affected by the destructive forces of the wind from the typhoon. Though less severe, damage was recorded even beyond the 100km storm track.[14]

Information and communication access was severally impeded for weeks with 90% of affected people having no access to electricity, equating to no access to communication channels of print media, TV or the Internet.[15] Most people were unable to contact their families to tell them they were alive. Humanitarian agencies also faced significant challenges in sharing lifesaving information and assessing community needs.[16] In the immediate aftermath of the typhoon, an emergency radio station was established in Tacloban city to try to meet this need.[17] As telecommunications networks were restored communities began to rely on social networks to share information with family and friends.

The Philippine Government welcomed the offer of international assistance on 9 November 2013, and CDAC Network Member agencies and other humanitarian organisations responded over the following weeks. As part of this response, and to assist the Government in its efforts to ensure a community-led response, the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) supported the deployment of specialist personnel to coordinate CwC activities across affected areas.[18] This document contains a review of that coordination following Typhoon Haiyan, as well as CwC initiatives and approaches by organisations participating in this review.

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11. Locally known as Typhoon Yolanda.

12. Government of Philippines, Reconstruction Assistance on Yolanda (RAY) Plan, 16 December 2013. Accessed at www.gov.ph/2013/12/18/document-reconstruction-assistance-on-yolanda/ , accessed on 21 September 2014.

13. Government of Philippines, Reconstruction Assistance on Yolanda (RAY) Plan, 16 December 2013. Accessed at www.gov.ph/2013/12/18/document-reconstruction-assistance-on-yolanda/ accessed on 21 September 2014.

14. Government of Philippines, Reconstruction Assistance on Yolanda (RAY) Plan, 16 December 2013. Accessed at www.gov.ph/2013/12/18/document-reconstruction-assistance-on-yolanda/ accessed on 21 September 2014.

15. Multi-Cluster/Sector Initial Rapid Assessment (MIRA), Typhoon Haiyan Response, 2013.

16. MIRA, Typhoon Haiyan Response, 2013.

17. First Response Radio, Blog: What Did we Learn from Setting up a Radio Station in 72 Hours in Response to Typhoon Haiyan (Yolanda)? Accessed at www.cdacnetwork.org/i/20140529160838-zrukv accessed on 1 October 2014.

18. In the Philippines the 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.

OBJECTIVE OF THE REVIEW

The objective of the CDAC Network's Typhoon Haiyan Learning Review is to examine the processes and outcomes in communicating with communities programming and coordination following Typhoon Haiyan at a sub-national, national and global level. The report captures perspectives on good practice, gaps and suggestions for improvements in both CwC programming and coordination from agencies participating in the review. It does not seek to be an exhaustive narrative of all CwC and coordination activities in the affected areas.

The report is aimed at operational and management level stakeholders to inform development of advocacy, policy and forward planning, both operationally and strategically for CwC.

TOR QUESTIONS
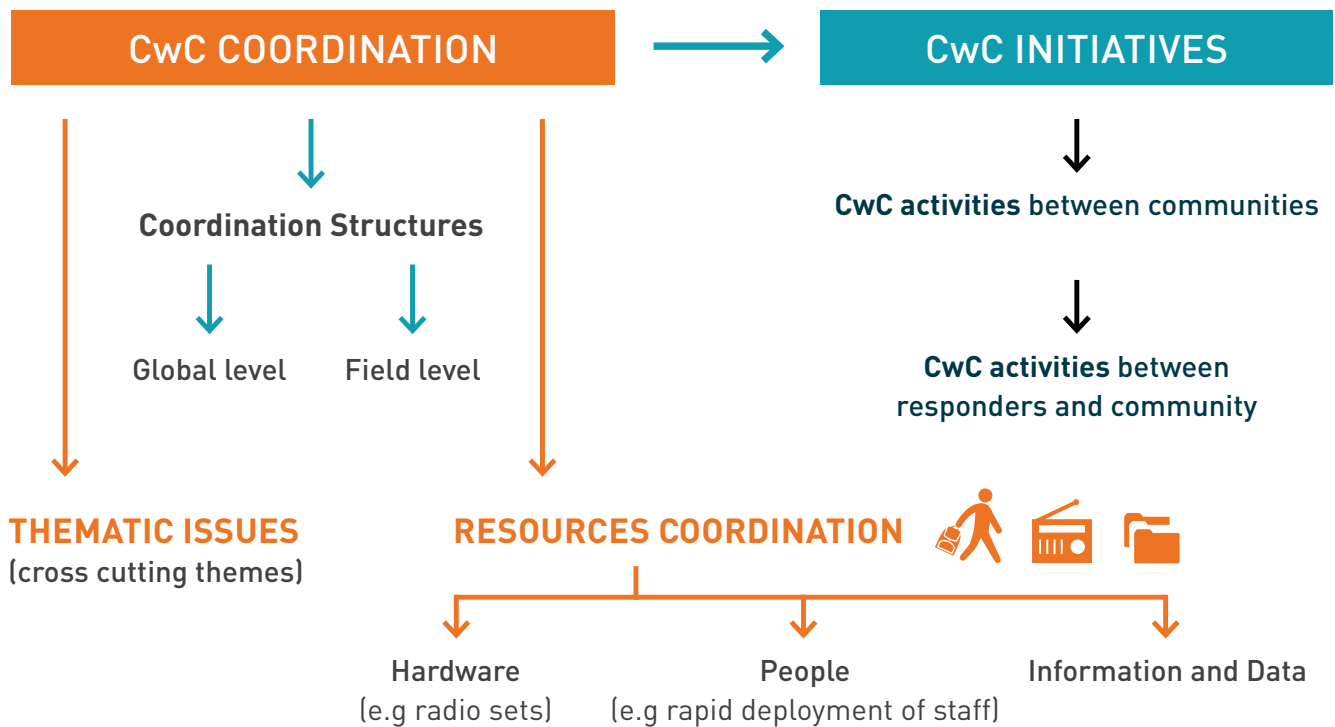
Figure 2: Visualisations of Terms of Reference Questions. Annex A contains the CDAC Learning Review Terms of Reference.

TERMINOLOGY

This report focuses on the operation of Communications with Communities (CwC) Technical Working Groups, while recognising these Technical Working Groups operated jointly in certain locations with Accountability to Affected Populations (AAP) Working Groups. During the initial four weeks, the CwC Technical Working Groups consisted of a mix of CwC and AAP professionals, as well as other general and specialised staff.[19]

CwC Coordinators will be used to collectively refer to staff that work within OCHA CwC in the Philippines.[20]

Finally the term CwC is commonly used as an umbrella term across the humanitarian sector to refer to activities or initiatives covering beneficiary communication, humanitarian communication, communicating with persons of concern and communicating with disaster affected communities.

LIMITATIONS

The lack of documentation of some activities and processes and the turnover of staff sometimes made it difficult to obtain a full perspective on CwC coordination and activities. That said, the report aims to balance and triangulate data about activities, initiatives and good practice with secondary data. Annex D contains desk study documents referred to in this review.[21]

19. Joint CwC and AAP Technical Working Groups operated in three operational hubs (Tacloban, Guiuan and Ormoc). AAP Technical Working Groups operated in Roxas and Cebu operational hubs.
20. At the time of the review, OCHA CwC staff included CwC officers, coordinators and advisors.
21. Annex D contains secondary evaluation data collated for use in this report including key evaluative documents from DEC & Humanitarian Coalition 2013; Philippines Typhoon Haiyan Response Review 2-13; IASC Operational Peer Review February 2014 and ICAI's Rapid Review of DFID's Humanitarian Response to Typhoon Haiyan in the Philippines, 2014.

Picture courtesy of OCHA Philippines

METHODOLOGY

It was agreed that the objectives of the learning review would be best explored through a range of qualitative approaches that examined the process and outcomes of communications with and between communities affected by Typhoon Haiyan. This included a desk study, semi-structured interviews, focus group discussions and two learning workshops in Tacloban and Manila. Qualitative research methods were used based on well-established thematic frameworks and principles that built off previous evaluative approaches in the Philippines and employed innovative data collection methods, such as live radio interviews with affected communities, to collect information.[22] All effort was made to conduct workshops and interviews in local languages.

The research involved a total of 37 key informant interviews as well as two workshops in Tacloban and Manila.

The methodology and review criteria were aligned with previous CDAC Network Learning Reviews, and included a desk study, semi-structured interviews and focus group discussions. The review criteria was built on the Organisation for Economic Development Criteria Development Assistance Committee (OECD-DAC) criteria, including the six key elements of effective communication coordination mechanisms as identified in

the CDAC Network Haiti Learning Review and used in the Typhoon Bopha Learning Review.[23] The OECD-DAC criteria are the standards by which the majority of humanitarian and development programmes are evaluated today. Using this common framework, the following criteria were selected as the most appropriate to this review's objectives:

1. Coordination and CwC effectiveness and efficiency; and

2. Relevance, appropriateness, connectedness and coverage of CwC initiatives and coordination.

Annex B contains the full Learning Review criteria. The section on coordination has been structured against each of these criteria, while the CwC programming section considers three areas of activity which emerged during data collection: information provision, engaging communities in dialogue, and turning feedback into action.

Data collection in the Philippines began in August 2014 following planning and coordination between CDAC Network Members. Data collection in this Review built strongly on a desk study of existing assessments and evaluations of CwC activities. Data was collected through 37 key informant interviews, two learning workshops with agency staff, on-air interviews with radio listeners, and focus group discussions with communities, UN partners, international and local implementing agencies. Annex C contains a list of key informants.

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22. Annex D contains secondary evaluation data collated for use in this report including key evaluative documents from DEC & Humanitarian Coalition 2013; Philippines Typhoon Haiyan Response Review 2-13; IASC Operational Peer Review February 2014 and ICAI's Rapid Review of DFID's Humanitarian Response to Typhoon Haiyan in the Philippines, 2014.

23. CDAC Network Haiti Review 2012 and Typhoon Bopha Learning Review 2013 available at http://www.cdacnetwork.org/tools-and-resources/evaluations-and-learning-reviews/

DATA COLLECTION IN FIELD

TACLOBAN (5-9 Aug)

CDAC Network Learning Workshop
(37 participants)

9 Key Informant Interviews

Participate in 'Right to Information' Event
(IOM, PIA & OCHA) (100 participants)

3 Key Informant Interviews and Focus
Group Discussions in 2 Communities
(Bunkhouse in Palo; and barangay
Carabasan in Dulag)

Focus Group Discussion
with Radyo Abante Staff
(14 participants)

On Air Discussion with
Radyo Abante listeners
(5 participants)

MANILA (3-5 Aug, 13-16 Aug)

CDAC Network Learning
Workshop
(26 participants)

11 Key Informant
Interviews

ROXAS CITY (10-12 Aug)

2 Key Informant
Interviews

Focus Group Discussion with
Region VI AAP Working Group
(7 participants)

2 Focus Group Discussions
in 1 community (Estancia, Iloilo)

CDAC-NETWORK TYPHOON HAIYAN LEARNING REVIEW METHODOLOGY

FOCUS GROUP DISCUSSIONS

Focus Group Discussion with
14 Radyo Abante staff in Tacloban

14

Region VI AAP Working Group
(7 people from 6 organizations)

7   **6**   3 INGOs
3 Intergov

DISCUSSION WITH REPRESENTATIVES OF THE AFFECTED COMMUNITY

3 **KEY INFORMANT INTERVIEWS**
Palo Bunkhouse, Leyte

3 **FOCUS GROUP DISCUSSIONS**
1 in barangay Carabasan, Leyte. 2 in Estancia, Iloilo.

5 Radyo Abante Listeners took
place in an On Air Discussion

5

WORKSHOPS

2 **WORKSHOPS IN MANILA AND TACLOBAN**

MANILA

26 participants

19 organizations

WHO PARTICIPATED

Inter-gov Orgs	13
INGOs	6
Media	2
RCRC	1
National NGOs	1
Government	1
Media Dev	1
Religious Org	1
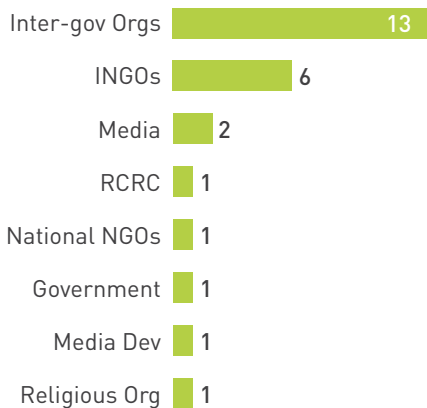
NATIONAL VS INTERNATIONAL
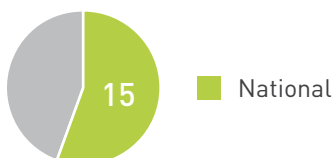
15 National

TACLOBAN

37 participants

25 organizations

WHO PARTICIPATED

Inter-gov Orgs	12
INGOs	9
National NGOs	5
Media	4
RCRC	2
Academic	2
Government	1
Media Dev	1
Religious Org	1
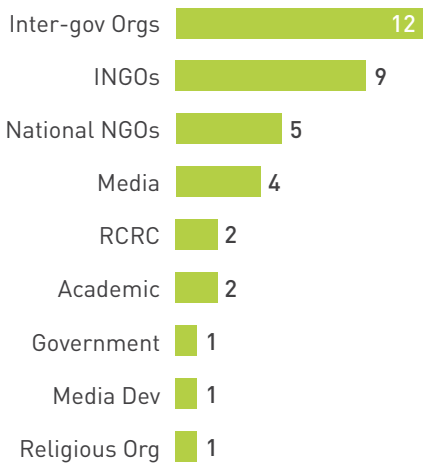
NATIONAL VS INTERNATIONAL

32 National
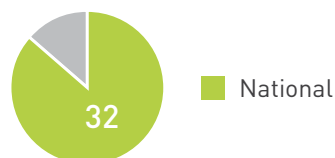
INTERVIEWS

37 **KEY INFORMANT INTERVIEWS**

BY LOCATION AND STAFF
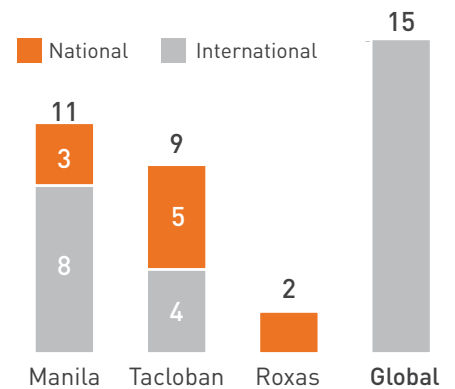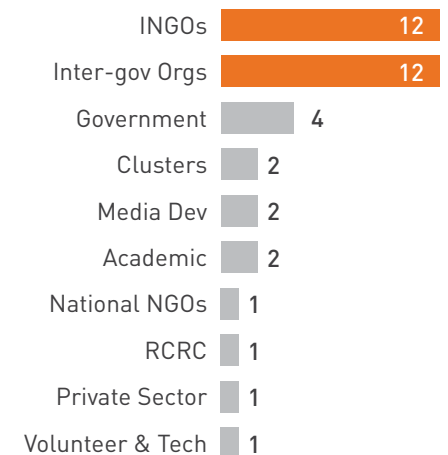
National   International

Location	National	International	Total
Manila	3	8	11
Tacloban	5	4	9
Roxas	2		2
Global		15	15

ORGANIZATIONS

INGOs	12
Inter-gov Orgs	12
Government	4
Clusters	2
Media Dev	2
Academic	2
National NGOs	1
RCRC	1
Private Sector	1
Volunteer & Tech	1

COMMUNITY PERSPECTIVES ON INFORMATION AND COMMUNICATION BEFORE AND AFTER TYPHOON HAIYAN

This section of the report provides a summary of communication and information access and preferences of affected communities residing in Eastern Samar, Leyte and Panay, drawn from primary and secondary data from CDAC Network Member's own evaluative work. It provides information about the overall context of CwC, from the date of the disaster to the time of this report, and presents the perceptions of affected communities on communication activities during the response. The resounding message from the affected people was the importance of information and communication and connectivity as a key component of the response and recovery, and the gaps that still exist in meeting this key need. As part of the Review, primary data was gathered from affected communities in Leyte and Panay through semi-structured interviews and focus group discussions on how they received information before and after the Typhoon, and how they prefer to give feedback and communicate with humanitarian agencies. This has been consolidated with available secondary assessment data from CDAC Network Member agencies and the broader humanitarian community.[24]

INFORMATION SOURCES, PREFERENCES AND COMMUNICATION CHANNELS

Data on information sources in Guiuan, Eastern Samar collected one month post typhoon, report a dramatic change about where individuals accessed information when comparing pre and post disaster information habits.[25] The main sources of information prior to the typhoon were media such as television.[26] After the typhoon, the importance of interpersonal communication with barangay captains, family, friends and neighbours increased markedly, while use of media such as television decreased overall.[27] The other notable change was a shift from TV as the main media source of information before the typhoon, to radio afterwards. According to survey results, radio was four times more accessible than TV. The ease with which radios could be accessed by larger groups of people in common spaces such as barangay halls[28] demonstrates the importance of this channel in giving a voice to the community.[29]

WHERE DID YOU GET MOST IMPORTANT INFORMATION FROM BEFORE YOLANDA?

BARANGAY CAPTAIN **14.19%** NEIGHBOURS **13.19%** FRIENDS **19.63%** FAMILY **18.4%** RADIO **35.58%** TV **73.62%** INFORMATION BOARDS **1.23%** INTERNET **13.19%** NEWSPAPER **4.29%**

Figure 3: Graph from 'Information, Media and Communication in Guiuan after Typhoon Yolanda' (see footnote)

24. This secondary data was sourced from the Government of Philippines, IOM, Internews, DFID, GSMA and Crisis Mappers. A comprehensive list of documents accessed appears at Annex D. Much of the data the Review considered draws on assessments from the response phase. Comprehensive available data in later periods was less prevalent.

25. Key results of survey findings on Information, Media and Communication in Guiuan after Typhoon Yolanda, conducted by Viviane Lucia Fluck for Internews December 9-15 2013 Guiuan, Eastern Samar, Philippines.

26. Key results of survey findings on Information, Media and Communication in Guiuan after Typhoon Yolanda, conducted by Viviane Lucia Fluck for Internews December 9-15 2013 Guiuan, Eastern Samar, Philippines.

27. Key results of survey findings on Information, Media and Communication in Guiuan after Typhoon Yolanda, conducted by Viviane Lucia Fluck for Internews December 9-15 2013 Guiuan, Eastern Samar, Philippines.

28. In the Philippines the barangay hall serves as a local community centre, often providing space for both permanent and temporary services and events.

29. Key results of survey findings on Information, Media and Communication in Guiuan after Typhoon Yolanda, conducted by Viviane Lucia Fluck for Internews December 9-15 2013 Guiuan, Easter Samar, Philippines.

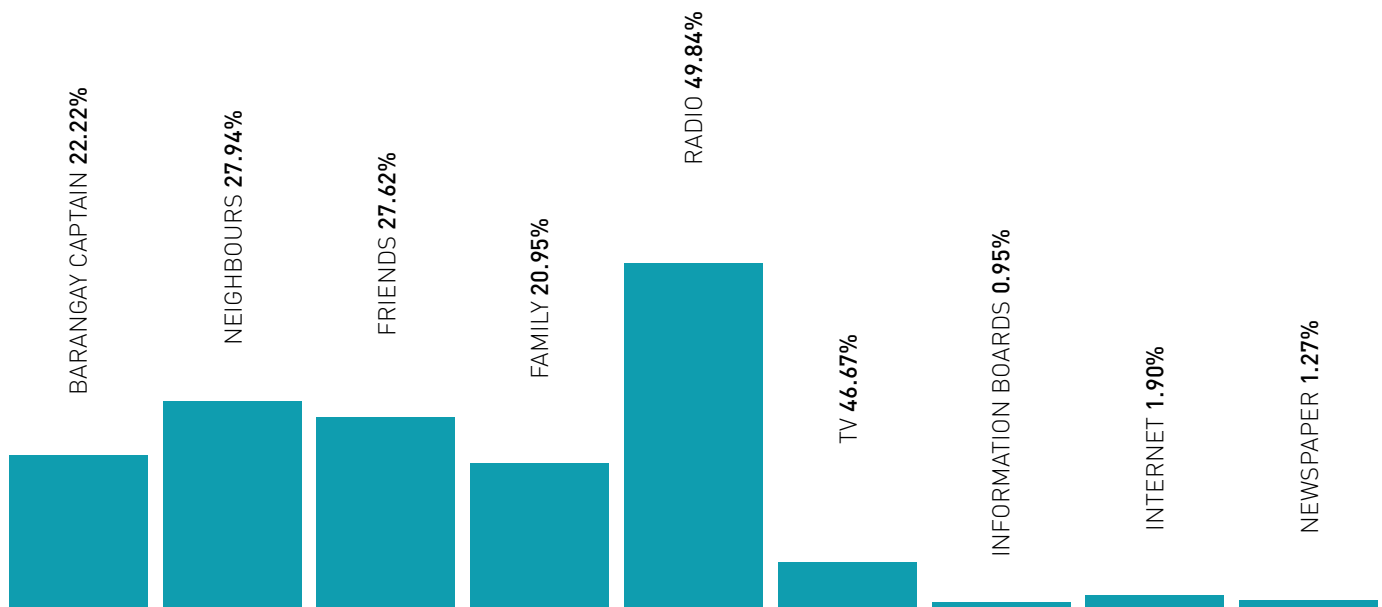## WHERE DID YOU GET MOST IMPORTANT INFORMATION FROM AFTER YOLANDA?

Figure 4: Graph from 'Information, Media and Communication in Guiuan after Typhoon Yolanda' (see footnote)

In Tacloban similar findings were reported, with the main source of information in the immediate aftermath of the typhoon being Barangay officials.[30] Barangay officials are the highest elected officials in a Barangay, the smallest of the elected administrative divisions of the Philippines. Although the main information source in some communities these officials were not always perceived as the most well informed.[31] As the typhoon approached, people received information via text blasts, TV, radio and social media. The Philippine Information Agency (PIA) had developed a text blast system with SMART Telecommunications Company [32], and used this to share information. Advice included storing emergency contacts of local relief agencies both in mobile phones and as a hard copy, charging phones to full battery, keeping phones and a chargers in sealed bags to keep them dry and information on the impact of the storm surge. However, communities in Tacloban stated a lack of understanding of the term 'storm surge' and as a result many reported failing to take warnings seriously.[33] Communities reported they were used to strong typhoons in these parts. 'Sanay na kami sa bagyo dito' (We are used to storms here).[34] Many did not evacuate. Preliminary research by researchers at the University of Goldsmiths, London, indicates why these behavioural patterns may have occurred:

'People 'typically recall a few main ideas, while details are poorly understood and forgotten'. [35] Similarly, people remember information that is relevant for them and those that they frequently encounter. Moreover, 'tragic or sensational events are remembered best, while coverage of abstract or distant issues is easily forgotten'.[36] Given the term 'storm surge' is rarely used by the mainstream media in the Philippines there appeared to be a lack familiarity with the concept.' [37]

As electricity and markets were restored, radio was cited as a key source of information.[38] This was particularly noted in the bunkhouses[39] where television was not allowed due to electricity restrictions.[40] Community members in Leyte cited the radio as a source of information about government and INGO programmes and plans. 'Radyo Abante and DYBR are the two main AM stations in Tacloban City that we currently listen to today. The programmes we listen to the most are where the DJ discusses the upcoming projects activities that organisations will be holding' (Woman, Dulag, Leyte).

30. International Organisation for Migration, Starting the Conversation: Information, Feedback and Accountability through Communications with Communities in Post-Typhoon Philippines, 2014.

31. International Organisation for Migration, Starting the Conversation: Information, Feedback and Accountability through Communications with Communities in Post-Typhoon Philippines, 2014.

32. Smart Communications, Inc. (Smart) is one of the Philippines' dominant wireless services provider with 55.4 million subscribers on its GSM network as of end-March 2014.

33. Liezel Longboan, Humanitarian Technologies Project: Communications in the Wake of Typhoon Yolanda, Goldsmiths, PIA Workshop, 4 August 2014.

34. Liezel Longboan, Humanitarian Technologies Project: Communications in the Wake of Typhoon Yolanda, Goldsmiths, PIA Workshop, 4 August 2014.

36. Liezel Longboan, Humanitarian Technologies Project: Communications in the Wake of Typhoon Yolanda, Goldsmiths, PIA Workshop, 4 August 2014.

35. Alla Keselman, Laura Slaughter, Vimla L. Patel. Toward a framework for understanding lay publics comprehension of disaster and bioterrorism information, Journal of Biomedical Informatics 36 (2005) 331–344.

37. Alla Keselman, Laura Slaughter, Vimla L. Patel. Toward a framework for understanding lay publics comprehension of disaster and bioterrorism information, Journal of Biomedical Informatics (2005) 331–344.

38. Affected Community Consultations, Typhoon Haiyan Response Tacloban and Palo, Exercise 1, November 27-29 2013, conducted by the United Nations Office for the Coordination of Humanitarian Affairs (UN- OCHA), with the assistance of the Philippine Information Agency (PIA).

39. Bunkhouses are temporary accommodation that was built by the Philippines' authorities to house families who live in no-build zones and people who are still in evacuation centres. Information taken from Key Humanitarian Messages on Bunkhouses – HLP Working Group, Shelter Cluster Philippines, 14 January 2014.

40. CDAC Network Learning Review, Community Consultation, Palo Bunkhouse, Leyte, August 2014.

In the immediate aftermath of the typhoon, the most popular way of receiving information about humanitarian efforts was from INGOs visiting Barangays and holding meetings to explain their projects. [41]

The restoration of mobile phone connectivity occurred at different rates across the affected area, with community members explaining that they had no way of contacting family and friends for at least two weeks after the typhoon.[42] Any information they received in the initial instances was through word of mouth. Ten months after the typhoon, mobile phone connectivity had been restored across the area and people were using mobile phones to watch television, listen to the radio and connect with friends and family using SMS or Facebook, particularly the younger generation.[43]

Mobile connectivity was highlighted as important by communities in Letye and Panay: 'Our friends and family in Manila are the ones telling us on Facebook if there is further news about a disaster' (12 year old girl, Palo Bunkhouse, Leyte). [44]

In focus group discussions, communities in Leyte and Panay wanted more information about planned projects, who would be able to avail themselves of assistance, and how long the support would last. Having information in written form, posted in the Barangay, was recommended: 'It is important to post information about the criteria so a lot of people can read it and it's clear to everybody. It's better than verbal as things might be deleted or forgotten' (Woman, Estancia). Translation of materials into local languages was emphasised, as well as information on how funds are distributed across different areas of work.[45] Interviewees articulated that it was important to communicate directly with community members as well as Barangay leaders. Communities also reported that they sought information on humanitarian services based on places (familiar locations) rather than organisational sources. For example, respondents reported seeking health information from central clinics, health centres or the rural health unit rather than international organisations providing those services. [46]

PROVIDING FEEDBACK

Communities cited a range of preferred communication methods to humanitarian organisations, highlighting diversity within communities. Face-to-face communication was preferred overall as questions can be answered directly. Participants also liked to use feedback boxes for anonymity.

BOX 1: CONCLUSIONS ON INFORMATION PROVISION FROM PRIMARY AND SECONDARY DATA IN SURVEYED SITES: LEYTE, PANAY AND GUIUAN.

1. The main communication channel in these areas in post-typhoon was interpersonal communication (face-to-face). Communities were in touch with their social networks for information and communication in the first instance, including family, friends and Barangay captains.

2. Following the typhoon, radio was the main media source of information and one of the most trusted sources of information.

3. There was a continuing need for clearer and more frequent communication with affected communities from humanitarian agencies.

4. Once connectivity was restored, mobile devices were used as a multi-functional source of information, providing television, radio and internet services. Facebook is the primary channel for youth.

5. Blanketed messaging through community leaders such as Barangay captains needs to be supplemented with targeted face-to-face campaigns.

6. Ownership and/or access to communications technologies alone does not ensure the public's readiness for disasters. Awareness of terminology associated with disasters and the impact of these may lead to behaviour change.

The use of SMS was reported as unreliable: 'texts can be deleted but feedback through letters can't be'

- Woman, Dulag, Leyte

Giving feedback through radio discussion forums was appreciated because the stations tried to get answers quickly. However, some people felt they didn't always follow through: 'The culture here is once the complaint is made the station will announce it and the concerned organisation will provide some reassurance. But after a few weeks or months, it will disappear again. They focus on what is the hot topic at the moment, but once it dies down the organization will not follow up' (Woman, Palo Bunkhouse, Leyte).

41 CDAC Network Learning Review, Community Consultation, Palo Bunkhouse, Leyte, August 2014.

42 Reid, Kyla, GSMA blog, GSMA Disaster Response in the Philippines, http://www.gsma.com/mobilefordevelopment/gsma-disaster-response-in-the-philippines accessed on 1 October 2014.

43 CDAC Network Learning Review, Community Consultation, Palo Bunkhouse, Leyte, August 2014

44. CDAC Network Learning Review, Community Consultation, Palo Bunkhouse, Leyte, August 2014.

45. Action Aid, Partners Reflections & Participatory Peer Review: Community Feedback and Reflections on AAP and CwC, with Affected Communities in Letye, Samar and Northern Cebu.

46. Key results of survey findings on Information, Media and Communication in Guiuan after Typhoon Yolanda, conducted by Viviane Lucia Fluck for Internews December 9-15 2013 Guiuan, Easter Samar, Philippines.

Picture
courtesy of OCHA Philippines

BOX 2: **CONCLUSIONS IN GIVING FEEDBACK IDENTIFIED FROM PRIMARY AND SECONDARY DATA IN LEYTE, PANAY AND GUIUAN.**

1. There needs to be a variety of channels through which people can give feedback, including the option to feedback anonymously and directly to implementing agencies. People were afraid to give feedback in case they were no longer able to avail of assistance, often based on negative experiences. '**There is a worry that if we complain we won't receive any more assistance. That's why we want to be anonymous. Once an NGO came and did a distribution and there were some complaints and the NGO never came back**' (Man, Dulag, Leyte). There also needs to be an option to feedback directly to the agency, not via the Barangay Captains.

2. Communities need to be invited to give feedback, and understand the channels and processes through which they can communicate with agencies. Changing the terminology around feedback mechanisms increased the feedback received. For example some communities used comment instead of compliant and this encouraged feedback. '**If some NGOs would ask for feedback we would immediately respond, but if we are not asked we will not give feedback. We are waiting for them to ask as we don't know how to express or give feedback to the particular NGO, we don't know the process**' (Woman, Palo Bunkhouse).

3. Communities need to receive a response to feedback, whether through action or further communication. '**There was an instance where we extended our feedback to a government organisation who said just wait and wait. Sometimes we get tired of extending our feedback because it's ignored, especially around relocation**' (Woman, Palo Bunkhouse).

4. Communication of all needs: The opportunity to feedback on what is needed in the community, rather than on existing projects. '**Expressing feedback would be useful not just to express problems, but if NGOs would ask what project do we really want to have, what project is needed in the bunkhouse. For example, here our problem is health, so it would be good that we can express what we really need here**' (Woman, Palo Bunkhouse).

08/11/13	**Typhoon Haiyan (locally known as Yolanda)**
11/11/13	CwC update 1 issued covering communications infrastructure and CwC response in affected areas
11/11/13	OCHA initiates Skype group for CDAC Network Members and interested parties
11/11/13	OCHA publishes Typhoon Haiyan Action Plan (USD 30 Million)
14/11/13	Dropbox folder established for responders by CDAC-S
14/11/13	CwC update 2 issued covering CwC response in affected areas
14/11/13	First Response Radio established in Tacloban
15/11/13	First global coordination call hosted by CDAC Network Field Coordination CoP
11/18/13	CwC update 3 issued covering CwC response in affected areas
18/11/13	AAP technical specialist deployed and seconded to OCHA to advise on AAP cross cutting issues
18/11/13	First 3Ws (mapping) of CwC initiatives released by OCHA
20/11/13	OCHA deploys Regional CwC Officer to support coordination of CwC
20/11/13	MIRA 1 assessment commences
22/11/13	OCHA revises Typhoon Haiyan Action Plan, including CwC activities
22/11/13	Second global coordination call hosted by CDAC Network Field Coordination CoP
22/11/13	OCHA CwC and AAP coordinators agree to carry out community consultations in affected areas
24/11/13	First meeting CwC Technical Working Group in Tacloban
27/11/13	Radyo Bakdaw on air in Guiuan
29/11/13	Preliminary MIRA 1 results are published

4/1/14	Communitere and barangay 88 screen documentary about Typhoon
8/1/14	IOM produces first set of FAQs, highlighting priority community information needs
10/1/14	Radyo Abante on air, taking over from First Response Radio
15/1/14	CwC Technical Working Group established in Western Leyte
23/1/14	First meeting CwC Technical Working Group Borongan

NOV   **DEC**   **JAN**

2013   **2014**

10/12/13	INGO and LNGO communications hub established to identify gaps and increase local capacity
12/12/13	OCHA AAP/CwC community consultation report shared with humanitarian partners
13/12/13	OCHA's Strategic Response Plan published, including CwC plans

BOX 3: **CHRONOLOGY OF CWC ACTIVITIES AND INITIATIVES.**

TIMELINE CWC AND COORDINATION EVENTS:
November 2013 - June 2014

01/03/14 — CwC Technical Working Groups in Ormoc & Western Leyte developed a 'local actor' directory

20/03/14 — CwC Technical Working Group Tacloban issued briefing note on GOP no build zone policy changes

June 2014 — Ormoc established a joint AAP and CwC Technical Working group

01/05/14 — Start of 25+ community consultations across the affected area by CwC AAG Working Groups as part of After Action Review

May 2014 — Region VI (Panay Island) and Cebu, AAP Technical Working Groups established

May 2014 — Tacloban AAP and CwC Working Groups merge

FEB   MAR   APR   MAY   JUN

2014

01/02/14 — AAP Technical Working Group set up by the OCHA AAP Advisor

05/02/14 — Globe Telecommunications gave 100 free pre-paid mobile phones to community leaders in Ormoc

16/02/14 — Guiuan CwC Technical Working Group begins monthly 'Barangay Captain Briefings'

18/02/14 — IOM launched interactive live radio programme Tindog Kita

01/04/14 — UNOCHA shared CFF template with Tacloban Working Group members

01/04/14 — Tacloban Working Group support Protection Cluster in publication of 10000+ brochures on No Build Zone in housing programs

01/04/14 — Guiuan CwC Working Group members continue to conduct community feedback sessions in 12 affected municipalities.

06/04/14 — IOM launched their helpline through Radyo Natin to reach out to affected communities in Eastern Samar

CWC COORDINATION: GOOD PRACTICE, CHALLENGES AND VALUE ADDED

This section provides an overview of the formal coordination structures put in place to support CDAC Network Members and others involved in providing CwC support in the Typhoon Haiyan response at field and global levels, as well as good practice, challenges and the value added by coordination of CwC. The sections fall under the broad headings:

1. Coordination effectiveness and efficiency; and

2. Relevance, appropriateness, connectedness and coverage of coordination mechanisms.[47]

Box 3 contains a timeline of events related to coordination and CwC activities in affected areas.

INTERNATIONAL CWC COORDINATION STRUCTURES AND TOOLS IN THE TYPHOON HAIYAN RESPONSE

SUMMARY OF GLOBAL AND NATIONAL CWC COORDINATION STRUCTURES AND TOOLS [48]

Structures: CDAC Network Field Coordination Community of Practice (CoP), Internal OCHA Joint AAP/CwC CoP, Philippine Disaster Risk Reduction and Management Council, Philippine Information Agency, Philippine Department of Social Welfare and Development (DSWD), Department of Interior and Local Government, Office of Civil Defense, Humanitarian Country team, IFRC's global emergency response mechanisms and Red Cross Red Crescent Movement, AAP/CwC Technical Working Group.

Tools: Strategic Response Plans, OCHA situation reports, Red Cross Red Crescent Movement emergency appeals and situations reports.

Globally formal CwC coordination took place across a number of structures and using various tools.

Since 2013, Members of the CDAC Network (currently 27 agencies) have coordinated and shared information at a global level through the mechanism of the CDAC Network's Field Coordination Community of Practice (CoP). The CoP[49] is chaired by OCHA and aims to develop a systematic and pre-agreed approach by CDAC Network Members to supporting field-level CwC activities before, during and after crises. It is supported by the CDAC Network Secretariat, which works alongside the Chair of the CoP. The CDAC Network Secretariat, working alongside the CoP, responded to needs identified through the CoP. Secretariat staff supported the response over a period of five weeks with tasks related to information management, convening global teleconferences, monitoring a Skype information sharing group, assisting with the identification of opportunities for collaboration amongst CDAC Network Members globally and at field level, development of CwC updates, and advocacy messages to UK donors such as the Department for International Development (DFID) and the Disasters Emergency Committee (DEC).[50]

At the time of Typhoon Haiyan, over half of the CDAC Network Members had an active presence in the Philippines, and many Network Members deployed dedicated CwC or accountability staff as part of the response. Tools used for information sharing were a global level Skype group, CwC Updates (written by the core Secretariat team in the first five weeks of the response, in partnership with OCHA field colleagues) and a DropBox set up by the Secretariat for the purposes of information management.

In addition, OCHA has convened an internal AAP/CwC CoP at the global level since 2013. Members of this group include CwC, Public Information, AAP, gender coordination and management personnel from OCHA. This forum, in part, addresses current CwC responses and coordination models in operation worldwide. Current global and field-level OCHA tools that address CwC include the Strategic Response Plan, and situation reports.

Members of the Red Cross Red Crescent Movement coordinate and share information with communities in partnership with the Philippines Red Cross. In response to the Typhoon in the Philippines, global surge teams were deployed with dedicated CwC resourcing. Examples of current tools that relate to CwC include the Emergency Appeal and situation reports. These tools support IFRC's coordination role among Movement partners.

NATIONAL AND FIELD LEVEL CWC COORDINATION STRUCTURES AND TOOLS IN THE TYPHOON HAIYAN RESPONSE

At the national level, formal coordination structures related to CwC are wide-ranging and include:

• **Government of Philippines administrative divisions** (existing across national, regional, provincial, municipal and Barangay levels) including:

- Disaster Risk Reduction and Management Council

- Philippines Information Agency and its network of information officers at municipal level

- DSWD

- Department of Interior and Local Government

- Office of Civil Defense (OCD) (national and regional levels only)

• The **Humanitarian Country Team (HCT)** has been in place since 2010. The cluster coordination system was active at the time of the disaster and regularly met. A 'Humanitarian Communications' working group of UN agencies and other agencies existed.

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47. Visualisations contained within this section are based on data taken from available documentation from CDAC Network and OCHA CwC Updates (CwC SitReps), AAP/CwC Technical Working Group minutes, and key informant interviews from the date of the disaster to September 2014. They outline which stakeholders were involved and where significant events or activities occurred. It does not purport to represent the entirety of events and activities of every actor responding in the affected areas. The focus of the visualizations naturally falls to areas of Tacloban and Guiuan where coordination efforts were concentrated and where the data was most prevalent."

48. The summary of structures and tools listed here are the subject of this review. They do not purport to be an exhaustive list of coordination structure and tools that touch on CwC.

49. Review of the CDAC Network Secretariat's Role in Supporting Network Members' Response to Typhoon Haiyan, CDAC Network Secretariat, February 2014.

50. Review of the CDAC Network Secretariat's Role in Supporting Network Members' Response to Typhoon Haiyan, CDAC Network Secretariat, February 2014.

Picture courtesy of World Vision International

• **AAP/CwC Technical Working Groups (TWG)**[51] – established by OCHA staff during Haiyan, co-chaired by government and humanitarian agencies. The CwC Technical Working Groups aimed to:

- Facilitate access to a multi-channel network which the humanitarian community could use to pre-emptively address foreseen or identified information gaps;

- Provide advice and support if requested on how these gaps may be pre-emptively filled;

- Identify information gaps existing within disaster affected communities and bring them to the attention of the relevant actors within the humanitarian community so that they can be addressed; and

- Provide advice and support on CwC issues to clusters and operational agencies, for example;

  • Looking at getting messages out on issues of concern to communities; and

  • Support in questions on needs assessments. [52]

Similar CwC Technical Working Groups have been activated in emergency responses in Haiti, Pakistan, and Rakhine State, Myanmar, either as standalone or integrated models. In the Philippines, they have previously been activated in response to Typhoon Bopha, and the conflict related crisis in Zamboanga. Typhoon Haiyan is the first time CwC and AAP Technical Working Groups were merged in a response. A national CwC and AAP CoP for OCHA Philippines has been established to support and capture good practice across ongoing responses.

Formal coordination tools at national level included minutes from CwC and AAP Technical Working Group meetings for information sharing, CwC updates in response wide situation reports (as previously mentioned) and CwC updates collated initially by the CDAC Network Secretariat and later by OCHA CwC staff (which were also circulated at global level), various forms such as response checklists, workplan templates and field coordination terms of references, orientation and training material as well as generic promotional materials.

Box 4 and 5 provide further details on the operation of Technical Working Groups in the Philippines.

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51. Communication with Communities: what we are and what we do, OCHA, 2014.

52. Communication with Communities: what we are and what we do, OCHA, 2014.

53. It should be noted that some INGOs use the term accountability to include CwC activities and therefore have staffing which includes both functions.

BOX 4: THE OPERATION OF AAP AND CWC TECHNICAL WORKING GROUPS IN PRACTICE [54]

AAP and CwC Technical Working Groups were created across the five operational hubs. The CwC Technical Working Group was established in Tacloban on 24 November 2013, followed by the establishment of an AAP Technical Working Group in February 2014 in Tacloban. These groups operated as part of the humanitarian cluster system, and both had a seat at the Interagency Cluster Coordination meeting. The CwC and AAP Technical Working Groups were co-chaired by the Philippine Information Agency, OCHA CwC and AAP staff, and World Vision International.

Across the five operational hubs, the Technical Working Groups in Tabloban, Guiuan and Ormac later merged into joint AAP and CwC Technical Working Groups. Prior to merging [or in the first 4 weeks], the Tacloban Working Group was in essence a joint AAP and CwC Technical Working Group with participation from a range of general and specialist personnel. AAP Technical Working Groups continue to operate in Roxas and Cebu, with CwC as a standing agenda item in some instances.

In practice, there was significant overlap between AAP and CwC Technical Working Groups. In certain phases of the response the areas displayed a high level of integration, resulting in several joint initiatives. These included the development of the Rapid Information Communication and Accountability Assessment (RICAA), joint community 'conversations' projects, consolidation of community feedback through the Community Feedback Form (CFF), and circulation of AAP and CwC issues papers on actions and suggestions for clusters.

At field level, members of the AAP and CwC Technical Working Groups in Tacloban and Roxas that were interviewed for this review identified complementarity on areas of transparency, information, participation and feedback and complaints within activities. Members of the Technical Working Group focused their efforts on a combination of technical advice to clusters and agencies, as well as support and implementation of CwC operational activities.

Collaboration had positive benefits, including building a strong evidence base of the needs of affected people.

Further details on the operation of the Technical Working Groups and the CFF appears in the **Typhoon Haiyan Learning Review Case Study: Consolidating Community Feedback through AAP/CwC Working Groups** available at http://www.cdacnetwork.org

TECHNICAL WORKING GROUPS AND OPERATIONAL HUBS - TYPHOON HAIYAN
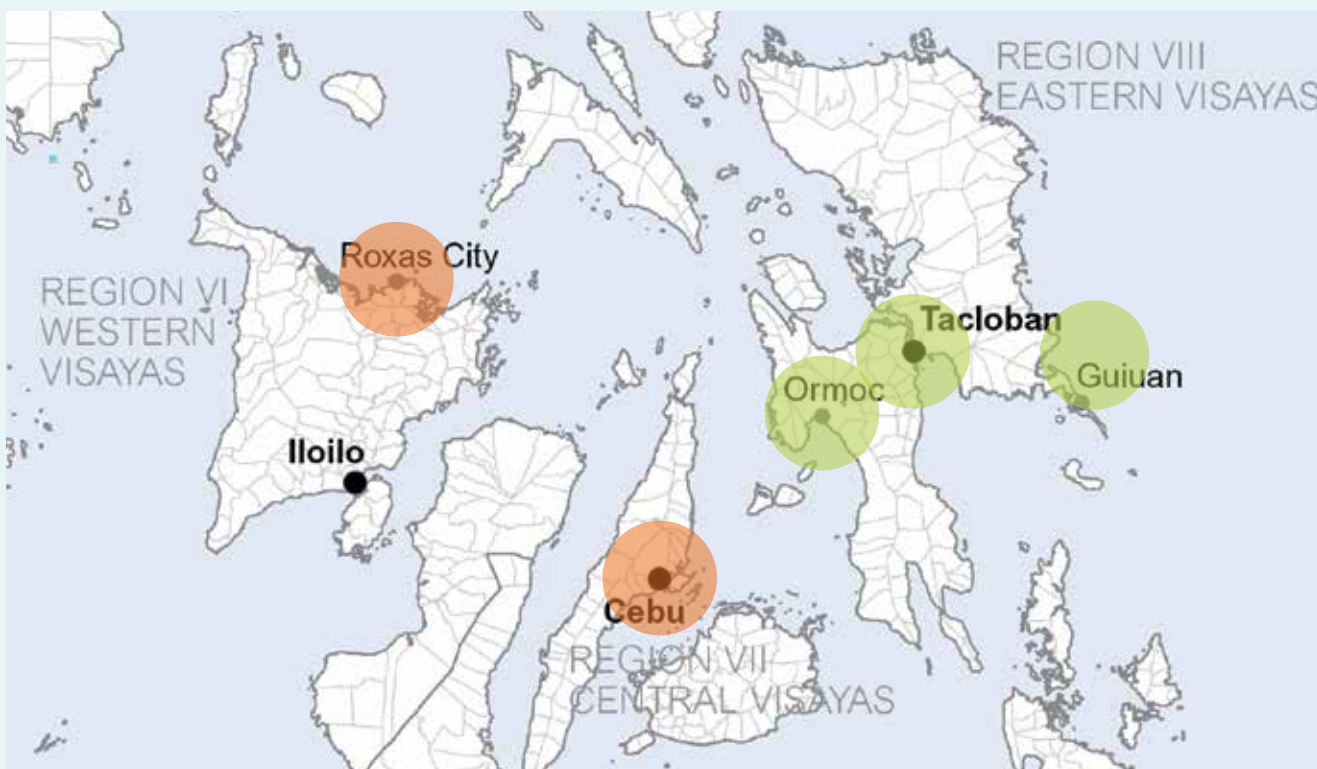
| ● AAP Technical working group | ● AAP/CWC Technical working group |

54. The operational hubs included Tacloban, Guiuan, and Roxas, Ormoc and Cebu (logistics). Operational Peer Review, Internal Report, Response to Haiyan in the Philippines, 3 February 2014.
55. OCHA CwC Officer, Internal note - What did OCHA Philippines learn in eight months of the Typhoon Haiyan response? 19 August 2014.
56. OCHA CwC Updates for Typhoon Haiyan, various dates.

BOX 5: SOCIAL NETWORK GRAPH OF PARTICIPANTS IN THE CWC AND AAP TECHNICAL WORKING GROUPS IN TACLOBAN, GUIUAN AND ROXAS, AT A NATIONAL, REGIONAL AND GLOBAL LEVEL FROM THE DATE OF THE TYPHOON UNTIL SEPTEMBER 2014.[60]

Social network analysis has long been interested in understanding who is positioned where in networks as a means to see where the main relationships and links exist or don't exist, and who has better access to information (and thus the ability to build up a more complete institutional memory and a more accurate perception of social reality), and following on from that who can control information and so influence coordination of joint action amongst a group of connected actors.

The image shows which of 106 organisations were connected to two types of coordination mechanisms: Communicating with Communities and Accountability to Affected Populations Technical Working Groups in various locations in the Philippines as of 25 November 2013.

In this particular context, the CwC and AAP Technical Working groups provided a forum to build a 'history' between those attending in the three hubs. These episodes of interaction and communication built relationships over time, gave context to members of the Technical Working Groups on organisational mandates and programming around CwC approaches. In some cases, this led to collaboration over CwC initiatives. Some respondents commented that Technical Working Groups were a 'seeding ground' for initiatives for responses now underway in Iraq.

Links between nodes indicate participation; for instance, a link going from an organisation to a TWG means that the organisation attended at least one TWG meeting in that location. Links going to from organisations to Philippines, Regional and Global indicate two things: one, that the organisations were on the OCHA CwC Coordination email list, and two, where the organisations' points of contact were based.

The size of the nodes represent their number of connections – the more connections the larger the node. Frequency of attendance at meetings at field level (i.e. Tacloban, Roxas and Guiuan) is represented by size: larger being more frequent attendance at the meetings and smaller less attendance. It is not surprising that agencies with larger nodes have central positions, such as OCHA who chaired Technical Working Groups.

STAKEHOLDERS IN TACLOBAN, GUIUAN AND ROXAS AND OUTSIDE AFFECTED AREAS

60. All data is taken from the Tacloban, Roxas and Guiuan Technical Working Group minutes, as well as, CwC and AAP Technical Working Group Email Contact lists. Various dates. For some events the dates are approximate (+/- 1 week).

COORDINATION EFFECTIVENESS AND EFFICIENCY

The review considered the six key elements of an effective CwC coordination mechanism as follows:

1. **Credibility:** There must be trust in the coordinating body and its competence. The coordination processes must be inclusive, democratic and based on honest brokering.

2. **Establishment and maintenance of appropriate coordination mechanisms:** There must be systems to coordinate among actors and to gather, manage and share information in timely and relevant ways.

3. **Strategic leadership:** A coordinating body must have a solid understanding of the sector/sub-sector/cross-cutting sector and an overall vision of how coordination can contribute to a more effective and efficient response. This entails understanding the complementaries of different agencies' comparative advantages, the ability to identify possibilities for synergies and joint initiatives, and what assessments are needed.

4. **Integration with the existing humanitarian system:** A coordinating body in emergencies needs a firm grasp of the humanitarian system and its structures. It needs to interact and coordinate with other humanitarian sectors and actors.

5. **Training and capacity building:** While not necessary for coordination per se, training and capacity building is sometimes performed by cluster leads. In a developing area such as using CwC approaches that has a significant new technologies component, this function would be relevant; and

6. **Advocacy:** A coordinating body should provide a focus for joint advocacy.

This section summarises how effective coordination structures and tools, namely the CwC Technical Working Groups and CDAC Network Field Coordination CoP, performed against each of the six elements.[61]

Picture courtesy of OCHA Phillippines

CREDIBILITY

There must be trust in the coordinating body and its competence. The coordination processes must be inclusive, democratic and based on honest brokering.

The CwC Technical Working Group was replicated based on OCHA's previous experience in the Philippines including Typhoon Bopha, Zamboanga conflict and Bohol earthquake responses.[62] Lessons learned from each of these experiences, coupled with learning from preparedness and response pilots more broadly in the Asia Pacific region, had a significant impact on its success and credibility.[63]

The deployment of experienced staff in the immediate aftermath of the disaster, without joint responsibilities for public information or UN agency operations, contributed to this perception.[64] OCHA CwC staff were perceived as competent, inclusive and operating without vested interests in operational matters. The inclusion of INGOs and the PIA in co-chairing

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61. The 2012 CDAC Haiti Learning Review considered six elements of an effective coordination mechanism as the basis for its review. These criteria were considered in this review.

62. A Coordinated Approach - Communications with Communities and Accountability to Affected Populations, Key Learnings from Typhoon Haiyan Response ALNAP Meeting, Addis Ababa, Ethiopia, March 2014.

63. A Coordinated Approach - Communications with Communities and Accountability to Affected Populations, Key Learnings from Typhoon Haiyan Response ALNAP Meeting, Addis Ababa, Ethiopia, March 2014.

64. DFID's Typhoon Haiyan Humanitarian Response Review supported this practice, stating: "The deployment of dedicated personnel, including through stand-by partnership arrangements, and the creation of working groups constitute good practice." ICAI, Rapid Review of DFID's Humanitarian Response to Typhoon Haiyan in the Philippines, March 2014.

arrangements pointed to the inclusive nature of the working groups, as did the inclusion of private partners such as GSMA (Groupe Sociale Mobile Association) and mobile network operators (MNOs). Further details of GSMA's involvement appear below in Box 6.

Many respondents also cited examples of skills that underscored this perception of inclusiveness. Strong advocacy, negotiation, organisational and listening skills in addition to strong programme or implementation experience of some coordinators built trust and raised awareness of CwC approaches, and ensured CwC was included in the Strategic Response Plan.

Finally, respondents praised the flexibility of CwC coordinators and the CwC Technical Working Groups in the hubs. Coordinators sought to preserve the flexible nature of the groups to allow adaptation to changing context, while stating that training on what is required and expected of people in CwC coordination roles in the field could contribute to a more efficient response in future. In the words of one coordinator 'it took a lot of effort to (re) invent the wheel on these processes'.

The creation of separate CwC and AAP Technical Working Groups by OCHA led to confusion and silos later in the response. While many praised the knowledge base that both areas created, the discussion over roles of each group over the course of many months confused many interviewed in this review, leading field-level staff to 'work things out on the ground'. Many staff approached this pragmatically, working together as a team, with a focus on meeting humanitarian needs related to CwC and AAP.

Many respondents appreciated the merging of CwC and AAP Technical Working Groups where both existed, particularly as it was often the same agency staff attending both meetings.

The creation of separate Technical Working Groups can be attributed to deficiencies in system wide coordination and policy through the humanitarian programme cycle. This was, namely the lack of clear policy instructions to guide the activation of cross-sector technical working groups, making clear their mandate and how the inter-cluster coordination mechanism should engage. These thematic areas require better coordination. There is a particular need for clarity on 'coordination' versus 'advisory' support (field coordination versus central level policy and procedural advisory support).

BOX 6: COORDINATION AND COLLABORATION BETWEEN THE EMERGENCY TELECOMMUNICATION CLUSTER, GSMA, AND MOBILE NETWORK OPERATORS (MNOS)

GSMA deployed for the first time in this response a Disaster Response Coordinator who acted as both bridge and buffer for the mobile operators, Smart Communications and Globe Telecom, as they dealt with not only their own network restoration and relief activities, but coordinating with the influx of new actors who arrived to support the response.[65]

Unsurprisingly, there were many national and international NGOs who had requests and needs around network information, access, new services and partnerships. Rather than have each organisation or agency who sought information on service status, mobile money agent vitality, instant network solutions, or short codes, approach the MNOs individually with the same requests, GSMA coordinated and aggregated these to ensure that those in the humanitarian system needing this information could access it where possible, and that the MNOs weren't bombarded with the same questions over and over again.[66]

GSMA also represented the MNOs and provided updates on their activities at cluster meetings for the Emergency Telecommunications Cluster (ETC) and at the Cash Working Group and CwC Technical Working Group. The Disaster Response Coordinator, working alongside OCHA CwC staff was able to identify information requests and priorities and acted as a direct link between MNOs in the Philippines and the humanitarian system.[67] The government and telecommunications companies set up telephone charging stations and internet points in some areas, and it was the first time the Emergency Telecommunications Cluster, in partnership with Ericsson and GMSA, sought to provide connectivity to affected communities, rather than just humanitarian responders.[68]

The valuable information provided through GSMA to the Technical Working Group and Emergency Telecommunications Cluster included Daily Mobile Network Operator signal reports, which were included in Situational Reports (SitReps), humanitarian updates and cluster briefs.

Creating spaces where humanitarian actors could work with MNOs Smart and Globe on preparedness and better understand each other's operating principles, capacity and limitations before the disaster[69], meant that when the typhoon struck, a level of familiarity, trust, expectation management and relationships that had not existed previously could form a basis for collaborating more effectively in the crisis.[70]

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65. Reid, Kyla, GSMA blog, GSMA Disaster Response in the Philippines. Accessed at http://www.gsma.com/mobilefordevelopment/gsma-disaster-response-in-the-philippines 1 October 2014.

66. Reid, Kyla, GSMA blog, GSMA Disaster Response in the Philippines. Accessed at http://www.gsma.com/mobilefordevelopment/gsma-disaster-response-in-the-philippines 1 October 2014.

67. Reid, Kyla, GSMA blog, GSMA Disaster Response in the Philippines. Accessed at http://www.gsma.com/mobilefordevelopment/gsma-disaster-response-in-the-philippines 1 October 2014.

68. Hall, Mariko, Blog: Technology in Humanitarian Response: Lessons we're learning, http://www.cdacnetwork.org/i/20141014093102-kog5j accessed 1 October 2014.

69. GSMA held workshops prior to Typhoon Haiyan in June 2013 as well as worked with OCHA on joint advocacy initiatives as examples of preparedness activities. GSMA is currently (at time of writing) undertaking the GSMA Disaster Workshop Series in Bangladesh as examples of preparedness activities in other countries.

70. Reid, Kyla, GSMA blog, GSMA Disaster Response in the Philippines, http://www.gsma.com/mobilefordevelopment/gsma-disaster-response-in-the-philippines accessed on 1 October 2014.

71. A Coordinated Approach - Communications with Communities and Accountability to Affected Populations, Key Learnings from Typhoon Haiyan Response ALNAP Meeting, Addis Ababa, Ethiopia, March 2014.

72. Many respondents interviewed supported the continuation of CwC Technical Working Groups as coordination bodies.

ESTABLISHMENT AND MAINTENANCE OF APPROPRIATE COORDINATION MECHANISMS

There must be systems to coordinate among actors and to gather, manage and share information in timely and relevant ways.

Coordination of CwC activities was seen as important to the majority of respondents involved in the review, often noting benefits such as avoiding duplication, circumventing conflicting information or addressing information gaps and ensuring community feedback was addressed. Respondents attributed this to shared project or technical goals within the CwC Technical Working Groups, and open and transparent leadership within these groups.

Common themes related to establishment and maintenance of the CwC Technical Working Group tended to focus on the structure and processes of the group, factors that supported coordination, and common services.

The majority of respondents agreed the regular interaction through the CwC Technical Working Groups built relationships that were conducive to coordination. Shared technical or project based activities with a focus on common communication and information goals created an environment that supported coordination. The collaboration between First Response Radio (FRR), World Vision International, PECOJON and UNFPA to keep the humanitarian radio station Radyo Abante on the air in Tacloban was noted as an example of a collective commitment to accountability on behalf of the humanitarian response.[73] Advocacy for funding to encourage and secure this collaboration was undertaken at both field and global levels. A workshop participant noted 'Community-led and owned radio coverage which was independent, impartial and neutral played a key role in holding relief providers to account, through sharing information, getting communities' questions answered and ensuring feedback reached the appropriate agency.'[74] Box 7 provides further explanation about this collaboration.

Regular interaction and strong and transparent leadership int the CwC Technical Working Group built on existing relationships or formed new ones that addressed and moderated issues of power between agencies, attitudes and styles of working that are needed to successfully build closer working relationships.

This was important because it reduced or removed silos, increased understanding of language used by different agencies all of which contributed to better ways of working amongst members of the Technical Working Group. Respondents in part attributed this to strong brokerage skills by experienced coordinators at the beginning of the response. However, the more remote operational hubs would have benefited from more direct engagement and technical support from CwC / AAP coordinators during the initial phase of the response.

BOX 7: FRR, PECOJON, UNFPA AND WORLD VISION INTERNATIONAL COLLABORATION WITH RADYO ABANTE
COMMUNICATION OFFICER, UNFPA

In January 2014, as funding for emergency radio station First Response Radio (FRR) to continue broadcasting had been exhausted, FRR, UNFPA and World Vision International cooperated with PECOJON and its network of local journalists to keep the newly named 'Radyo Abante' on the air.

As electricity and markets were restored, radio was cited as the main source of information during community consultations in affected areas. This assessment information led to a collaborative effort to support Raydo Abante to provide information to affected people.

UNFPA had been using FRR to promote its reproductive health medical missions and encourage pregnant and breastfeeding mothers to access health care services during the scheduled missions to villages. During the live radio promotions, UNFPA volunteer nurses were also able to share lifesaving information on maternal health. Post clinic interview data showed that the majority of women who attended the clinics had heard about them on the radio.

The promotions through radio allowed the agency to communicate to more women and encourage them to attend medical screenings and check-ups held via UNFPA's medical missions.

Further details on this collaboration appear in **CDAC Network Typhoon Haiyan Learning Review Case Study: Radyo Abante: A Collaborative Commitment to CwC & Accountability** available at http://www.cdacnetwork.org

There were repeated requests for preparedness activities going forward that maintained relationships built during Typhoon Haiyan. Preparedness initiatives were particularly emphasised by the local media agencies to maintain and continue to build understanding amongst commercial journalists on humanitarian architecture and benefits of humanitarian reporting and broadcasting. One suggested entry point to interact with media agencies and disseminate information might be through PECOJON's planned Online Community Media Project that aims to target journalists nationwide with information and also provides a platform for interaction with trained humanitarian journalists. [77]

Box 8 captures current preparedness activities planned by OCHA.

73. It should be noted that some INGOs use the term accountability to include CwC activities.

74. Workshop participant, CDAC Network Learning Workshop, 2014.

75. Affected Community Consultations, Typhoon Haiyan Response Tacloban and Palo, Exercise 1, November 27-29 2013, conducted by the United Nations Office for the Coordination of Humanitarian Affairs (UN- OCHA), with the assistance of the Philippine Information Agency (PIA).

76. OCHA Preparedness Plan for CwC and AAP, 25 June 2014.

77. 2014, PECOJON Strategic Plan for communications and disaster risk reduction and climate change adaptation.

- Consolidate IEC Materials on Disaster Preparedness from the different clusters (Shelter, Camp Coordination and Camp Management (CCCM)) for re-use.
- Coordinate with Disaster Risk Reduction (DRR) Technical Working Group in Tacloban City and the Emergency Response Preparedness Working Group in Manila to prepare key messages in local languages disseminated in print and on radio.
- Prepare a one-pager list of hotlines for emergency response.
- Maintain an active coordination mechanism of Technical Working Group members.
- Coordinate with PIA, OCD, DSWD and other relevant agencies for typhoon early warnings. PIA has a text blast system to disseminate information of incoming typhoons.
- Strengthen referral pathways for issues and concerns of the communities.
- Advocate and support interagency community consultations and assessments.
- Include information, communication and accountability assessment questions in inter-agency, sector and agency assessments.
- Work with Public Information functions within OCHA for coordinated media relations.

Obstacles excluding or reducing the participation of agencies in coordination included lack of resourcing for CwC coordination activities (attendance at meetings was cited as a main obstacle for stakeholders based outside the coordination hubs) and lack of management understanding of the importance of CwC coordination leading to a focus on agency mandates in preference to collaborative initiatives. Some respondents also noted that the large size of the CwC Technical Working Group in some hubs meant that outcomes were slower to produce and there was a lack of efficiency in coordination of joint needs assessments or monitoring of CwC during the response.

Many smaller agencies did not have the staffing resources needed to attend sometimes weekly or fortnightly coordination meetings. In the words of one respondent 'I wasn't attending meetings as I was doing several jobs; even though I didn't attend it doesn't mean I don't support coordination' (NGO Staff Member, Manila). Flexible alternative techniques were successfully established including coordination and communication via email or phone for agencies located outside hubs. The ability to engage with agencies outside formal physical meeting structures and in a flexible manner was key and appreciated by agencies.

CWC ASSESSMENT TOOLS AND INFORMATION MANAGEMENT

The development of a consolidated 'Community Feedback Form' (CFF) was appreciated. The CFF is an attempt to systematically consolidate community feedback being collected by different agencies as a shared project goal within the Technical Workings Groups. The CFF process ensured feedback was passed to the appropriate agency or cluster, mitigated duplication and community consultation fatigue, and that it promoted a culture of cooperation and transparency between agencies. The development of these into formal tools within UN and the CDAC Network for wider use is recommended, as was the streamlining of the tools to make them more efficient to use. However, very little data was available on how information collected through the consolidated Community Feedback Form process was used to influence the programme cycle. One initiative from this process included the communication campaign about the 40 metre exclusion zone and allocation of hurricane straps to affected people as a result of communication initiatives of the group. The development of monitoring tools with specific targets and benchmarks against which progress can be tracked is recommended.
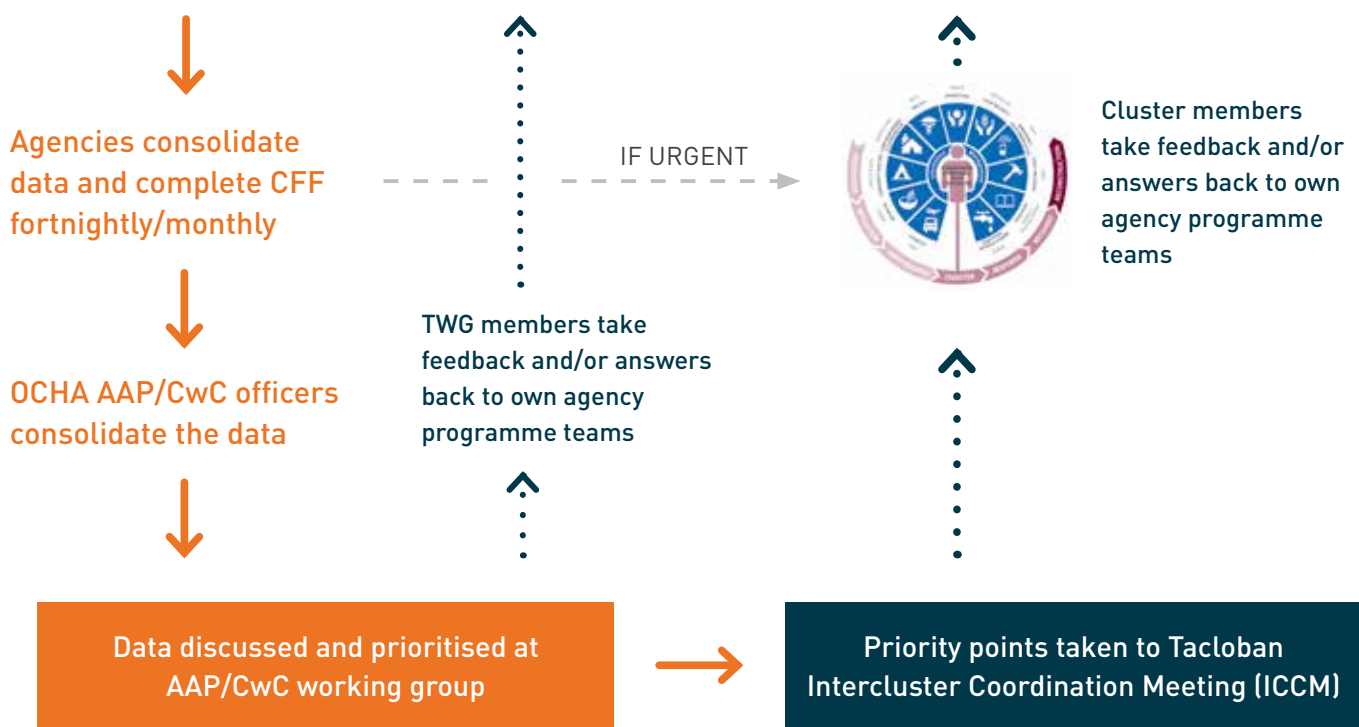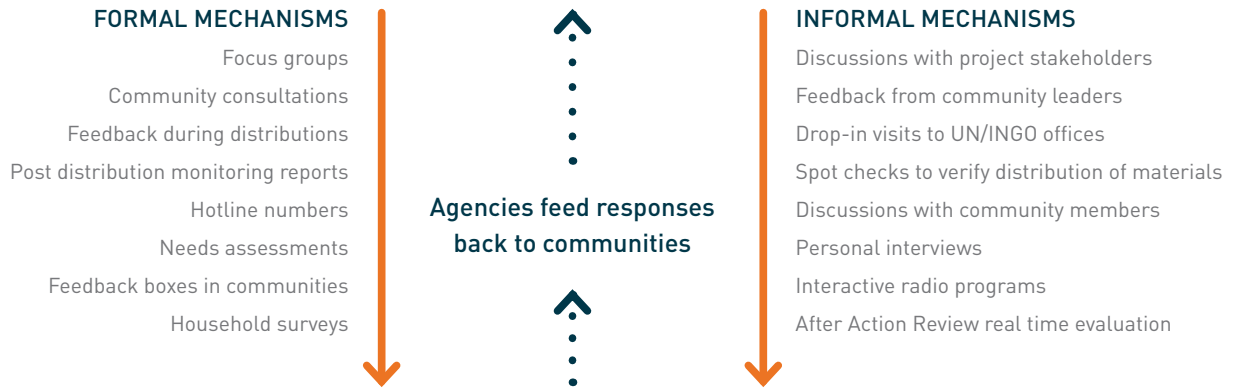
Additional tools including the Rapid Information Communication and Accountability Assessment (RICAA) and the AAP/CwC community consultations were seen as important first steps in collecting information and consolidating feedback from communities. Improvements to these assessment tools, as well as challenges and use of information, are outlined below.

Boxes 9 and 10 contains a visualisations of the CFF process and outcomes from that process.

Further details on the operation of the CFF is included in the **CDAC Network Typhoon Haiyan Learning Review Case Study: Consolidating Community Feedback through AAP/CwC Working Groups available** at http://www.cdacnetwork.org.

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78. OCHA Preparedness Plan for CwC and AAP, 25 June 2014.

VISUALISATIONS OF CONSOLIDATED COMMUNITY FEEDBACK FORM (CFF) PROCESS IN TACLOBAN

COMMUNITIES GIVE FEEDBACK TO AGENCIES

FORMAL MECHANISMS

Focus groups
Community consultations
Feedback during distributions
Post distribution monitoring reports
Hotline numbers
Needs assessments
Feedback boxes in communities
Household surveys

Agencies feed responses back to communities

INFORMAL MECHANISMS

Discussions with project stakeholders
Feedback from community leaders
Drop-in visits to UN/INGO offices
Spot checks to verify distribution of materials
Discussions with community members
Personal interviews
Interactive radio programs
After Action Review real time evaluation

HUMANITARIAN AGENCIES

Agencies consolidate data and complete CFF fortnightly/monthly

IF URGENT

Cluster members take feedback and/or answers back to own agency programme teams

OCHA AAP/CwC officers consolidate the data

TWG members take feedback and/or answers back to own agency programme teams

Data discussed and prioritised at AAP/CwC working group

Priority points taken to Tacloban Intercluster Coordination Meeting (ICCM)

IF NECESSARY

IF NECESSARY

National ICCM

Humanitarian Country Team

BOX 9: **VISUALISATIONS OF CONSOLIDATED COMMUNITY FEEDBACK FORM (CFF) PROCESS IN TACLOBAN.**

BOX 10: INITIATIVES RESULTING FROM CONSOLIDATED COMMUNITY FEEDBACK FORM (CFF) FINDINGS
CWC ASSISTANT, IOM ROXAS

The CFF identified community concerns related to health and livelihoods issues in Region IV. Communities surveyed wanted information on how to prevent diseases during the rainy season. In response to this, agencies such as IOM launched capacity building seminars for rural health workers and information campaigns in rural health units about basic disease prevention and home management for the coming rainy season. The CFF findings also led to the development of the Isturyahanay programme (translated to mean 'conversation') by the AAP Technical Working Group. This programme is a community transparency and accountability forum that aims to bring local government to the table to present rehabilitation plans to the affected people and facilitate a two-way dialogue.

INFORMATION MANAGEMENT

Positive steps were made by the CwC Coordinators and CDAC Network Secretariat to coordinate the management of information with the CwC Technical Working Groups and other platforms, but this requires further conceptual development.

The main issue relates to understanding what information is needed by which stakeholders (i.e. clusters or programme leads) from the Technical Working Groups / coordinators and when that information is needed during the programme cycle to affect change. Having a clearer understanding of decision-making points during the programme cycle will improve the synergies between future coordinated CwC interventions and clusters, in particular how CwC coordination mechanisms should engage with the inter-cluster coordination mechanism.[79] Likewise, resourcing the collection of information through the CFF and RICAA should be costed and the tools streamlined to allow for more efficient data collection.

Another example cited was the management of information from the CDAC Network Field Coordination CoP Skype group. The group was open to enable field, national and global level staff to share information and ask questions. Other platforms mentioned included the CDAC Network Secretariat supported Dropbox and CDAC Network Field Coordination CoP calls.

Respondents on this group felt that there were several positives to using the Skype and Dropbox platforms including being able to share information in real time directly from people deployed on the ground and cutting through communications barriers. The information coming out of the Skype platform was collated by CDAC Secretariat and included in CwC updates and later developed into advocacy messages.

However, criticisms of the platforms included:

• The volume and quantity of information on the Skype platform (sometimes fruitless and unhelpful) that led to information overload for many respondents. One respondent commented 'I asked my HQ to collate the messages for me because of the volume of information coming through the group'.

• Misunderstandings about who was moderating and what information could be shared on the Skype platform.

• Access issues with Dropbox, related to lack of Internet connectivity initially and then the volume of information within the folders precluding access to downloads.

Many felt that this might be avoided in future with an assigned and experienced moderator and regular top line messages (collated out of the Skype chat) and being shared amongst responders on a daily or weekly basis. Sharing of messages could avoid information overload within the group. The development of guidelines for the Skype group could reduce the informal nature of the platform and should be avoided. Email was mentioned as an ongoing efficient tool to connect people when other platforms were not available.

Some CDAC Network respondents reported that the information received via the global Field Coordination CoP prior to Typhoon Haiyan was useful. This information was presented by some respondents to their management to secure support for deployment, allocation of CwC funding or staff resources within field offices.

Information such as deployments of key CwC personnel (such as the AAP Interagency Coordinator) was used to lobby for CwC resources for the response. This was in lieu of information with respect to information and communication needs of communities.

COMMON SERVICE INITIATIVES

There was also a call for an exploration of common service initiatives in the CwC field by some agencies. Many respondents expressed that the coordination of CwC common services could be improved and this could improve efficiencies within their own work, while recognising their own organisational environments and donor requirements often thwarted this collaboration on common services for reasons outlined below.

Future common service initiatives that could be explored include:

Common service logistics for CwC hardware: Attempts to coordinate radio set distribution were unsuccessful in Typhoon Haiyan, leading to duplication and gaps. Some respondents noted the alignment of logistical procedures hampered much of this collaboration.

Common service CwC printing service: A gap mentioned by agencies was having access to printed materials such as maps or posters. One cluster coordinator remarked that communication with key government departments in the Philippines improved after materials that addressed key community information needs were printed.

79. OCHA has since established an internal CoP to address these concerns.

Common service database or technology solutions for information management: Information management between humanitarian partners to ensure better information and communication flow will improve information flow outwards to communities.

Common resource mobilisation efforts for funds for system-wide responses including hotlines, databases or feedback loops: Respondents mentioned barriers associated with privacy or confidentiality of information collected as concerns with establishing such systems, as well as concerns that feedback will not be effectively referred or addressed. The common service accountability project by Plan International, IOM and World Vision intends to address these concerns. This project aims to increase accountability of the humanitarian community to Haiyan's affected populations and therefore increase quality and impact of response interventions through the use of common approaches for:

• Meaningful, inclusive participation;
• Information provision;
• Complaints and response mechanisms (CRM) and feedback mechanisms; and
• 'Closing the feedback loop' of follow-up, actioning and response.[80]

Common advocacy initiatives: While advocacy is a large topic, common advocacy initiatives could include development of a common language around advocacy to define what it is and isn't CwC advocacy, common templates for advocacy strategies and preparedness agreements, and developing capacity to generate evidence based advocacy in CwC coordination.

Incentivised coordination: Suggested models and functions of CwC coordination included access to funding to incentivise coordination for field-level[81] coordination mechanisms, particularly in the early stage of response, which would lead to enhanced collaboration and possibly more innovation. This may remove competition for funds in some circumstances and increase the speed with which funds are disbursed at field level. The disbursement of funds directly to stakeholders at field level could also remove some of the challenges associated with funding through traditional funding mechanisms such as the Central Emergency Response Fund (CERF), and improve response times. Important caveats on how this funding might be administered were noted: brokering inclusively and democratically; with a focus on long term partnerships within this area in the Philippines; particularly for smaller organisations with innovative big ideas.

Funding opportunities could be supported by modelling of the costs of CwC response options. Modelling costs is already underway within the CDAC Network, led by the Secretariat. Costing of CwC response options, mapping of flexible programme funds within existing networks, and / or establishing funding at a field level for coordinators would incentivise collaboration around CwC.

STRATEGIC LEADERSHIP

A coordinating body in emergencies needs a firm grasp of the humanitarian system and its structures. It needs to interact and coordinate with other humanitarian sectors and actors.

Recurring themes throughout interviews focused on the right capacities and competencies of coordinators as an enabling factor to successful coordination. Many interviewees highlighted strong management and analytical skills as key competencies of coordination leadership.

Strong management was equated with having experienced coordinators who are able to build trust, showed good teambuilding skills and provide space for 'big picture' thinking. Some examples of successful ways of working used by CwC coordinators included an inclusive style, humility, commitment, and emotional intelligence. In the words of one coordinator 'I made sure I met everyone and understood what they were doing before I formed the working group, which took considerable time. I took my ego out of the picture.' (Communications with Communities Officer, Philippines).

Perceptions were varied on the ability of coordinators to analyse and build a vision and clarity of what the working group was trying to achieve. One representative of an INGO in Tacloban reported 'I wasn't sure what the overall aim was of the working groups or where my information might go after I attended the meeting.' Some respondents felt that this was exacerbated in the Tacloban working group as the size of the group grew, making it difficult at times to get clarity on what the working group was trying to achieve.

The IASC Philippines Operational Peer Review also outlined some of the difficulties that coordinators in general face stating 'some organisations expressed concern about the 'silo' created with cluster coordinators reporting directly to Manila and not always linking to agency staff in hubs. This created a channel of communication that left agency field staff disempowered or lacking critical information required for operational decisions at the field level'.

That said, a large portion of the respondents felt that the CwC Technical Working Groups in the surveyed sites added value. One notable example of the value added was analysis of the CwC context early on in the response from agencies in the working group. This information provided context analysis information from the CwC Technical Working Group to local partners, agencies and cluster leads, and was used by some agencies to lobby and plan interventions. Likewise the joint development of communication and advocacy materials on the '40 metre exclusion zone' with the Shelter Cluster led to the Philippine Government securing hurricane straps[82] for affected communities.

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80. Plan, IOM, World Vision – Common Services for AAP / CwC Project: 2-page summary, undated.

81. IASC, Philippines Operational Peer Review INTERNAL Report, 3 February 2014.

82. 'Hurricane strap' or 'coiled strap' is a simple and cost effective product to connect the roof of a wood framed shelter. Taken from Shelter Cluster Philippines guidance on Coordinating Humanitarian Shelter, Annex 3: Notes on Hurricane Straps, taken from: 'IFRC, Post disaster shelter: 10 designs, 2013'.

82. Currently within the Government of Philippines administrative divisions (existing across national, regional, provincial, municipal and Barangay levels), this includes: Disaster Risk Reduction and Management Council; Philippines Information Authority; DSWD; Department of Interior and Local Government and Office of Civil Defense (OCD) (national and regional levels only).

INTEGRATION WITH THE EXISTING HUMANITARIAN SYSTEM

A coordinating body in emergencies needs a firm grasp of the humanitarian system and its structures. It needs to interact and coordinate with other humanitarian sectors and actors.

Coordinators provided CwC assessment questions and guidance to clusters for inclusion within assessments and strategic and programme documents, as well as regularly attended intercluster forums. Data on the outcomes of these various interventions and how it led to engagement with crisis-affected people was limited. Box 11 below provides further detail on communications questions in Rapid Needs Assessments (RNAs).

Links with existing CwC government coordination structures are embedded within current OCHA practices and the Technical Working Groups.[83] Future integration plans with the Office of the Presidential Assistant for Rehabilitation and Recovery (OPARR) was not known at the time of the review.

A strong theme to emerge during the review was that the expectations of field and global CwC coordination bodies were not always aligned with those of clusters and/or programme staff. Cluster coordinators requested clarity on the functions of the Technical Working Group for future responses. One cluster coordinator stated: 'At the beginning of the response it would be useful to have a menu of services of what the group could offer and its limitations as well. For this cluster, we would like communication strategy templates that are easy for us to understand and use and pre-agreements on recovery messaging for the Philippines' (Cluster Coordinator, Manila).

The absence of local NGOs and components of the Red Cross Movement from some Technical Working Group Meetings could be addressed by providing guidance on alternative formalised engagement structures for coordination based on resourcing and mandate. This could include coordination models that do not necessarily rely on physical presence at coordination meetings, or resourcing for coordination of 'remote' stakeholders to take part in coordination forums.

BOX 11: **INCLUDING COMMUNICATIONS QUESTIONS IN RAPID NEEDS ASSESSMENTS (RNAS): WHAT HAPPENED IN THE RESPONSE TO TYPHOON HAIYAN?** [84]
RESEARCH AND LEARNING OFFICER, CDAC NETWORK

CDAC Network Members, including OCHA as lead of the Network's Field Coordination CoP, advocated for individual agency and inter-cluster needs assessment efforts to include questions on communication channels and information needs. Three different sets of questions were shared:

- CDAC Network top 5 questions: Five questions agreed by CDAC Network Members, intended for integration in cluster and agency Rapid Needs Assessment (RNA).
- infoasaid questionnaire on information needs and access for inter-agency needs assessments.
- Rapid Information, Communications and Accountability Assessment (RICAA): Qualitative questionnaire (11 questions) developed collaboratively by OCHA CwC and AAP staff during the response to Typhoon Haiyan. The intention was for these all or some of these questions to be integrated in RNAs by humanitarian partners where feasible.

Conceivably with a such as large range of questions being disseminated, the questions included in assessments varied. Examples where data from these questions was used by agencies included the greater focus on information sharing by radio, including co-funding First Response Radio; working with community leaders (as a preferred information source) on planning distributions; and including radio sets in Non-Food Item (NFI) kits.

Some agencies reported that the focus on CwC and AAP in this response led to questions being included in their assessments. However, it was unclear if the information gathered from communities influenced programme changes. Some respondents suggested the development of comprehensive context briefing notes based on secondary data analysis of community profiles and data from previous responses could be more beneficial in the initial phases of response when resourcing is stretched. This data could later by supplemented by household level surveys. [85]

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83. The Office of the Presidential Assistant for Rehabilitation and Recovery (OPARR) was created by virtue of Memorandum Order No. 62. OPARR is mandated to put together an over-all strategic vision and integrated short- term, medium-term, and long-term plans and programs for Typhoon Yolanda.

84. CDAC Network Secretariat, March 2014. Communication Needs Assessments – What Happened in Typhoon Haiyan? [Internal document].

85. CDAC Network Secretariat, March 2014. Communication Needs Assessments – What Happened in Typhoon Haiyan? [Internal document].

TRAINING AND CAPACITY BUILDING

While not necessary for coordination per se, training and capacity building is sometimes performed by cluster leads. In a developing area such as using CwC approaches that has a significant new technologies component, this function would be relevant.

Documentation of CwC needs assessment questions, common frameworks and considerable experience exists. However, respondents reported that documentation was not enough to mainstream CwC functions within agencies' mandates and that more training and capacity building is needed to understand how to better integrate this into the programme cycle. A common request was made for information sharing within future coordination forums or through other platforms that provided examples of mainstreaming CwC within programming. Future plans to mainstream CwC into existing induction and core training of OCHA were welcomed. [86]

ADVOCACY

A coordinating body should provide a focus for joint advocacy.

Many respondents noted joint advocacy on CwC issues could be improved. Advocacy requests during data collection tended to focus on better funding of CwC at field level. Some respondents reported that competition for funding encouraged agency allegiance rather than coordination between agencies. This was particularly evident when activities planned for in the Strategic Response Plan for CwC, including a Common Service project between United Nations Development Programme (UNDP) and Plan International and an IOM-led project were not funded, leading to this project being funded under specific agencies mandates rather than as a coordinated project. [87]

Respondents also felt that mapping out a CwC response should be accompanied by a comprehensive high-level advocacy strategy to key donors in advance of sudden onset disasters and preparedness or collaboration agreements between agencies working in CwC, for example by Members of the CDAC Network.

RELEVANCE, APPROPRIATENESS, CONNECTEDNESS AND COVERAGE OF COORDINATION MECHANISM

Connectedness refers to the need to ensure that activities of a short-term emergency nature are carried out in a context that takes longer-term and interconnected issues into account. [88]

The need for connectedness with clusters and programme staff, particularly the HCT, was an enduring theme in the interviews. On hearing about the CwC Technical Working Groups one cluster coordinator remarked 'it would have been extremely useful to know early of the group for our work'. Despite internal communication obstacles, awareness of the work of the Technical Working Groups grew over time. The posting of a CwC Officer in Manila assisted this awareness. The resourcing of staff to ensure that the information flows between clusters and HCT and back to the working group was a clear gap within clusters. Guidance has been developed by OCHA for future responses to address this gap. [89]

Coverage involves determining who is supported by humanitarian action, and why. In determining why certain groups are covered or not, a central question is: 'What are the main reasons that the intervention provided or failed to provide major population groups with assistance and protection, proportionate to their need?' [90]

Various incarnations of the working group existed across all five hubs (combined AAP/CwC, CwC standalone and AAP standalone working groups, see Box 4). The resources provided for this response in comparison to previous ones were appreciated, although it was noted that such CwC coordination capacity could be useful in other ongoing emergencies, such as the displacement crisis in Zamboanga.

Data was not available on the coverage of feedback or communication initiatives of members for each of the coordination hubs. Respondents interviewed reported gaps and inconsistencies in differentiating needs of population groups in relation to communication and information. Tools such as the CFF could be improved to include assessment of the communication and information needs of men and women, socioeconomic groupings and ethnicity. The process of consolidated feedback collection should be costed. Partnerships with research or university institutions that could potentially support detailed data collections on scale should also be explored.

Timeliness of coverage was raised with the establishment of the working groups in some hubs taking many months. For example, the AAP Working Group in Roxas began in May, six months after the Typhoon hit. This was attributed to a focus on establishing the smooth running of the Technical Working Groups in Tacloban, before focus could be moved to other hubs.

Finally, linkages with Communication for Development (C4D) staff working in agencies such as UNICEF and other HCG members should be strengthened in all preparedness activities in order to explore overlap in roles and activities for the future in the Philippines.

86. OCHA Communications with Communities, Mainstreaming CwC into Training Courses concept note, 29 April 2014.

87. Strategic Response Plan for Typhoon Haiyan, November 2014. http://www.unocha.org/cap/appeals/philippines-strategic-response-plan-typhoon-haiyan-november-2013-november-2014

88. Beck, T. Evaluating Humanitarian Action using the OECD-DAC Criteria, March 2006

89. OCHA, Communications with Communities – Response Checklist and draft guidelines "Guidelines Communications with Communities". This draft document outlines what activities OCHA Country Offices should take with respect to improving communications with affected communities during a response. It suggests how to identify whether communications with communities (CwC) is a priority for the office and details a process on how to plan to that end.

90. Beck, T. Evaluating Humanitarian Action using the OECD-DAC Criteria, March 2006

Picture
courtesy of OCHA Philippines

GOOD PRACTICES AND LESSONS IDENTIFIED IN CWC

When discussing good practice in CwC initiatives, data collected from respondents emphasised useful information provision to affected communities, initiatives for engaging communities in dialogue, and practices that led to feedback being actioned.

Much of the learning and good practice in this section reflect and emphasise already established principles of good programming. A strong commitment to CwC was expressed by many respondents, noting that effective humanitarian response requires engagement with affected people. However, there was reported to be insufficient resources to do it effectively and consistently. There also continues to be a tension between response approaches that are traditionally 'top down', and meaningful involvement of affected communities. This requires renewed efforts.

That said, the broader understanding and awareness of CwC approaches that was seen in this review demonstrates some advances in promoting the participation and meaningful engagement of crisis affected people. These should be formalised for the coming typhoon season.

LEARNING AND GOOD PRACTICE IN INFORMATION PROVISION:

'Be creative' and 'keep it local' were the key themes. Examples of learning and good practice in providing communities with useful and useable information include:

1. Provide written information, as well as verbal information so people can check information. Make sure it is in the most widely read language, with illustrations relevant to the local setting. Communities' perceptions reinforced this point, noting that the actual physical posting of information allowed them to return numerous times.[91]

2. Get engaged with existing local community events to share information. 'In CwC there is no limit to our creative potential. For example, OCHA had a float at the annual fiesta in Tacloban. We should be taking the opportunity for any activity which can help us communicate with communities' (UN agency staff member, Tacloban).

3. Provide communication hardware based on needs. Some humanitarian agencies and media development actors distributed radio sets to communities following the disaster. However, there was a lack of clarity over who was responsible for these distributions and some difficulty getting hold of stock, as it was not prepositioned. 'There was a lack of radio sets distributed and those that were really bad quality, with no instructions on how to use them. There was also poor coordination of radio distribution' (Workshop participant Tacloban). Prepositioning radio sets, making radio sets and/or mobile phones a standard part of NFI distribution kits, and better coordination of where they are being distributed according to need, are elements related to hardware that could be considered in future responses. Radyo Bakdaw held 'Radio Doctor' repair days where local people were employed to fix Yolanda-affected radios in Guiuan. This was cited as an example of good practice.

4. Collaborate on information campaigns within the humanitarian sector and with local government and local media. The 'Back to School' Campaign was cited by some respondents as a successful example of people working together. 'Different agencies worked closely with local government, schools and local media to advocate the return to school date' (UN agency staff member, Manila).

91. See section of this report entitled 'Community Perspectives on Information and Communication Before and After Typhoon Haiyan'.

Picture courtesy of Communitere

5. Share information in an entertaining and locally appropriate way. 'Teleseria' or radio soap operas, street theatre and karaoke competitions were all cited as examples where locally appropriate entertainment had been used to share information with communities. The example in Box 12 (below) is of a private-public partnership between Communitere and a National TV Network. [92]

6. Follow up to find out how information is understood and used. Participants acknowledged the ad hoc nature of monitoring on how information was understood and used following information campaigns. There was too strong a focus on 'messaging' at the beginning of the response and a reported slower transition to feedback and two-way dialogue during the recovery phases. Communities have questions they want answered, and stories to share. The prevalent use of community committees could be utilised in future responses as a forum.

BOX 12: **COMMUNITERE PUBLIC SCREENINGS**
OUTREACH OFFICER, COMMUNITERE, TACLOBAN

Public screenings two months after the Typhoon brought Yolanda specific information, education and entertainment to community members, who had largely been cut off from receiving any information.

Public screenings began on 23 December 2013 with the airing of the 40-day memorial recorded by Cat 8 Network, a private cable-based television station. This was the first time that residents of San Jose district, one of the hardest hit areas, were able to see visual content of their own city. Then more screenings in different Barangays took place with a focus on educational messaging, specifically the science behind Yolanda, helping communities to understand terms such as storm surge and what can be done to build resilience. This was possible after Communitere established a partnership with the Discovery Channel that gained them access to documentary footage on the science behind Haiyan.

Communitere expanded and strengthened its public screening activity by expanding the content to wider audiences in Tacloban. Engaging with media company ABS-CBN to share daily local news content, Communitere brought that news content to members of disaster affected communities in Tacloban. Another content being shown was a local 'light documentary' programme called 'Ano Ngani?' (Translated as 'What's Up?'). The said programme tackled a range of issues from people's daily lives to issues as heavy as government policies.

On average, there were around 200 people during public screenings. This forum also presented opportunities for Communitere to receive feedback from communities. By partnering with Discovery Channel and ABS-CBN, Communitere saw a great opportunity in joining forces and helping vulnerable communities obtain relevant information, enabling them make informed decisions that affect their lives.

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92. Philippines Communitere (PHC) is a Filipino based organization that strives for local and international groups and communities to operate as a community, thus increasing capacity and streamlining logistical operations.

GOOD PRACTICE IN COLLECTING FEEDBACK AND ENGAGING IN DIALOGUE:

The following were cited by participants as good practice examples in terms of collecting feedback and engaging communities in dialogue:

1. **Ask communities** how best to communicate with them. 'Including questions from the RICAA in needs assessments helped us understand how to communities wanted to communicate with us. The question on trusted information sources was particularly helpful' (INGO Staff Member).

2. **Close the feedback loop** by providing communities with reliable information or action. 'Feedback within CwC should be about connecting people, starting a dialogue' (INGO Staff Member). Many agencies were hesitant about developing common hotlines and feedback mechanisms, as there is no way of ensuring the feedback loop is closed and information will be communicated back to agencies, and then back to communities.

   Effectively closing the loop requires good information management within teams. Managing community feedback data as it comes in can be challenging for humanitarian agencies with hotlines, as well as local radio stations. Questions and feedback are often sent through SMS, and agencies use different technological solutions to manage the volume of information. A number of participants mentioned some difficulties in deploying software such as Frontline SMS, which has been a popular free software solution in the past. It was suggested that setting up and training in the use of such platforms would be a useful preparedness activity. Difficulties using Frontline SMS software resulted in a number of actors moving back to using mobile phones to manage incoming text.

   Reported use of technology by Plan International which used mobile data collection software 'Poimapper' to gather feedback from programme recipients through 10-question surveys administered during distributions effectively sped up the delivery of feedback to programme teams. Responses from community members surveyed could be entered on mobile phones and sent directly to a portal where colleagues from the support centre are able to immediately access the information. Data is automatically consolidated and extracted into excel files to enhance reports with graphs and charts.

3. Offer **multiple communication channels**, both specific to the organisation and neutral. 'Communities are not homogeneous and don't all have access to the same channels of communication. Use more than one channel to reduce risk of information manipulation or distortion, and to ensure the widest coverage. Take it offline so communities can access information too' (Programme Manager, INGO). Box 13 below outlines the multiple channels used by the ICRC and the Philippine Red Cross to communicate with communities.

4. **Collaborate over community consultations**, and invite local government. Collaborating over community consultations meant agencies could learn and develop solutions together, as well as avoid consultation fatigue for communities: 'At

In the first weeks after Haiyan struck, the ICRC, in partnership with the Philippines Red Cross (PRC), worked with Radyo Bakdaw in Guiuan to provide information on its assistance, including distribution schedules and job openings, and to gather feedback from the communities. Radyo Bakdaw received negative and positive feedback through SMS that was forwarded to ICRC/PRC. In response, the ICRC/PRC held community meetings and / or radio interviews to clarify issues or explain programmes. The work with Radyo Bakdaw ended around March 2014.

An SMS hotline was opened for inquiries on livelihood assistance (especially on criteria for beneficiary selection) in Samar. PRC volunteers gathered the questions and forwarded them to ICRC for action. The hotline number was made known to community leaders or groups during meetings. As support tools to the shelter programme, the ICRC produced flipcharts and manuals in the local language Waray for beneficiaries' understanding. The tools aimed to provide more information about the ICRC and PRC shelter programme, including criteria for selecting beneficiaries, good construction principles, as well as technical details on maintenance of or extending the shelter.

Further details of the work of Raydo Bakdaw of appear in case study "**CDAC Network Typhoon Haiyan Learning Review Case Study, Radyo Bakdaw: Accountability and Media in the Response to Typhoon Haiyan**" available at http://www.cdacnetwork.org

the beginning one sector would go to a community, and then another. The community suggested 'why don't you go together? It takes a lot of time for us - we also have things to do at home' (INGO Staff, Roxas). Partnering with local government units (LGUs) or inviting them to community consultations worked well as it facilitated dialogue between the community and LGU, and meant LGUs could answer community questions directly. This was built on good practice from Typhoons Bopha and Washi.

5. **Work with local communication networks and stakeholders.** The importance of fitting in with existing local communication networks and information sharing mechanisms was highlighted and should be carefully explored with all members of the affected community to ensure information and communication is effective: 'There is a need to build on existing mandated channels of communication rather than setting up parallel structures. Barangay leaders are mandated to communicate with and on behalf of their communities' (Programme Manager, INGO).

Working with humanitarian radio stations as neutral actors in facilitation and response to feedback was cited as an example of good practice: 'Humanitarian media have a significant role to play in sharing messages and collecting community feedback we view ourselves as neutral so people are likely to give more accurate

feedback' (Radio staff, Tacloban). Exploration of collaboration with commercial radio, who sometimes may have a far greater reach, to include humanitarian programming could be further explored. IOM in its evaluation of Tindog Kita note that Radyo Abante, 'is a candle in the wind' compared to the programming of commercial channels which have far great reach to affected communities.[93]

Local government and local NGOs were also identified as being key to communicating with communities, and these local actors needed to be identified and engaged at an earlier stage: 'Local resources were underutilised, such as partnerships with PIA and other local networks' (Workshop Participant, Tacloban). IOM gave one example of working with local radio personalities to write and broadcast a drama advocating to 'Build Back Better' based on the story of the three little pigs. [94] The use of common cultural narratives was effective in carrying this message.

Finally, clear and well-developed communication strategies recognising and targeting multiple stakeholders within the context may address issues of power, safety and security. [95]

'We were doing joint evaluations in Cebu and the Mayor said to me, "I like the accountability thing but sometimes it's too much. It puts us in a difficult position." We have to be careful as we don't want broken relationships between the community and the government. We need to raise awareness in communities about the government's viewpoint' (Accountability Officer, INGO).

Communities in some affected areas also identified safety and security risks associated with the provision of aid that include misunderstanding on why and how people in their communities were receiving aid from different humanitarian organisations. [96]

BOX 14: PECOJON: EMPOWERING LOCAL MEDIA IN HUMANITARIAN RESPONSE CHIEF OF OPERATIONS, PECOJON

PECOJON, the regional network that supports capacity building and initiatives with media, worked closely with local media as a means of empowering communities affected by the typhoon. By engaging with local communicators is sustainable and can foster continued information exchange even beyond the emergency response and early recovery phases.

The challenges from Typhoon Haiyan included local community media being severely affected and many practitioners being displaced. Many INGOs responded and the full UN system was

implemented on the ground. Initially it was difficult for PECOJON to bridge the local media capacities with the larger humanitarian agencies. There may be many factors but this can be closely attributed to the local media's lack of capacity in humanitarian communications and the unfamiliarity of the international coordination system of 'non traditional' or 'emerging' partners, quite often not from the humanitarian/development sectors. This gap was addressed through dedicated guidance and training of local commercial media actors in humanitarian broadcasting.

PECOJON TRAINING OF LOCAL MEDIA POST TYPHOON

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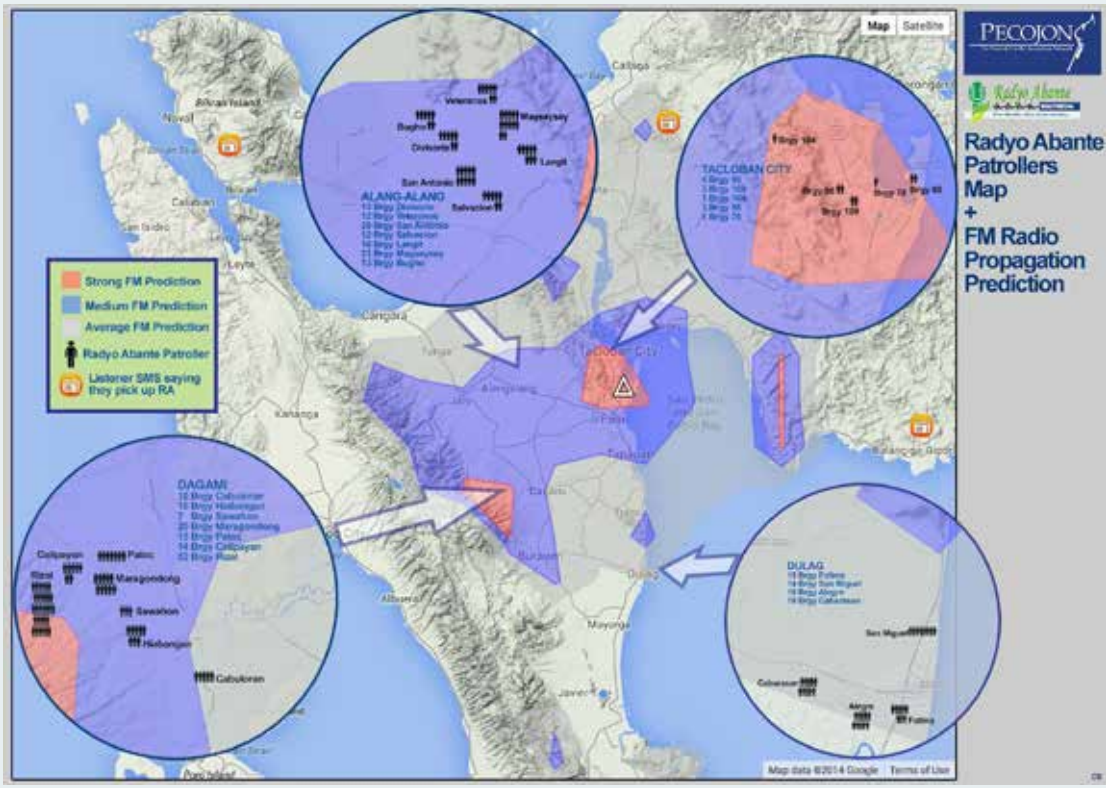
93. IOM International Organisation for Migration, Starting the Conversation, Information, Feedback and Accountability through Communications with Communities in Post-Typhoon Philippines, 2014.

94. The Three Little Pigs is a fairy tale featuring pigs that build three houses of different materials. A big bad wolf is able to blow down the first two pigs' houses, made of straw and wood respectively, but is unable to destroy the third pig's house, made of bricks. Accessed from Wikipedia at http://en.wikipedia.org/wiki/Three_Little_Pigs 2 October 2014.

95. 'The state – both at the national and sub-national levels – is a key player in many crisis situations and often has its own views on what constitutes desirable levels and methods of engagement with outside and local aid agencies. In many contexts these relationships may be multilateral because donors, the private sector, non-state actors, and national or foreign military forces may also be involved in enabling or curtailing the engagement of those affected by crises.' Citied from Rhetoric or Reality: Putting affected people at the centre of humanitarian action, Dayna Brown and Antonio Donini, ALNAP, 2014.

96. World Vision, Rapid Assessment Report Typhoon Haiyan (Yolanda), November 2013.

Overall it was felt there needed to be an orientation for international humanitarian actors on the local context, particularly in terms of communication norms and existing communication channels. For example, 'In the Philippines, people are unlikely to give their opinion unless they are asked for it.' (Workshop Participant, Tacloban).

Developing understanding and trust between local media and humanitarian actors early on is important. This can be achieved by 'orienting media actors (local and commercial) to the humanitarian system and orienting humanitarian actors about the role media can play in a response' (Workshop Participant, Tacloban).

Local stakeholders such as mobile providers SMART and Globe should be also engaged more deeply. Each provider has teams dedicated to working within disaster response initiatives in the Philippines. For example, the Globe SMS Broadcast Facility sees municipal mayors having direct contact with their Barangay captains for faster coordination and immediate download of relevant and critical information. [97] Prior to the Typhoon, operators facilitated connectedness between communities with free SMS and free data and Internet. [98] The PIA also relies on using SMS systems to communicate with populations: 'PIA has developed a text blast system with SMART, and two weeks before the Typhoon we started sending text blasts and putting information on radio and TV.' (PIA staff, Leyte). Box 15 outlines the CwC initiatives by mobile operators in the Philippines.

BOX 15: **MOBILE PHONE OPERATORS IN THE AFFECTED AREAS: SMART AND GLOBE ARE WELL VERSED IN RESPONDING TO TYPHOONS**[97]

Information shared includes typhoon preparedness advice to customers ahead of the storm, reminding people how vital their mobile phone can be to them during a disaster situation.[98]

Advice includes fully charging cell phone batteries and prioritising SMS over calls to both conserve battery power and reduce pressure on the network. People are also reminded to store emergency contacts including local relief agencies and the National Disaster Coordinating Council, both in the cell phone and as a hard copy, and with both the phone and a charger in a sealed bag to keep it dry.

6. **Explore what accountability and feedback means for communities.** Engaging communities in what accountability means in the humanitarian system, explaining their rights and entitlements and who is accountable in the context is critical.[99] This is particularly important in the Philippines context where a culture of 'complaining' is seldom part of Filipino society.[100] For example, in some communities complaints can be channeled via the Barangay Captain as per the cultural norm, which adds a filter that may be seen as positive or negative. [101]

'At the moment, communities are afraid to give feedback as they think it might affect their right to receive aid. We need to develop programmes in a participative way to reassure people that feedback won't affect their rights, but that the feedback is intended to change the way we work with them. There is need for more awareness for people that it is part and parcel of how we work with them, they have the right, they should give us feedback' (Manager, INGO).

97. Parsons, Olly. GSMA blog, Start of the 2014 Typhoon Season, July 21, 2014, http://www.gsma.com/mobilefordevelopment/programmes/disaster-response/disaster-response-blog accessed on 1 October 2014.

98. Parsons, Olly. GSMA blog, Start of the 2014 Typhoon Season, July 21, 2014, http://www.gsma.com/mobilefordevelopment/programmes/disaster-response/disaster-response-blog accessed on 1 October 2014.

99. DFID, Promoting Accountability to Affected Populations in the early stages of a humanitarian response states "Accountability to affected populations (AAP) has various definitions but at its core is an active commitment to use power responsibly by taking account of, giving account to, and being held to account by the people humanitarian organisations seek to assist".

100. DEC, Philippines Typhoon Haiyan Response Review, April 2014.

101. DEC, Philippines Typhoon Haiyan Response Review, April 2014.

GOOD PRACTICE IN GETTING FEEDBACK INTO ACTION:

Participants from INGOs highlighted four important aspects for ensuring community feedback is acted upon within agencies:

1. Programme managers **building community feedback into programming**, and ensuring **flexibility** to make changes accordingly. 'In our organisation, feedback was prioritised by management which meant programmes could be flexible to change' (INGO staff, Tacloban) 'The people at the top need to be asking for the information. If no-one is asking for the data, it might not reach senior level' (UN Emergency Manager, Manila).

2. Having **dedicated accountability staff**[102] within NGOs who are closely linked to programme teams. 'Accountability is part of programmes for the organisation. We have bi-weekly trending analysis of feedback. We record how feedback was responded to and taken back to the community' (Accountability Officer, INGO).

Given the scope of work with affected people after Typhoon Haiyan, some accountability staff felt they needed more dedicated staff to address accountability and CwC objectives: 'Staff capacity is the first challenge. Also the accountability team is new compared to the majority of the staff - we are still learning how to communicate information to communities and to our programmes' (M&E Officer, INGO). Technical support with communication and data management skills was also noted as missing in most organisations.

BOX 16: **DEDICATED ACCOUNTABLITY STAFF: WORLD VISION INTERNATIONAL**

For the first time in a disaster response, World Vision International deployed a dedicated accountability team as part of its programme team: 'Strong advocacy at the beginning of the response from the Global WVI Accountability Lead meant we had dedicated capacity at agency and coordination level: we deployed 'Humanitarian Accountability Officers' and 'Community Feedback Assistants' at municipal and zone levels' (Deputy Programme Director, WVI). Community Feedback Assistants were able to analyse and generate infographics from feedback data to present to programme managers.

However, one challenge with having a dedicated accountability team was that programme staff felt it was no longer their responsibility: 'By having a dedicated AAP/CwC team, other teams felt they didn't need to 'do' CwC or AAP, when actually it's everyone's responsibility' (Deputy Programme Director, WVI).

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3. **Funding CwC initiatives with dedicated budget lines within programmes.**

There needs to be the provision of sufficient resources for effective and consistent CwC.

A number of CwC initiatives were developed in the Typhoon Haiyan Strategic Response Plan (SRP), including two Common Service projects including a joint UNDP and Plan International project and an IOM-led project. Collectively, the proposals focused on community conversations, cash for work community mobilisers, community information mobile help desks, cash for work community broadcasting / talkback radio and common humanitarian hotlines. Both were unfunded, although a Common Services Accountability Project led by Plan International, IOM and WVI has now been funded by DFID, but did not start until July 2014 when the humanitarian response was transitioning to a Philippine Government-led response.

Smaller organisations found it particularly difficult to get funding to carry out small innovative CwC projects initially. 'Smaller flexible funding is needed and more modelling and sharing of the costs of assessments and other CwC activities should be initiated' (Global Coordinator, UNFPA). There was a suggestion that a flexible fund for innovative CwC projects should be available, or that there should be a forum for smaller organisations to approach larger well-funded organisations for funding for common service projects. This is something that has started to happen within the CDAC Network context, the idea of having a flexible response fund for the Network is being considered.

The collaborative funding provided by UNFPA and WVI to keep First Response Radio (later Radyo Abante) on air worked well in terms of providing support. However, the same model did not work as well to support Internews Radyo Bakdaw, as the transaction costs for Internews of processing numerous small payments were too high to make it worth it. Communitere entered into a private partnership with national television network ABS-CBN to finance its community screenings (See Box 12). This partnership was developed as a result of connections. Potential funding with private media companies could be developed in preparedness activities.

IOM had core funding for 'Tindog Kita' (Rise Together), its Humanitarian Communications Project. However, IOM also consistently include budget lines for CwC in their project proposals (CCCM, Protection and Shelter) in an attempt to garner resources for CwC initiatives. In terms of core funding, IOM has attempted to measure the impact of its CwC initiatives to showcase to donors the importance of funding CwC, and what has worked well.[103] A recommendation for the CDAC Network is to provide guidance on including CwC budget lines in proposals, including approximate costings, for use by agencies and donors.

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102. It should be noted that some INGOs use the term accountability to include CwC activities.

Picture courtesy
of OCHA Philippines

4. **Capacity to analyse feedback and present it effectively to different audiences.**

The provision of sufficient staffing resources can lead to effective and consistent CwC. This is important in ensuring that feedback from communities reaches decision makers. Once feedback is collected, it needs to be analysed and presented in a usable format to be taken on board by programme staff. 'Feedback is collected regularly and collated but the skills to deal with this and turn it into bite-sized chunks of information is limited' (Global Coordinator, UN Agency). This is critical to achieving programme change. Influencing more 'top down' response approaches by some programme teams with different analysis was effective in some locations and led to changes in non-food items such as sanitary items and clothing based on feedback from community members.

Having extra technical capacity in this regard was seen as particularly useful. 'WVI had a community feedback assistant whose job it was to generate infographics from trends coming through feedback mechanism. All the feedback is presented in a way that is easily understood by management and then influences the decision-making process.' (Programme Manager, WVI, Tacloban)

5. **Training humanitarian staff at all levels**

While having dedicated AAP/CwC staff is important, there is a sense that all staff and communities need training in these areas: 'Accountability and CwC isn't what we do, it has to be part of what we do. Build capacity of field teams to better communicate with communities, including delivering information, face-to-face interaction and focus group discussions. It should be made part of the code of conduct and

should be in staff ToRs to communicate appropriately according to the context' (Manila Workshop Participant).

Recommended areas of focus include training proposal writers to include accountability/CwC in proposals 'so even if staff turnover it will be written in to the programme, and resourced' (Manila Workshop Participant), and training decision makers to develop strong leadership buy in for CwC. Roster and surge staff should be trained and orientated on accountability and CwC policies within organisations they are deployed with. It was also recommended to train field staff in engaging and working with local media, and sensitising international staff on the local context.

Conclusions and recommendations from the Learning Review are available in the Executive Summary at the beginning of this report.

ANNEXES

A: CDAC Network Learning Review - Terms of Reference.

B: CDAC Network Learning Review Criteria.

C: Key Informants.

D: Reference List.

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103. International Organisation for Migration, Starting the Conversation, Information, Feedback and Accountability through Communications with Communities in Post-Typhoon Philippines, 2014.

ANNEX A: **TERMS OF REFERENCE**
TYPHOON HAIYAN LEARNING REVIEW

BACKGROUND

Typhoon Haiyan, known locally as Typhoon Yolanda, was one of the strongest typhoons on record, killing more people than any previous natural disaster to hit the Philippines. The Typhoon made landfall on 8th November 2013, and destroyed large areas of the Visayas regions in the Philippines. Following a request from the Government of the Philippines for international assistance, most CDAC Network Member agencies responded to the disaster in some way over the following days and weeks.

In the first month following the typhoon, about 70% of affected people had no access to telecommunications, 90% did not have electricity, meaning that almost no one had access to print, TV or the internet and more than 60% of the affected communities could not hear the radio (MIRA, Typhoon Haiyan Response, 2013). There were limited channels of communication and it was almost impossible to provide systematic response-wide feedback, except through some direct community consultations.

In terms of the CDAC Network response, for some Members this meant scaling up existing programmes in the country, for others it meant deploying international surge teams, while others were involved at the global and regional level in developing tools and offering support remotely. In the initial weeks, the CDAC Network Secretariat worked alongside UNOCHA Communications with Communities (CwC) staff to support coordination between Members and other humanitarian actors, and to offer support with information management and advocacy to better position two-way communication with affected people within the humanitarian response and on-going recovery. A Skype group was set up in the initial days following the disaster, where relevant needs assessment data and information about planned communications initiatives was shared, as well as deployment and contact details. The Digital Humanitarian Network (DHN) was activated by OCHA and it was used by some CDAC Network Members both at the global and field level to monitor the extent of damage to communication facilities, and its impact on affected communities.

Various examples of collaboration between CDAC Network Members as well as with other actors emerged throughout the response. Media development agency members worked with local journalists to set up emergency community radio stations in Tacloban and Guiuan, facilitating two-way communication between affected communities and humanitarian responders. CwC was a designated priority for UNOCHA, which employed a record number of CwC field staff and, for the first time, an inter-agency Accountability to Affected Population (AAP) Coordinator. CwC working groups were set up in the areas affected by the

Typhoon, convening CDAC Network Members as well as other local NGOs and CSOs, local media, private sector companies (telecommunications) and other international humanitarian agencies to coordinate two-way communication efforts. Although the individuals working in these areas are no longer the same as in the initial stages, three of these working groups are still active and one has joined with the AAP working group to support a joint focus on accountability and two-way communication.

PURPOSE OF THE REVIEW

Given the scale of the disaster, the number of CDAC Network Members involved, and the high profile of 'cdac' approaches and accountability during the response, the CDAC Network feels it is crucial to capture learning from the Typhoon response. CDAC Network Members have articulated the need to reflect together on their experiences and create a common narrative of what happened. This includes highlighting examples of good practice, examining where and why challenges arose, and working together to develop goals and strategies for the next disaster response. It is hoped this review will help build an idea of what a successful communications response looks like in this context, and map what is needed from different actors to achieve this.

The purpose of this review is two-fold:

1. To ensure learning related to communicating with disaster affected communities from the Typhoon Haiyan response is captured, shared and used in future disaster responses.

2. To bring key actors together (at field level and global level) to reflect on their experiences and develop goals and strategies for future disaster responses.

The CDAC Network is in the process of developing a Results and Learning Framework. This review may also be required to test some elements of this framework, document the process of use and provide feedback for amendments.

SCOPE

Learning will need to be captured across a number of different levels of activity:

1. Global level coordination, and collaboration between responders (including CDAC Network Secretariat support at global level)

2. Field level coordination (led by UNOCHA), and collaboration between responders (including government and non-traditional humanitarian organisations), and how this operated within the broader coordination fora

3. Specific field-level projects and initiatives (collaborative, community or individual organisation), including community perceptions of these initiatives. These initiatives may be from partners outside of CDAC membership.

The review will need to cover the various phases of the disaster management cycle, from the initial days of the response and weeks following the typhoon, to the early and longer-term recovery programmes which are now being implemented. Any preparedness activities prior to the Typhoon should also be considered, as well as learning and good practices from recent local responses (such as the conflict in Zamboanga, the Bohol Earthquake and Typhoon Bopha).

It is important to ensure the voices and perspectives of communities affected by Typhoon Haiyan are the starting point to influence Network Members' planning for the future. Some perspectives will be brought in from relevant existing studies, but it is expected the consultant will engage with people living in affected areas (as well as concerned government agencies) to understand their experiences regarding access to information, opportunity for dialogue, and connectivity. Critical here is to gain a better understanding of importance of information sharing within and between communities, beyond the aid provider-receiver paradigm; used for example for connecting with family and friends, entertainment, trade, and sharing cultural and religious information. Perspectives must come from a range of segments of the community including the elderly, youth, women, men, people living with disabilities, as well as indigenous people and those living in geographically isolated and displaced areas (GIDAs).

In terms of geographical scope, the review should cover areas where CwC coordination was strong and there were a number of CwC initiatives (e.g. Tacloban), and compare with areas where there was less CwC capacity and coordination (e.g. Cebu or Roxas)[1] .

OBJECTIVES

The objectives of the review are as follows:

1. **Listen to experiences of community members affected by Typhoon Haiyan,** in terms of access to information and opportunity for dialogue with responders; the importance of two-way communication networks within and between communities themselves, and the impact these have had on their own recovery and understanding of the various interventions by humanitarian agencies.

2. **Examine good practice, challenges and value added in communications coordination work** at field and global level. Include relevant learning from existing evaluations, reviews and studies which have already been undertaken. Focus on:

i. How communications coordination worked specifically with the cluster coordination fora[2] ;

ii. How it collaborated with other cross-cutting priorities, particularly AAP;

iii. The engagement of the CDAC Network Secretariat.

3. **Document in-depth case studies of innovative communications initiatives and examples of collaboration** ensuring preparedness initiatives prior to Typhoon Haiyan are included.

4. **Convene staff at field and global level to reflect on experiences and create a common narrative.** This should include developing recommendations in preparedness for the next disaster response in a similar context.

5. **Pilot aspects of the CDAC Network Results and Learning Framework,** capture the process, and provide feedback on its use.

Topics specifically requested for inclusion by CDAC Network Members are:

- Successes and challenges regarding rapid deployment in this context.

- Extent and usefulness of information and communication needs assessment data.

- Hardware distribution and prepositioning (e.g. radio sets and mobile phones).

- Communities' views on perceived choice and effectiveness of feedback mechanisms.

- The level of engagement CwC working groups had with inter cluster coordination and other cross cutting issues, particularly AAP[3] . This is a good initiative for the Haiyan and soon in the other areas in the Philippines. This must be reflected since it was not CDAC network that initiated this.

- Interaction between OCHA and CDAC-S at global level, examining the overlaps and complementarities.

- Quality and effectiveness of collaboration between humanitarian responders, media development agencies and government responders.

- Specific case studies on engagement between local media, CSOs, telecommunication companies and humanitarian agencies, outlining challenges and best practice.

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1. Examples given by Members. Advise from UNOCHA indicates that there are more response staff in the ground in Roxas than Cebu, and therefore participation is likely to be better.
2. Specific criteria were used to examine the role of CwC coordination mechanisms in the CDAC Haiti and Typhoon Bopha Learning Reviews. The six elements of a successful CwC coordination mechanism were defined as: credibility; establishment & maintenance of appropriate coordination mechanism; strategic leadership; integration with the existing humanitarian system; training and capacity building and advocacy.
3. It has been noted that the Coordination Cluster perceives CwC Technical Working Group as an additional layer of coordination (less desirable), and want to know how to bring in closer into existing operations (build into existing posts and approaches to ensure it is effectively mainstreamed).

METHODOLOGY

Although the full methodology will be determined by the consultant, it is envisaged the following stages will be included:

1. Preparatory desk study:

i. Synthesising relevant learning from agencies' and donors' AARs, RTEs and mid-term evaluations, as well as relevant data from community surveys, assessments and consultations.

ii. Pre-mapping of innovative communications initiatives by CDAC Network Member agencies and other actors.

2. Coordinate with the large scale evaluation being supported by OCHA, which includes community consultations, to ensure questions on communication and accountability are included and data collection is not duplicated.

3. Field visit to three areas affected by Typhoon Haiyan (comparing areas where CwC capacity and coordination differed). In each location:

i. Hold a learning workshop with operational field staff, through the CwC/AAP Working Groups[4] , using a method of 'appreciative inquiry'[5]

ii. Examine one or more innovative communications initiatives in the area to develop in-depth case studies

iii. Interview key stakeholders, including non-communication actors (e.g. cluster leads, government representatives) and non-humanitarian actors (e.g. local media)

iv. Hold focus groups with members of the affected population (ensuring groups are representative, and different stakeholder groups are consulted)

4. Convene a learning workshop with key staff in Manila involved in communications with communities work

5. Convene a learning workshop for international surge and decision making staff at HQ level (possibly in Bangkok and London), presenting learning collected at field level, and offering an opportunity for reflection and planning for next time

6. Conduct interviews with key international surge staff who were present at the beginning of the response

7. Disaggregation of data to ensure recommendations can be tailored appropriately

The consultant will be supported in organising learning workshops and field meetings by the CDAC Network Secretariat and CDAC Network Members.

OUTPUTS

All outputs should be designed to be accessible and easily usable for field and global level staff. These products will be designed by the consultant, and will depend on the results of the review. Use of accessible and innovative media is encouraged.

It is envisaged they will include the following:

• A series of in-depth case studies capturing learning from field level initiatives

• Any relevant information products, including 'how to guides', 'top tips', short videos, etc.

• Documentation outlining any agreements or plans made by CDAC Network Members and other agencies to prepare for the next response

• A comprehensive report, including methodology, key learning under the three levels of activity, and recommendations for the CDAC Network Secretariat, CDAC Network Members and others. Recommendations should be linked to primary and secondary research undertaken as part of the review.

• The complete data set (separate from the report)

• Feedback on using elements of the CDAC Network Results and Learning Framework, and associated tools

• A 2000 word article for the Humanitarian Exchange Typhoon Haiyan Edition, for submission in early September, highlighting practical experience, institutional initiatives and policy developments.

TIMELINE

DATE & DAYS	ACTIVITY
7 days between 21st July & 1st August	Desk Study
	Inception Report
	Organising field visit and learning events
2nd – 17th August (17 days including travel)	Two week visit to Philippines, including learning workshops in Tacloban & Manila
10 days in August & September	Data analysis
	Learning workshop at global level (London/webinar)
	All outputs to be completed (deadline to be confirmed)

4. CwC/AAP Working Groups were active in Guiuan, Roxas and Tacloban.

5. Appreciative Inquiry is a method that seeks to renew, develop, and build on what went well in an intervention, focusing on solutions rather than problems. (Pg 181: file:///C:/Users/CDAC/Downloads/eha-pilot-alnap-2013.pdf)

PERSON SPECIFICATION

We are looking for one external consultant to lead on this Learning Review, but it is envisaged that CDAC Network Member staff and CDAC Network Secretariat staff will support with data collection, facilitating learning events and developing outputs. We aim to involve staff from Member agencies as much as possible, at field and country level.

We are looking for an external consultant with the following skills and experience:

ESSENTIAL

• Experience undertaking learning reviews / evaluations of humanitarian initiatives

• Experience facilitating learning workshops and events

• Experience working in the field of 'communicating with disaster affected communities' and accountability

• Experience undertaking qualitative research with communities affected by crises

• Proven ability to present and communicate relevant findings for different audiences, including local operational staff, regional and global level staff and policy makers

• Available to carry out this consultancy from mid-July to mid-September 2014

DESIRABLE

• Experience undertaking multi-agency evaluations

• Experience of working within a collaborative initiative in the humanitarian sector

• Experience working in humanitarian response in the Philippines

• Experience using innovative formats to present and communicate research findings (including working with film and other media)

• Good understanding of the overall Philippine Disaster Management System (PDMS) and knowledgeable of reviews (good practices, challenges and gaps) of the previous big disasters/emergencies.

ANNEX B: **CDAC NETWORK TYPHOON HAIYAN LEARNING REVIEW CRITERIA**

Criteria	Code (subset within criteria)
RELEVANCE / APPROPRIATENESS	Relevance and appropriateness of coordination mechanism established in affected areas and the extent to which it was tailored to needs and increasing ownership.
	Relevance and appropriateness of #commisaid to local context, in particular considering feedback and complaint loops.
COORDINATION EFFECTIVENESS/ EFFICIENCY	Components of coordination effectiveness / efficiency: Credibility of coordination mechanism; Establishment and maintenance of appropriate coordination mechanisms; Strategic leadership; Integration with the existing humanitarian system; Training; Advocacy
CONNECTEDNESS	The extent to which coordination and #commisaid activities were undertaken with the boarder humanitarian context and longer-term issues into account.
COVERAGE	The extent to which coordination activities provided coverage and added value in affected areas and globally.
	The extent to which #commisaid activities provided coverage and added value in affected areas.

ANNEX C: **KEY INFORMANTS**

	Last Name	First Name	Job Title	Organisation
1.	Adams	Mike	International Coordinator	First Response Radio
2.	Addle	Camille Alison C.	MEAL Officer - Northern Cebu	Oxfam
3.	Aelbers	Stijn	Team Leader Radyo Bakdaw	Internews
4.	Alano	Arlene	Communication Officer	UNFPA
5.	Alcaraz	Catherine	Communication with Communities Officer	OCHA
6.	Amistoso	Allan	Reporter	Radyo Abante
7.	Amparo	Miciano		PKKK
8.	Ang	Ryan	Communications Officer	ICRD
9.	Anicete	Heidi	Media & Communications Officer	Save the Children
10.	Arevalo	Gil Francis G.	Communication with Communities Officer	OCHA
11.	Arpon	Marilou		Latter Day Saints
12.	Bacal	Christie	Accountability to Affected Populations (AAP) Officer	OCHA
13.	Baccol	Evelyn	Video Manager	Radyo Abante
14.	Batula	Francis	Reporter & Station Manager Majik FM	Radyo Abante
15.	Beck	Klaus	Country Representative	UNFPA
16.	Bolkay	Kent		UNHCR
17.	Bonifacio	Jazmin	Multimedia Coordinator	Radyo Abante
18.	Braga	Nelson	Cameraman	Radyo Abante
19.	Briones	John Vergel	CwC Assistant	IOM
20.	Cabonegro	Jessa	Presentor	Radyo Bakdaw
21.	Cabusao	Sheila	Communications Officer	Action Aid
22.	Calzoda	Michelle	Team Leader	CFSI
23.	Canayong	Helena Claire		Volunteer for the Visayans
24.	Carden	David	Head of Office	OCHA
25.	Casiple	Ernesto	Deputy Programme Manager	Oxfam
26.	Catalan	Wilson	Radio Technician & Audio Editor	Radyo Abante
27.	Dano	Daryl	CwC Officer	IOM
28.	Davies	Stewart	Regional Communications with Communities Officer	OCHA
29.	de Coupigny	Arnaud		Shelter Cluster
30.	Denalo	Arvia	Field Coordinator	WedPro
31.	Derro	Corazon	Humanitarian Affairs Assistant	OCHA
32.	Devlin	Claire	DFID	DFID
33.	Dosdos	Lionel	National Programme Manager CwC	IOM
34.	Doyle	Leonard	Head Online Communications	IOM
35.	Eclipse	Paulette	CwC Focal Point Guiuan	IOM
36.	Edep	Jesse John Arthur	Communication Officer	ICRC
37.	Engborg	Kasper	Head of Tacloban Sub-Office	OCHA
38.	Escol	Mark	Reporter	Radyo Abante
39.	Estera	Ronald	KM Manager	Plan International
40.	Fagan	Orla	Public Information Officer	OCHA
41.	Fluck	Viviane	PhD Student	University of East Anglia
42.	Galvez	Virgilio DC	Deputy Director General	Philippine Information Agency
43.	Geoncito	Janel I.	Livelihood Officer	PKKK
44.	Gotico	Madeline	MEAL Coordinator	Save the Children
45.	Green	Catherine	Deputy Programme Director	World Vision International
46.	Guanco	Aivon	Humanitarian Accountability Manager	World Vision International

	Last Name	First Name	Job Title	Organisation
47.	Hanley	Teresa		IAHE
48.	Hettiarachchi	Madara	Associate Director, Humanitarian Accountability	World Vision International
49.	Houghton	Rachel	Director	CDAC Network
50.	Howder	Sutapa	Inter-Agency Coordinator	OCHA
51.	Hurley	Eilish	Protection Cluster Lead	UNHCR
52.	Ildebrando	Cordero Bernadas	City Disaster Risk Reduction Officer Tacloban	City Disaster Risk Reduction & Management Office
53.	Jacobs	Alex		Plan International
54.	Joyce	Orna	Assistant Protection Officer	UNHCR
55.	Kagahastian	Fe	Cash Advisor	OCHA
56.	Kasuyo	Farida	Communication with Communities Officer	OCHA
57.	Ladan	Leo	Reporter	Radyo Abante
58.	Laker	Joyce	Country Programme Manager	Action Aid
59.	Lapina	Geovani	Programme Assistant	WFP
60.	Lapitan	Karen	Communications Assistant	ILO
61.	Ledesma	Rey	Reporter	Radyo Abante
62.	Longboan	Dr Liezel	Postdoctoral Research Assistant	Goldsmiths University of London
63.	Lopez	Allison	Communication Officer	ICRC
64.	Lopez	Kimberley	Humanitarian Accountability Officer	World Vision International
65.	Luz	Gabriela	Deputy Programme Manager	Oxfam
66.	Macaraya	Baicon	Head of Emergency Programmes	WFP
67.	Mace	Sarah	Communication with Communities Officer	OCHA
68.	Magtrayo	Haiko	CwC Focal Point Zamboanga	IOM
69.	Manriquez	Ledrolen	Chief of Operations, Philippines	PECOJON
70.	Marshall	Kate	Communications Delegate	IFRC
71.	McKinnon	Justine		Standby Task Force
72.	Melencio	Angelo 'Enan'	Accountability Project Manager	Plan International
73.	Merontos	Jhon	Video & Print Editor	Radyo Abante
74.	Monte Claro	Rey	Policy Analyst	ACF
75.	Montes	Rowel	Editor in Chief	Radyo Abante
76.	Napoles	Rowena		The Rural Missionaries of the Philippines (RMP)
77.	Nicart	Alice	Region 8 OIC	Philippine Information Agency
78.	Oglesby	Rosie		Action Aid
79.	Olimberio	Regin	Outreach Officer	Communitere
80.	Ong	Dr Jonathan Corpus	Lecturer	University of Leicester
81.	Padamada	Nicola	MEAL Coordinator	Save the Children
82.	Padernos	Fred	Radio Station Manager	Radyo Abante
83.	Paraan	Rowena 'Weng'	National Coordinator	NUJP
84.	Paragas	Gerald	Planning Consultant	LGU
85.	Petilla	Alma		CRS
86.	Petras	Rebecca	Program Director	Translators without Borders
87.	Pido	Alfredo Opana	Presentor	Radyo Bakdaw
88.	Pillay	Anu	Senior GenCap Adviser	IASC Standby Capacity
89.	Puspus	Marites	Communication Officer	Balay Mindanao Foundation Inc
90.	Quebec	Louie	CwC Tacloban	IOM

	Last Name	First Name	Job Title	Organisation
91.	Quintanilla	Jacobo	Director Humanitarian Communication Programmes	Internews
92.	Ragub	Diana	CwC Focal Point Tacloban	IOM
93.	Reid	Kyla	Head of Disaster Response	GSMA
94.	Rhoades	Amy	CwC Officer	IOM
95.	Risso-Gil	Isabelle	MEAL Advisor	Save the Children
96.	Rundell	Philip	Programme Manager	Oxfam
97.	Salvador	Arnold	Humanitarian Accountability Zone Coordinator	World Vision International
98.	Santo	Jerby	CwC Tacloban	IOM
99.	Saquing	Brenda	Area Coordinator	FAO
100.	Schmidt	Mel	Acting Inter-Cluster Coordinator	OCHA
101.	Sheehan	Margaret	Chief of Field Operations	UNICEF
102.	Sicotte-Levesque	Alexandra	Communication with Communities Coordinator	OCHA
103.	Solis	Kathleen	C4D Specialist	UNICEF
104.	Stodart	Victoria	National Shelter Cluster Coordinator	Shelter Cluster
105.	Tiu	Olive	Regional Director Region 8	Philippine Information Agency
106.	Velarde	Allan	Reporter	Radyo Abante
107.	Veso	Yheleen	Programme Coordinator	World Vision International
108.	Villas	Ronnel	Cluster Coordinator - Health	UNFPA
109.	Weatherly	Hamish	Communication with Communities Officer	OCHA
110.	Wigley	Barb	Senior AAP Advisor	WFP
111.	Yap-Caunca	Ma. Charen	Humanitarian Accountability Officer	World Vision International
112.	Yrasuegui	Magnolia	Team Leader	FEBC (partner FRR)

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