Communicating with Communities

A Case Study and Guide from Pakistan and Elsewhere

International Organization for Migration (IOM)

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

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International Organization for Migration (IOM)

About the International Organization for Migration

Established in 1951, the International Organization for Migration (IOM) is the leading intergovernmental organization in the field of migration. IOM works closely with governmental, intergovernmental and non-governmental partners. With 156 Member States, a further 10 States holding observer status, and offices in over 100 countries, IOM is dedicated to promoting humane and orderly migration for the benefit of all. It does so by providing services and advice to governments and migrants.

IOM works to help ensure the orderly and humane management of migration; promote international cooperation on migration issues; assist in the search for practical solutions to migration problems; and provide humanitarian assistance to migrants in need, including refugees and internally displaced people.

IOM's Department of Operations and Emergencies (DOE) is responsible for overseeing the Organization's activities related to resettlement, movement, logistics, preparedness and response during migration crises and humanitarian emergencies, until recovery and through transitional settings.

DOE coordinates IOM's participation in humanitarian responses and provides migration services in emergencies and post-crisis situations, in order to address the needs of individuals and uprooted communities, thereby contributing to their protection. It also provides technical support to field efforts, particularly in responding to forced migration and massive population movements, including protracted internal and cross-border displacement and refugee situations. The early identification and implementation of comprehensive durable solutions to end displacement conditions contributes to the improvement of the condition of crisis-affected populations and results in life-saving interventions.

Pakistan has been a Member State of IOM since 1992. IOM Pakistan provides various services, including refugee movement; family reunification and return; resettlement and reintegration assistance; and humanitarian assistance. IOM Pakistan set up the Humanitarian Communications Unit to address the information gap between coordinators and recipients of humanitarian aid following the October 2005 earthquake. This initiative continued during the complex emergency response in 2009, when it provided timely and relevant information to humanitarian stakeholders and affected communities. The unit has continued to grow and has become a component of the overall disaster risk management strategy of the Government of Pakistan.

About Humanitarian Accountability Partnership International

The Humanitarian Accountability Partnership (HAP) is a partnership of more than 90 humanitarian and development organizations working in over 140 countries, dedicated to ensuring greater accountability to people affected by crises through the promotion of its Standard in Accountability and Quality Management. HAP believes that accountable organizations better meet people's needs and reduce the possibility of mistakes, abuse and corruption.

Founded in 2003 as a response to the Joint Evaluation of the International Response to the Rwandan Genocide, HAP was formed on the recommendation that organizations strengthen their systems for improving accountability to recipients of assistance. In the view of the evaluation team, this commitment meant establishing mechanisms for consultation with people affected by humanitarian emergencies. To reach this objective, the affected populations themselves needed a respected, independent organization to act on their behalf, in addition to a body that would hear their concerns in the areas of assistance and security.

Since its inception, HAP has been recognized as a leading advocate for greater quality and accountability in the humanitarian and development sectors. HAP members commit to working together and sharing best practices to try to bring greater accountability to people affected by crises. HAP also works with non-members, supporting their efforts to bring greater accountability to disaster-affected communities through advocacy and action.

The 2010 HAP Standard in Accountability and Quality Management (or, simply, the HAP Standard) provides a comprehensive framework for organizations looking to instil greater accountability in their work. Organizations are assessed against the Standard to determine compliance and ultimately certified. The six benchmarks that the 2010 HAP Standard comprises are as follows:

- Establishing and delivering on commitments
- Staff competency
- Sharing information
- Participation
- Handling complaints
- Learning and continual improvement

Since HAP was founded, and in part due to its efforts, there has been mounting recognition in the sector of the need for improved accountability to the people whom humanitarian action aims to assist. This has been reflected in a range of initiatives to emerge from the United Nations system, bilateral donors, national

governments and the non-governmental sector. Among these initiatives, HAP's model of programme quality assurance makes a distinctive, complementary and transformative contribution.

About the Authors

Brian Kelly has worked for almost 15 years with the International Organization for Migration (IOM) in the Balkans, as well as throughout Asia. He is currently the Regional Emergency and Post-crisis Advisor for Asia and the Pacific and is based in Bangkok, Thailand. His appreciation for effective communication with affected communities deepened after leading multiple large-scale humanitarian responses and witnessing affected populations' loss of empowerment, which he links to their lack of information and ability to influence decision-making.

Specializing in humanitarian operations and the coordination of relief and recovery programming, Mr Kelly helps governments, the United Nations, non-governmental organizations and the private sector support vulnerable people and stabilize communities. Prior to joining IOM, he worked with the International Rescue Committee in UNSC Resolution 1244-administered Kosovo and the Connecticut State Department of Education in the United States of America.

Ariane Quentier has been a media and communications specialist for over two decades, working as a foreign correspondent for print, radio and television, and then as a spokesperson/communications adviser for the United Nations, NATO and the Governments of Afghanistan and Pakistan.

With a strong communications background in emergency, crisis and post-crisis situations, Ms Quentier has focused on improving strategic communications in conflict and disaster response. Through appropriate and coordinated communications mechanisms, her work has ensured that affected communities are engaged and informed, so that their humanitarian needs are addressed. Her professional experience includes assignments in the Middle East, the Balkans, Afghanistan, Pakistan and, now, South Sudan, where she is the UN Mission Spokesperson.

A lawyer by background, Ariane Quentier has won individual and collective awards for her books and documentaries on Afghanistan and the Bosnian War.

Foreword

Recent years have witnessed an increased number and variety of stakeholders in emergency and disaster humanitarian response: the United Nations system, bilateral donors, national governments and non-governmental actors. Some come with specialist humanitarian mandates, while others are "multi-mandated." National and international organizations – whether civilian or military in nature – partner together in support of relief efforts. Even the private sector is becoming increasingly involved through "corporate social responsibility" and "shared value" initiatives. Affected communities are the focus of assistance, but to what extent are they aware and to what extent can they influence the delivery of such assistance? When, where, how and to what degree do they access humanitarian assistance? What are their rights and entitlements, and what are the roles and responsibilities of aid agencies? Despite combined efforts, appropriate communication and timely information targeting affected populations remain largely insufficient. Even when they are present, communication and information efforts are often uncoordinated or duplicated.

The purpose of this handbook is to highlight achievements, as well as ongoing efforts and future plans, in improving information delivery to and communication with affected communities. This guide highlights the lack of critical information in emergency response and what needs to be done to ensure that affected populations, especially marginalized groups, can make informed decisions. While focusing on communications activities during the emergency and early recovery stages, it looks at ways to redress the information gap between the ever-growing number of aid providers and that of humanitarian assistance recipients. The authors argue that when crisis or disaster strikes, communities are not only in need of assistance – for example, in the form of shelter, food and water – but also of information that would enable them to make informed decisions that ultimately ensure their safety and survival.

This guide draws upon lessons learned from a number of natural disasters, but is primarily based on the experience and work of the Humanitarian Communications Unit of the International Organization for Migration (IOM) in Pakistan.

In October 2005 – following the devastating earthquake in Pakistan's north – IOM established a Humanitarian Communications Unit in Islamabad. The unit, which remained in place after the earthquake, was reactivated in 2009 due to the Malakand complex emergency, which resulted in major conflict displacement. It was further strengthened in 2010, when monsoon rains and floods affected 20 million Pakistanis – over 10 per cent of the population. The Humanitarian Communications Unit proved such a useful tool that it has now become a

full, permanent component of the overall disaster risk management strategy of the Government of Pakistan. This guide describes the rationale behind the establishment of a communications component in disaster and early recovery management.

This handbook is the product of a collaborative effort between IOM and Humanitarian Accountability Partnership (HAP) International, the leading advocate and self-regulatory body for accountability and quality in the humanitarian sector. Humanitarian actors joining the HAP Certification Process and signing up to the HAP Standard commit to sharing best practices and working to ensure the highest possible level of accountability to aid recipients through the provision of humanitarian and development assistance.

This book demonstrates how the lack of both transparent performance standards and the accountability of aid workers and institutions, as well as the absence of a complaint mechanism, may result in a potentially inadequate humanitarian response. It underlines the need to improve the accountability of aid organizations through tools that give a voice to affected communities, and helps these organizations develop quality programmes that meet people's needs and reduce the possibility of mistakes, abuse and corruption.

"The moral authority of the United Nations depends on its ability to help people most in need, and it must do so with the highest ethical standards and professionalism," said UN Secretary General Ban Ki-moon.[1] We hope this handbook will serve as a good practice manual and provide guidance to agencies, their staff and other humanitarian stakeholders in the delivery of assistance during emergencies. We also hope that it would make a case for the development of appropriate communications strategies and an accountability mechanism during the design of a humanitarian response, and, ultimately, underscore the continued moral commitment of the United Nations, aid agencies and other assistance providers to best serve affected communities when they most need it.

William Lacy Swing
IOM Director General

Marian Casey–Maslen
HAP Executive Director

1 Ban Ki-moon, Secretary General of the United Nations, "Restoring the Vitality of the United Nations," statement to the Council of Foreign Relations, New York, 31 May 2006. Available from www.cfr.org/international-organizations-and-alliances/restoring-vitality-united-nations-rush-transcript-federal-news-service-inc/p10833.

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The idea for this handbook came from an IOM–HAP meeting held in Pakistan, with Maria Kiani representing HAP. In conversations with the authors, IOM Humanitarian Communications Project Manager Maria Ahmed and others, it was agreed that a practical handbook would contribute to the body of knowledge focused on communicating with disaster-affected communities.

Additional and critically important support from HAP came from David Loquercio, who graciously reviewed the document and provided suggestions along the way, as well as Murray Garrard, Massimo Nicoletti and Marian Casey–Maslen.

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Lastly, we would like to express our utmost respect and appreciation for humanitarian aid workers throughout the world, who are as focused on listening as they are on responding.

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Abbreviations and Acronyms

CDAC	Communicating with Disaster Affected Communities (Network)
CNIC	Computerised National Identity Card
DCO	District Coordinating Officer
FAQ	Frequently Asked Questions
FATA	Federally Administered Tribal Areas
HAP	Humanitarian Accountability Partnership (International)
HCC	Humanitarian Call Centre
HCT	Humanitarian Country Team
HIP	Humanitarian Information Project
IASC	Inter-Agency Standing Committee
IFRC	International Federation of Red Cross and Red Crescent Societies
IOM	International Organization for Migration
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
PDMA	Provincial Disaster Management Authority
PSA	Public Service Announcement
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
VBM	Voice Broadcast Message
WASH	Water, Sanitation and Hygiene
WHO	World Health Organization

"People need information as much as water, food, medicine or shelter. Information can save lives, livelihoods and resources. Information bestows power." (World Disaster Report, 2005)

– Markku Niskala,
Secretary General of the International Federation
of Red Cross and Red Crescent Societies

"It was very frustrating, because what had happened to me was not anyone's fault. Thank God I found the Humanitarian Communications Team. If it was not for them, I probably would have never received any compensation."

– Muhammad Azam Sheikh
2010 flood victim and government compensation ("Watan card") recipient,
Muzaffargarh, Pakistan

Introduction to the Guide

This guide explains the rationale behind the creation of the Humanitarian Communications Unit and how timely, accurate and appropriately contextualized information reaches communities affected by disaster, as well as how feedback on such information is solicited to inform other stakeholders involved in a humanitarian response. It also features tools and lessons shaped from experiences gathered during the roll-out and expansion of the humanitarian communications initiative in Pakistan, which was a component of the response to the complex emergencies and floods. Lessons learned from the response to later crises, particularly those in Haiti and the Philippines, have also been integrated into the handbook.

Objectives of the guide

This guide aims to:

(a) Showcase good practices through case studies;
(b) Provide guidance to agencies, staff and other humanitarian stakeholders working in emergencies on how to strengthen communication with crisis-affected communities;
(c) Highlight the importance of ensuring that an appropriate beneficiary communications strategy is created during the design of an overall humanitarian response or the individual activities within it.

Based on the efforts and practices specifically tested in Pakistan, as well as lessons learned from other contexts, this guide discusses the following matters:

(a) What humanitarian communications is;
(b) Who implements humanitarian communications;
(c) How to run humanitarian communications;
(d) Who the target audience(s) is/are;
(e) How to develop messages for affected and beneficiary populations;
(f) How to monitor and evaluate a campaign by measuring its impact on affected communities.

The guide is divided into four chapters, each described below, and features annexes. Case studies, tips and examples are provided throughout the handbook.

Chapter 1: Introduction to Humanitarian Communications defines important terms and describes some of the key stakeholders involved in this initiative; explains when and why humanitarian communications initiatives are undertaken; and provides basic information about contemporary humanitarian architecture,

including the cluster system that was activated in Pakistan. The chapter also briefly describes the humanitarian communications initiative in Pakistan, which began during the Malakand complex emergency response in 2009. (Much of the background information contained in Chapter 1 is already known to humanitarian professionals, especially those working in the field of beneficiary communications.)

Chapter 2: A Humanitarian Communications Operation describes the different phases of the humanitarian response, and discusses how and why two-way communications systems are critical in each phase. The chapter also reviews how to develop a communications strategy, as well as covers the message development to the dissemination stages.

Chapter 3: Communication and Accountability Tools reviews the different formal and informal communication tools that were already available in Pakistan, or were specifically created to ensure the project's effectiveness. Examples of these tools include radio, television, mobile phone technology, human networks and call centres. Public/private opportunities are also highlighted.

Chapter 4: Monitoring and Evaluating the Impact and Effectiveness of Humanitarian Communications draws mainly upon the response experience in Pakistan and looks at how assessments were carried out to measure the effectiveness and impact of public service announcements, FAQ (frequently asked questions) sheets, service handbooks, "humanitarian call centres" and other media. Formats used in capturing data, as well as some basic analytic tools, are described.

The annexes contain information sheets, checklists, terms of reference and other forms of documentation which may prove helpful when designing a humanitarian communications strategy.

Purpose and intended audience

This guide highlights communications practices that have been successfully implemented in response to the information needs of affected communities via comprehensive humanitarian information campaigns, in coordination with host authorities and humanitarian and communications partners involved in the emergency response or during early recovery.

This guide is for governments, aid providers, the humanitarian community and private sector partners. It focuses primarily on the implementation by the IOM Humanitarian Communications Unit in Pakistan of communications activities during the emergency and early recovery phases of the 2009 Malakand complex

emergency and the 2010 floods, when monsoon rains affected almost 20 million Pakistanis. It also draws upon lessons learned from selected subsequent disasters.

Basic knowledge covering contemporary humanitarian architecture, including, for example, the cluster system and key actors, will be more useful to some readers than others, depending on their background. This guide need not be read from cover to cover, but should be seen as a tool that allows the reader easy access to appropriate and relevant humanitarian communications information.

Definitions

As standard terminology, such as "emergency," "disaster" and "recovery," are employed throughout this handbook, it would be useful to briefly establish their objective definitions in the context of humanitarian response.

Disaster

A serious disruption of the functioning of society that poses a significant threat to human life, health, property and/or the environment. Disasters arise from either natural causes or human activity, and develop either suddenly or as a result of a long-term process.

Disasters are often described as resulting from a combination of hazard exposure, conditions of vulnerability, and insufficient capacity or measures to reduce or cope with the potential negative consequences.

The possible consequences of a disaster include loss of life, injury, disease and other negative effects on the physical, mental and social well-being of people. These issues are compounded by the loss of or damage to property, destruction of assets, loss of services, social and economic disruption, and environmental degradation.

It is easy to feel overwhelmed when dealing with the consequences of a disaster. Information about how to connect with people and services is critical to help counter this feeling.

Humanitarian organizations seek to assist women, men, boys and girls, and groups with different needs, vulnerabilities and capacities. Alternative terms used by organizations for these groups include "beneficiaries," "target communities," "target populations," "participants," "claimants" and "rights holders." An organization may or may not aim to assist all the crisis-affected people at a location affected by a crisis (HAP, 2010).

Disaster/ crisis-affected communities

All communities confined within a specific location that are affected by or prone to disaster, conflict, poverty or other crises (HAP, 2010). For the purposes of this handbook, the term "disaster-affected communities" is used, as the Humanitarian Communications Project's work covered the wider, crisis-affected communities. The term "beneficiaries" is sometimes used in reference to the same group of people.

Complex emergency

A humanitarian crisis in a country, region or society where there is considerable breakdown of authority resulting from internal or external conflict, and which requires an international response that goes beyond the mandate or capacity of any single and/or ongoing UN country programme. (UNISDR, 2010)

Emergency/ disaster management

The organization and management of resources and responsibilities to address all aspects of emergencies: preparedness, response and initial recovery.

Emergency management involves enacting plans and institutional arrangements to engage and guide, in comprehensive and coordinated ways, the efforts of government, non-government, voluntary and private agencies to respond to the entire spectrum of needs. The term "disaster management" is sometimes used instead of "emergency management." (UNISDR, 2010)

Early recovery

Describes the application of development principles to humanitarian situations. The objective is to protect local and national capacities from further deterioration so that they can provide the foundation for full recovery, stimulate spontaneous recovery activities by the affected population and identify opportunities for longer-term recovery and, eventually, development.

Early recovery starts as immediately as possible during humanitarian action and aims at seizing opportunities, going beyond saving lives and contributing to the restoration of national capacity, livelihoods and human security. (UNDP, 2008)

Human network A group of people who have agreed to be designated as focal points and conveyors of primarily oral information. These networks proved to be one of the most effective ways to channel communications in rural Pakistan.

Humanitarian communications A series of activities which provide affected communities with information focused on how to access assistance in a timely, reliable and appropriate manner. It also establishes a feedback mechanism to allow affected communities to express their needs and communicate grievances, improving the humanitarian response and subsequent recovery.

Private media Communications outlets owned by people or organizations that are not part of the government of a country.

Public media Communications outlets owned by people or organizations that are part of the government of a country. These outlets are often associated with providing "public goods" or services.

Other resources for the reader

The following websites offer useful materials on humanitarian communications:

(a)	Communicating with Disaster-Affected Communities (CDAC)	www.cdacnetwork.org
(b)	Frontline SMS	www.frontlinesms.com
(c)	Internews	www.internews.org
(d)	International Organization for Migration (IOM)	www.iom.int
(e)	Human Accountability Partnership (HAP) International	www.hapinternational.org
(f)	BBC World Trust	www.bbc.co.uk/worldservice/trust
(g)	United Nations Office for the Coordination of Humanitarian Affairs (OCHA)	www.unocha.org

Chapter 1
Communications in Emergencies

Introduction

By definition, an emergency occurs in an environment different from the norm. People's lives are upended, placed into chaos and controlled by unmanageable events which must be endured. Families are separated. Basic necessities previously taken for granted are no longer available. Coping mechanisms are stretched and often broken. In addition to affecting the physical well-being of people, an emergency also attacks the self-sufficiency and dignity of the individual.

When the scale of a disaster exceeds the ability of the host government to address the needs of its people, the international community – made up of the United Nations, non-governmental organizations, the International Federation of Red Cross and Red Crescent Societies, IOM and others – often responds. If carried out well, the response quickly fills gaps that the host nation cannot fill, ensures that minimum standards are met, and accelerates the move from relief to recovery. Otherwise, it can compound the impact of the initial tragedy.

Over the past couple of decades, the humanitarian community has taken significant steps to create standards, operating procedures and guidelines to improve the consistency and predictability of assistance. While there now are standard specifications for frequently used commodities and significant advances in information-sharing have been made, there is still a struggle to achieve a certain level of uniformity in the delivery of messages to affected communities and incorporate their feedback into the shaping of policy and the delivery of assistance. The aim of this guide is to play a role towards prioritizing the need for, and increasing the quality of, information-sharing with disaster-affected communities.

What is humanitarian communications?

Humanitarian communications has always been an important feature of humanitarian response. In the mid-1990s, during the Great Lakes crisis and following war in the Balkans, humanitarian communications was used as a tool

to address the information gap so that communities could make meaningful and informed decisions about their situation and be aware of their options for the future.

Recent disaster evaluations identified the failure to consider information from and communication with affected populations as a critical and unmet need. Experience has shown that during emergency and early recovery, there is a lack of communication at the grassroots level to inform and address the needs of communities, including – and especially – the most affected and vulnerable.

Inaccuracy and absence of information intensify the suffering of affected communities, since deprivation of critical information can lead to uniformed decision-making, which causes stress and exacerbates trauma. The lack of an outlet or ability to influence the course of events robs people of dignity and self-sufficiency at a time when they have already lost their shelters, livelihoods, privacy and, possibly, families and friends.

> *"A helpful step in coping* [with stress] *is having access to appropriate information related to the emergency, relief efforts and legal rights. It is about positive coping."* (IASC, 2008)

Humanitarian communications is a cross-cutting service that supports all humanitarian partners. It involves the coordination and design of strategies and campaigns for the benefit of all stakeholders (humanitarian responders, governments and affected communities), while ensuring that information is shared and disseminated. Some would go even further to say that humanitarian systems and agencies should recognize the importance of communications as a sector, and that it is a critical aspect of effective delivery of humanitarian assistance. (Wall and Chéry, 2010)

The term "humanitarian communications" was broadly interpreted by IOM when it was setting up the Humanitarian Communications Unit in Pakistan as a two-way communications mechanism for the exchange of information between the humanitarian community and affected populations. The two key components are described below:

(a) Taking into account the information needs of and feedback from affected communities in developing an appropriate information response;
(b) Providing communications service to humanitarian actors by disseminating assistance-related information to affected communities.

Information to affected communities

Affected communities must know where assistance is available and how to access it in a timely, reliable and accurate manner. A successful humanitarian communications campaign informs affected communities on where and how to access humanitarian assistance, what the assistance entails, and what to do if help is needed but has not yet been received.

Humanitarian communications campaigns aim to reach out to the biggest number, while focusing on the most vulnerable.

Information from affected communities

Humanitarian communications establishes a feedback mechanism to allow affected communities to express their needs and communicate grievances to improve the humanitarian response and recovery. In order to provide information and solicit responses, it is important to understand how people and governments currently access and share information.

TIP

MAP IT OUT. An effective humanitarian communications strategy requires an understanding of how information currently flows between the disaster management authorities, other local and national government bodies, civil society and the affected communities. Each country has a certain mechanism(s) in place. Understand how they work.

Below is a list of the various sources and channels of information that flood-affected populations in Pakistan turned to:

- Friends and family
- Mobile phone
- Television and radio
- Army
- Lady health visitors and workers
- Newspaper
- Religious leaders/institutions
- Aid workers
- Community leaders
- District government (government officials, district coordination officers, etc.)
- Humanitarian call centre
- Print materials (banners, posters, notice boards, etc.)
- Police
- Shops (barber, grocer, tea, etc.)

Why is humanitarian communications important?

Following the 2004 tsunami that devastated the Aceh region of Indonesia, killing over 160,000 and displacing 500,000, a project designed to explore the needs of the affected discovered that "a large number of people expressed their dismay that they did not have enough information about aid and aid processes. For some this meant they felt or actually did not have, or understand, options" (CDA, 2006). Another study on the tsunami response also reported that "poor information flow is undoubtedly the biggest source of dissatisfaction, anger and frustration among affected people." (Christoplos, 2006)

Disaster victims need information to make meaningful and informed choices about their survival and their future, making decisions based on the best information available. Evidence suggests that there is a wish and need for information and a desperate frustration when information is not available.

> *"For people who are caught in conflict and other emergencies, the need for information is often acute. Frequently, they are separated from their families, lack shelter and adequate food, and are scared and confused by the events occurring around them. Programming tailored to the needs of such people can provide an essential information lifeline."* (DFID, 2000)

People affected by disasters and humanitarian crises need information at all stages of the crisis. Adding dedicated technical communications support to humanitarian operations can help build trust, mitigate conflict, develop relations and gain an insight into the perceptions and issues of the community, as was the case during the response in Haiti. (Wall and Chéry, 2010)

How does humanitarian communications improve accountability?

(a) Humanitarian communications improves accountability in a number of ways, a few of which are listed below: Sharing information with beneficiaries influences their decision-making.
(b) Humanitarian actors are accountable to beneficiaries, so plans of action should be shared with them (transparency).
(c) Establishing relationships with communities and, specifically, the act of communication provide the opportunity for participation and feedback (relationships, trust, dialogue and conversation, and inclusion).
(d) Good communications practices encourage beneficiaries/communities to raise complaints through the means with which they feel the most comfortable (e.g. complaints and feedback mechanisms, which protect their right to complain).

(e) Humanitarian actors should use this feedback when adapting immediate operations, as well as learn from it for the sake of future activities (improving and learning).

Accountability in humanitarian communications is explored further in Chapter 3, with practical tips provided.

Humanitarian communications is not public relations

This guide makes a clear distinction between public relations and humanitarian communications. It does not deal with the former, which concerns itself with matters such as the role of spokespersons, press releases, media advisories and press conferences.

Public relations largely means public information and often involves international rather than local media, promoting achievements and channelling information "upwards" and "outwards." Public information is often synonymous with one-way communication that marginally addresses the needs of affected communities.

Public information may support humanitarian communications, but it targets a different audience, and the information conveyed is not as relevant, tangible and practical for the victims.

Public relations often does not require the feedback of communities during the development of a communications strategy; on the other hand, it is one of the main prerequisites of an effective humanitarian communications strategy.

This guide, therefore, makes a clear distinction between humanitarian communications and public relations activities.

Humanitarian communications stakeholders

The uniqueness of humanitarian communications, also referred to as "beneficiary communications," is the circulatory nature of information flow, that is, among beneficiaries; from beneficiaries to organizations and agencies, and then back to the beneficiaries; and also among members of the humanitarian community, including with the government. The feedback mechanism allows for end users, that is, beneficiaries, to have direct input into service delivery, reinforcing the notion that humanitarian communications is truly a user-led and -driven function.

Humanitarian communications is valuable also because many of those who benefit from information are not beneficiaries in the traditional sense. This is becoming increasingly true in middle-income countries and those with rapidly developing

economies, where assistance comes from the government, remittance flows and non-traditional supporters of relief and recovery.

(a) The stakeholders (communities, local organizations and partners) are a source of information themselves, for example, on vulnerabilities, risks, the context in which a response occurs, and which communities or beneficiaries to target.
(b) Local organizations and partners may already have a relationship with beneficiaries and target communities.
(c) Stakeholders may also be used as information disseminators, or at least help develop or form messages. Those already involved in communication may also advise on message content and on the most effective methods of communication.

There are many advantages to working with stakeholders. In addition to those already mentioned, they can be invaluable when conducting assessments (including vulnerability and capacity assessments (VCAs), damage and needs assessments (DANAs), and evaluations), as they are able to contribute knowledge, experience, resources and personnel to support the collection of data.

National disaster management bodies

Governments have the primary responsibility to address the needs of its citizens. Many countries have established a national lead agency[2] responsible for disaster management, in order to ensure that there is a mechanism to coordinate such assistance.

Disaster response agencies assess need and government capacity, and then prioritize the types of support which may be required from external sources. The disaster agency coordinates between all actors, both governmental and non-governmental, from the local to the national and international levels. Disaster response agencies must ensure that information relating to response and recovery is available, timely, accurate and delivered in an accessible and easy-to-understand format and manner.

TIP UNDERSTAND THE ROLES. Understand the roles of your key interlocutors. Study the terms of reference for the disaster management authority and highlight the sections pertaining to humanitarian communications when negotiating with this authority. How can you support them in fulfilling their obligations? Your support should not be perceived as a duplication of or as competing with that of the disaster management authority.

2 Refer to Annex A for information about the Pakistan National Disaster Management Authority.

It is also important to note the role that government has to play in coordination and communication. Governments are often overwhelmed during an emergency or disaster; the deployment of specialists from within the cluster system can be used to help fill communication gaps, as was found by tapping CDAC Haiti during response operations. One of the recommendations was to use this successful method at both national and field levels. (Wall and Chéry, 2010)

Armed forces

Armed forces[3] become indispensable when first responders – for example, local authorities, interior ministry forces and civilian protection – are overwhelmed by the magnitude of the emergency. Often the Constitution of a country may have the armed forces designated as first responders themselves. Armed forces contribute to life-saving operations and relief assistance in a variety of ways, some of which are:

(a) Helicopters fly search-and-rescue operations.
(b) Strategic airlift is provided to transport supplies.
(c) Field military hospitals and medical personnel are rapidly deployed.
(d) Military engineers and water purification units are easily deployed.
(e) Sealift sustains longer-term relief efforts in a more cost-effective manner.
(f) Communications kits may already be part of military assets.

The "Oslo Guidelines" were formulated in 1994 in response to concerns that civilian humanitarian actors were too closely associated with the military to respond to emergencies in peacetime. These guidelines are intended to address the need for principles and standards and provide improved coordination in the use of military and civilian defence assets in response to emergencies. The guidelines stipulate that all humanitarian assistance must be undertaken in accordance with the core principles of humanity, neutrality and impartiality, and with full respect for the sovereignty of States.[4]

TIP

During a large-scale response, there will be a person, normally from the United Nations Office for the Coordination of Humanitarian Affairs (OCHA), responsible for civilian and military coordination. If your work involves engaging the military, or if you are working with the military to develop humanitarian messages, seek out this person.

3 Refer to Annex B for information on civilian–military relations in Pakistan during times of crisis.

4 The Oslo Guidelines (or, properly, "Guidelines on the Use of Foreign Military and Civil Defence Assets In Disaster Relief") can be downloaded from www.unhcr.org/refworld/docid/47da87822.html. A related document, "Military Support to Civilian Authorities," is available at www.clingendael.nl/publications/2008/20081000_cscp_art_homan_armex.pdf.

Ministry of information

Most countries have a ministry of information, media regulatory bodies and/or public media – whether print, radio or television. Public media is a public service and is usually run either directly or indirectly by the government. The ministry's role in disaster management is often to support communications campaigns by mobilizing public media and facilitating the dissemination of information.

TIP

Study the regulation, license or law which governs public media. To be specific, find out how much free airtime is available for public service announcements (PSAs). Does public media have a legal obligation to create, shape and mostly broadcast or print messages? Understanding their obligations will be helpful during negotiations. Determine if a feedback mechanism is in place. Perhaps this is one area where the humanitarian community can provide value added.

Media: Public versus private

Most countries have both public and private media. Public media often has a wider footprint than private media, which means that messages are able to reach remote and less densely populated areas such as mountain regions and islands, which are prone to disasters like earthquakes, landslides and tsunamis.

Public media has a duty to serve the people, that is, educate, inform and communicate with them without financial compensation. Public media should fulfil their "public duty," and your role is to support them to do so in the most impactful manner possible. The obligations of public media are codified so it is important to find and understand them.

Private print media often "advertises" information in exchange for payment, and their responsibility to disseminate information of national and public interest depends on the type of obligations included in their broadcasting license, which is issued by the relevant national body. Some broadcasters are requested to provide free airtime for informative humanitarian messages. Others may treat these messages as advertisements after a certain amount of free airtime has been allocated to the campaign. There may also be a limit to the amount charged per minute of broadcast or for the entire operations.

TIP

In some cases, a media outlet's operating license requires it to broadcast a certain amount of public service announcements (PSAs) for free. Understand their legal obligations prior to entering into any negotiations. Have a consistent policy with all organizations involved in humanitarian communications so that actors within the humanitarian community are not manipulated or played off against each other, with one organization paying for something which should be a public service.

Public media, mostly operating under the umbrella of national authorities, may interpret humanitarian communications requirements differently than the humanitarian community itself. This can occur when there are conflicting interests between humanitarian and government stakeholders, especially during complex emergencies and conflicts. Alternative solutions will be to work with private media and media development foundations, which have their own network of media outlets.

EXAMPLE

Yugoslav Wars

During the Yugoslav wars, the forced displacement of populations was a state policy widely shared by all belligerents who did not want to see it reversed after the peace agreement. After the wars, information campaigns on refugee return were developed; however, the public media of the new Balkan republics all refused to carry messages supporting the return of refugees to their places of origin. As a media development foundation, Internews established a network of private media outlets throughout the former Yugoslavia which informed communities of their rights and of return plans.

Humanitarian actors

Most national and international NGOs, civil society partners, the Red Cross and Red Crescent Movement, UN agencies and IOM will step in to support relief efforts when requested to do so by the national government. While some of these actors deploy and operate at the request of the host country, others ask for autonomy when operating. Nonetheless, all actors should coordinate their actions in order to provide the best response to affected communities. However, recent disasters – such as the Haiti earthquake, which drew 1,000 organizations – provide examples of how the coordination of national operations and of all actors in a country can be a challenge. Below is a description of how certain humanitarian actors may coordinate the humanitarian response:

(a) The *United Nations Office for Humanitarian Affairs (OCHA)* coordinates the UN humanitarian response. OCHA brings together humanitarian actors and establishes a framework characterized by clusters (see Figure 1), whereby each actor can contribute to the overall response. OCHA also promotes preparedness and prevention. It operates during the emergency phase and normally withdraws from the disaster-affected community as the early recovery phase starts, usually to be replaced by a co-chairmanship between the United Nations Development Programme and the host government.

(b) The *Humanitarian Coordinator* is the most senior UN humanitarian official in the country. He or she is accountable for ensuring a quick, effective and well-coordinated humanitarian response. In countries without a Human Coordinator, this role is performed by the Resident Coordinator.

(c) The *Humanitarian Country Team (HCT)* is chaired by the Human Coordinator and includes UN agencies, IOM and NGOs. The HCT ensures that the activities of humanitarian organizations are coordinated, principled, timely and effective, with a view of longer-term recovery.

International and national NGOs already in the country conducting development programming will want to contribute to the humanitarian response. NGOs have a substantial role not only in the delivery of relief, but also in ensuring the accountability, transparency and respect for human rights by stakeholders, especially when addressing the needs of the most vulnerable, who are too often the most deprived, least informed and least protected victims of disasters and disaster response.

The cluster approach and humanitarian communications

The cluster approach

Following the Pakistani earthquake in 2005, the "cluster approach"[5] was adopted, with 11 clusters activated by the HCT. The number of thematic clusters activated depends on the needs and circumstances of a particular emergency or disaster. In Pakistan, for instance, only 10 of the 11 clusters were activated in response to the 2010 floods. A common thread throughout all clusters, however, is that each requires a beneficiary communications strategy.

The cluster approach in humanitarian response[6]

Figure 1: The 11 humanitarian clusters

5 For more information about the cluster approach, visit www.humanitarianreform.org and www.clustercoordination.org.

6 Source: OCHA website (www.unocha.org/what-we-do/coordination-tools/cluster-coordination).

Once the emergency is over, humanitarian and development processes shift to early recovery. Early recovery cuts across all humanitarian clusters and can be represented both as a cross-cutting network and as a stand-alone cluster within the humanitarian architecture (see Figure 1).

Working groups and clusters meet regularly, share information, formulate joint assessments and prioritization criteria, develop and enforce standards, facilitate resource mobilization and discuss issues of concern.

The UNDP-led early recovery mechanisms support nationally owned early recovery efforts from the onset of a crisis, resulting in more rapid, predictable and coordinated responses. UNDP deploys teams of experts to support the inclusion of early recovery in the work of all clusters and lead the Early Recovery Cluster itself. This cluster addresses the gaps not covered by others and supports coordination, information management and needs assessment, to establish a solid and credible basis for determining early recovery priorities, as well as the subsequent development of early recovery frameworks. (UNDP, 2008)

Humanitarian communications working group

Cluster lead agencies are technical experts within the field, with the cluster membership made up of organizations working within a particular sector, many of whom also have significant technical and practical experience in assistance delivery. This knowledge does not necessarily translate to the ability to effectively communicate and solicit feedback from affected communities. Coordination and communication mechanisms should encourage cross-cluster operations and dialogue, and coordination models should be designed for field-based use.

Humanitarian communications in Pakistan is not a cluster, but a working group under the co-leadership of the Government and a relief and/or recovery partner. The humanitarian communications working group includes the communications representatives of the clusters and/or of other international organizations, NGOs and media development agencies, so information can be streamlined and disseminated for the benefit of affected populations on behalf of the humanitarian community. Some of the tasks within the groups' terms of reference are as follows:

(a) Conduct assessments and highlight gaps, in order to understand the communication needs and channels of information available to affected populations in areas of operation;
(b) Identify and highlight the need for messages based on information and observations from the field, media reports and journalists, among others;

(c) Act as the coordination or focal point for key message development and information dissemination, through multiple media, passing information from the humanitarian community (e.g. clusters, implementing partners and working groups) and the government to the affected population;
(d) Develop a communications strategy to inform disaster-affected communities.

Limitations of clusters in emergency communications

Information management operates on at least three levels:

(a) Within a cluster;
(b) Coordinated among clusters;
(c) Externally.

There is always incongruence between the time available to understand a crisis and the immediate need to disseminate information. Information managers are always "behind" due to slow information management resulting from:

(a) Structural issues and, consequently, limited information exchange within and between clusters;
(b) Lack of resources;
(c) Delays due to translation, collation and analysis of information.

This negative dynamic has led to a major information challenge: the fragmentation of information, which was very well described in the case of Haiti (HHI et al., 2011), where it was demonstrated that the identification of information needed by victims took too long, rendering the information outdated or inappropriate by the time it had reached affected communities. The relevance, quality and contextualization of information, as well as the speed with which it is disseminated, and the solicitation of feedback are all critical. (HHI et al., 2011)

Humanitarian communications: Target audiences

Humanitarian communications has several target audiences, some of which are as follows:

Affected communities

The following are some important principles about targeting disaster-affected communities as audiences of humanitarian communications:

(a) Information on disaster risk reduction and hazard warnings should be communicated prior to an event.

(b) Disaster-affected communities provide critical information during the emergency and early recovery phases.
(c) A feedback mechanism should be put in place so that the needs of affected communities are brought to the attention of humanitarian actors through the cluster system and can be addressed.

Humanitarian community: Clusters and/or working groups and aid organizations

(a) Humanitarian communications offers a centralized system through which targeted information can be provided by all clusters and working groups to the right end user.
(b) Humanitarian communications provides a valuable feedback mechanism that allows for better accountability, more effective management of information flow and expectations, and, ultimately, better humanitarian response.

Government

The government's role in humanitarian communications includes the following:

(a) Increasing effectiveness of assistance by informing communities at the grassroots level and improving its humanitarian response through their feedback;
(b) Allowing for impartial grievance collection.

A background on humanitarian communications

"Evaluations of disasters have identified the failure to consider the value of information and communications with affected populations as a critical and unmet need. Effective information and communication exchange with affected populations are among the least understood and most complex challenges facing the humanitarian sector in the 21st century." (BBC World Service Trust, 2008)

Recent post-disaster evaluations, including those of the 2004 Asian tsunami (Christoplos, 2006, p. 73) and the 2005 Pakistan (OCHA, 2006) and 2010 Haitian earthquakes, have concluded that information and humanitarian communications campaigns are too often narrowly designed and do not address the overall information needs of affected populations.

Humanitarian communications campaigns often fail to establish a two-way flow of information between humanitarian actors and affected communities by not putting an appropriate feedback mechanism in place. Feedback mechanisms facilitate expectation management and serve as a tool for communities to hold the humanitarian community accountable.

Human Accountability Partnership International

Humanitarian Accountability Partnership (HAP) International[7] provides support to the IOM Humanitarian Communications Unit for it to meet the 2010 HAP Standard in Accountability and Quality Management, which can be applied to many aspects of an organization's work, including advocacy and development. This is the first international standard designed to recognize, assess and improve humanitarian actors' accountability towards affected populations, as well as the quality of humanitarian programmes. The IOM Humanitarian Communications Unit has committed to following the 2010 HAP Standard. The six benchmarks of its work are:

(a) *Establishing and delivering on commitment*. The organization sets out the commitments that it will be held accountable for, as well as how they will be delivered.
(b) *Staff competency*. The organization ensures that staff members have competencies that enable them to meet its commitments.
(c) *Sharing information*. The organization ensures that the people it aims to assist, and other stakeholders, have access to timely, relevant and clear information about the organization and its activities.
(d) *Participation*. The organization listens to the people it aims to assist, incorporating their views and analysis in programme decisions.
(e) *Handling complaints*. The organization enables the people it aims to assist and other stakeholders to raise complaints and receive a response through an effective, accessible and safe process.
(f) *Learning and continual improvement*. The organization learns from experience to continuously improve its performance.

Various advances in technology call for a reappraisal of the state of humanitarian communications. The communications environment is rapidly evolving, especially with, for example, the increasing use of mobile telephones. By the end of 2012, there were more than 6 billion mobile phone subscriptions worldwide (ITU, 2012). Social media, SMS and other tools are becoming increasingly popular and relevant, albeit not equally accessible to the most vulnerable populations.

IOM Humanitarian Communications Project in Pakistan

With initial support from the Office of Transition Initiatives and, subsequently, the Office of Foreign Disaster Assistance within USAID, the IOM Humanitarian Communications Unit launched a comprehensive communications programme in 2009 following the Malakand complex emergency, which resulted in the displacement of 1.7 million persons. In 2010 this programme expanded to support

7 Website: www.hapinternational.org.

the response to the floods, with help from the OCHA-managed Emergency Response Fund and the UK Department of International Development. The objective of the project was to inform affected communities about the relief assistance while taking into account their needs and grievances.

Messages and information dissemination mechanisms are shaped by the IOM Humanitarian Communications Unit after content has been identified by the clusters and the respective government focal point. In Pakistan the Government co-chaired the clusters, which meant that message prioritization was done jointly between the government and the humanitarian community. This is not always the case with other emergencies.[8]

Malakand complex emergency of 2009

In 2009 the activities of anti-government groups in three districts (namely, Swat, Dir and Buner) of Malakand (a province of Khyber Pakhtunkhwa) prompted military action from the Government of Pakistan. These groups targeted educational institutions, as well as civilians challenging the writ of the State. Between May and August 2009, military operations were conducted, resulting in the internal displacement of 1.7 million people, adding to the 1.4 million who had previously fled intermittent fighting in the Federally Administered Tribal Areas (FATA).

The Humanitarian Communications Unit was requested to take the responsibility of informing internally displaced persons about life-saving and relief activities; on issues of assistance, especially health, protection and vulnerability; and certain matters regarding government policy. The Humanitarian Communications Project assisted national authorities in communicating these messages through various media, such as print and electronic, and including formal and informal channels, as well as traditional communication tools.

Flood emergency of 2010

Torrential monsoon rains started on 22 July 2010, and soon after flash-flooding began in the northern areas of Gilgit–Baltistan and Khyber Pakhtunkhwa. The situation quickly deteriorated, and devastating floods made their way through the Indus river system into the southern provinces of Punjab, Sindh and Baluchistan. Waters surged through more than 15,000 villages, affecting over 18 million persons, displacing one fifth of the population, leaving nearly 2,000 people dead, destroying 1.8 million homes and leading to the loss of 1.2 million livestock animals and 2.4 million hectares of standing crop (OCHA Pakistan, 2011). Floods

8 For more information about the relationship between the clusters and local government, refer to point 8 of the IASC Guidance Note on Using the Cluster Approach to Strengthen Humanitarian Response, available from www.refworld.org/docid/460a8ccc2.html.

moving north to south along the Indus River are a recurring challenge in Pakistan, but had never previously reached such a scale.

At this time, the humanitarian communications programme was extended to the 20 million persons affected by the floods. Humanitarian communications initially supported the World Health Organization (WHO), which led the Health Cluster, and UNICEF, which led the Water Sanitation and Hygiene (WASH) Cluster, to develop and deliver messages.

On 4 August 2010, the Humanitarian Coordinator in Pakistan proposed to extend humanitarian communications support to all sectors and affected areas. The decision was endorsed by the Pakistan National Disaster Management Authority (NDMA) on August 7, following an official request from the Khyber Pakhtunkhwa Provincial Disaster Management Authority (PDMA). OCHA supported IOM's lead role in scaling up and coordinating the communications activities of the clusters at the national and provincial levels.

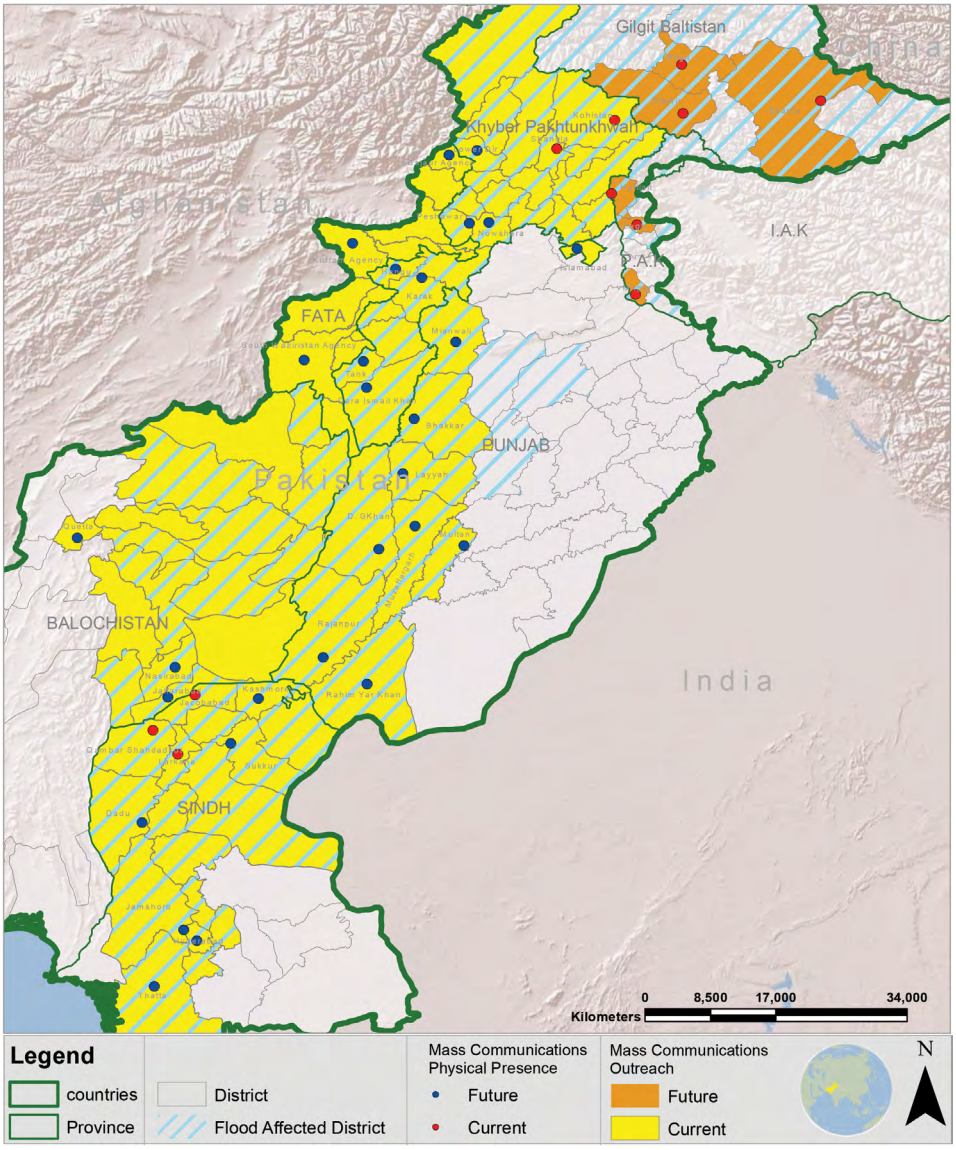
The Humanitarian Communications Unit established a nationwide operation focused primarily on:

(a) *Information-sharing*. The IOM Humanitarian Communications Unit and governmental disaster authorities (the NDMA and the PDMA) co-chaired working groups at the national and provincial levels, which included communications specialists from humanitarian partners, as well as media development foundations. Key participants included Internews, BBC World Trust, the CDAC Network and OCHA.[9]
(b) *Participation in cluster meetings*. Humanitarian communications specialists participated in national and provincial cluster meetings to assess and respond to the potential communications needs of each cluster. These individuals wore a "communications" hat, not an agency hat.
(c) *Deployment of field staff*. Frontline communications staff and information specialists in the field were utilized to connect with affected communities, ensure the flow of information and collect feedback on how to improve information and the humanitarian response as a whole. Humanitarian communications field staff members were present at the regional hub and district levels, covering most affected areas and interacting with the flood victims.

9 Key agencies and bodies critical to the humanitarian communications working group included Internews, BBC World Service Trust, the CDAC Network and OCHA.

IOM humanitarian communications outreach six months after the 2010 floods[10]

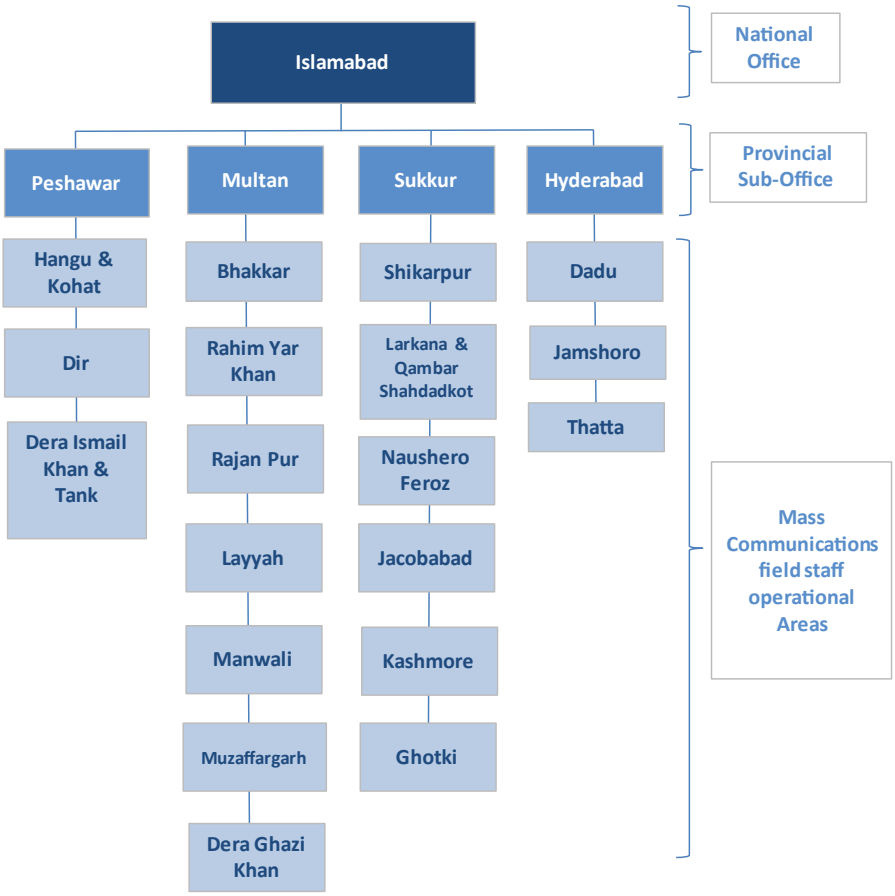
Figure 2: The state of humanitarian communications in Pakistan six months post-flooding



10 Refer to Annex C for an assessment of the Humanitarian Communications Project in Pakistan.

Six months after the flooding, IOM humanitarian communications teams were present in 23 of the 28 most severely affected districts. These teams were also deployed in areas directly affected by the FATA and Malakand complex emergency (solid yellow in the map in Figure 2).

Figure 3: Humanitarian communications field presence following the floods



Chapter 2
Humanitarian Communications Operations

Phases

Effective two-way communications is used during the entire continuum of preparedness, relief and recovery.

(a) *Preparedness and disaster risk reduction.* Information is critical to educating on and preparing for disaster response. Media, communications networks and vernacular languages must be clearly identified to know how to provide the best information in case of disaster.

(b) *Early warning systems*. Numerous models for an effective early warning system exist. To be effective, they must be scientifically and technically sound, appropriately target those who are exposed to risk, and incorporate all of the relevant factors, regardless of whether they are due to existing vulnerability or because of the event (Basher, 2006). These models must be tested to determine their effectiveness.

(c) *Emergency.* The impact of life-saving assistance increases when people are provided adequate information on an ongoing basis, and there are systems that integrate community feedback to improve the response.

(d) *Early recovery.* Affected communities want to know what they are entitled to, what longer-term relief is planned and how it will be delivered. In each of the three phases, communities have a right to be informed about their entitlements and rights, available services and the deliverables owed them, as well as the expected behaviour of the staff of each organization participating in the humanitarian response. Communities also have the right to know how the feedback they provide to the humanitarian agencies translates to changes in the response. These important aspects of accountability to disaster-affected communities ensure quality response.

TIP

PLAN COMMUNICATIONS ACTIVITIES. For communications operations to be effective, ample time should be allotted for planning communications activities, all of which should fall within an overall communications strategy. Below are some considerations when planning a communications strategy:

(a) Time should be allotted for planning any and all communications activities before commencing. Specialists and colleagues across technical sectors and geographical areas should also be involved in the process, as they all have a role to play in communicating with beneficiaries, other organizations and stakeholders. Planning need not be time-consuming and comprehensive; effective communications activities can be launched within days.

(b) Communications planning should take place alongside operational planning, never in isolation. Most of the time, communications activities take place alongside other humanitarian assistance activities and use the same personnel.

(c) Communications activities should have their own budget, to reduce the risk, among other things, of being compromised or sidelined if funds become scarce.

(d) Needs assessments focused on communications are vital to establishing a baseline and understanding the local context – most importantly, gaps that need filling. In addition to this, plan for communications research throughout the humanitarian operations, where possible; the information gathered would contribute to data monitoring and case study development, and may also help organizations improve their programming, as well as sell communications projects and activities to donors. (Wall and Chéry, 2010)

(e) When planning alongside colleagues outside of communications, build listening and feedback mechanisms into wider operational planning from the start, that is, these mechanisms should not be restricted to communications-related activities. Effective communications contributes to effective monitoring and subsequent evaluation.

(f) Conduct social or demographic mapping with local organizations or stakeholders, making the most of local knowledge, to understand issues or phenomena that may not be officially captured, for example, local culture, language and dialect, undocumented migration and marginalized groups. Often local staff members are able to make recommendations based on the experience with tried and tested methods.

(g) Plan for exit and handover to local partners when international operations draw to a close. It is important that some level of capacity-building is worked into plans and carried out throughout the operations, to increase the sustainability of activities in the future.

Components of humanitarian communications

Figure 4: Components of humanitarian communications

Figure 4 shows that all components of humanitarian communications are related. For example, feedback from the affected populations contributes towards message formulation. Messages are disseminated through different media, which may include clusters, the humanitarian community and the government.

The humanitarian community (clusters, working groups and other humanitarian partners), as well as government agencies, often have a role to play in agreeing on assistance-related messages for affected communities. “Information alerts” can come from the top, provincial hubs or the field.

Information inputs are sent to humanitarian communications teams to aid in the formulation of accurate, easy-to-understand and timely messages. Humanitarian communications teams are present in the field, at both the provincial and central levels. A review process should be established immediately to ensure that messages within communications teams are properly coordinated.

One thing to remember is that people support what they help to create. Time is crucial, but the mechanics of message development must be appropriate to ensure that humanitarian communications teams maintain the “license to operate” during the entire response.

Messages are disseminated to affected communities in as many different ways as necessary to engage the target audience. Media is used, as well as more

traditional communications vehicles and networks (for example, religious leaders, lady health workers and community elders). Experience has shown that having dedicated beneficiary communications experts on the ground, together with operational teams, leads to a better understanding of the situational context and of communication needs (IFRC, 2013). Multiple dissemination methods should be used, and the analysis on which the most appropriate and effective method is should be done in consultation with the affected communities.

Feedback from communities is an integral aspect of the communications process and is an important tool to ensure accountability towards those that the humanitarian community is designed to serve. Feedback from communities highlight:

(a) Information needs and gaps;
(b) Gaps in the response (and thus helps in pinpointing the needs and legitimate concerns of affected populations).

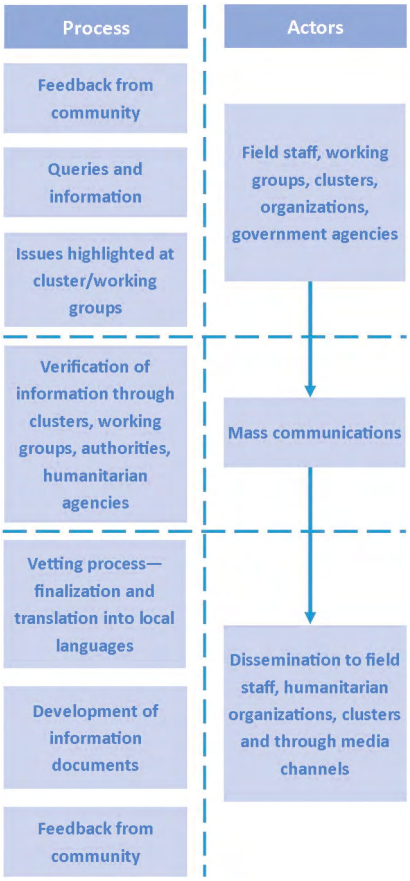
Feedback received is then collated, analysed and incorporated to improve the following:

(a) Service delivery by the Humanitarian Communications Unit;
(b) Overall humanitarian response (i.e. by sharing feedback on services with other agencies).

Feedback empowers communities and results in improved accountability and quality of humanitarian communications services, as well as the humanitarian response as a whole.

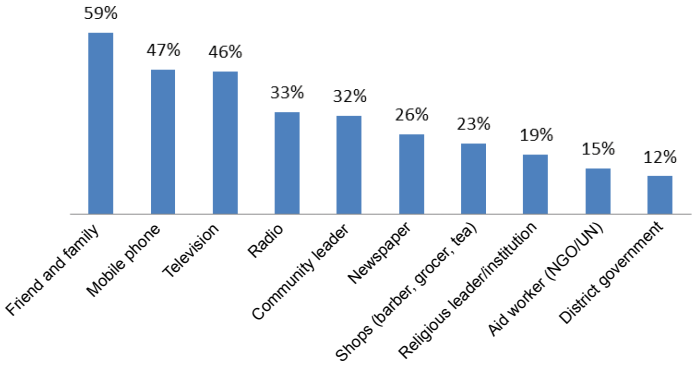
Figure 5 illustrates the process of developing and disseminating humanitarian messages (this may also apply to FAQ sheets).

Figure 5: Development and dissemination of humanitarian messages



Efficient and effective information flow involves making sure that the messages are conveyed through the recipients' preferred information sources. Understanding what was most preferred in Pakistan required research. Due to the size and scale of the humanitarian response, sufficient resources were made available to fund the research – such may not normally be the case with disasters. The results of the research are shown in Figure 6.

Figure 6: Preferred information sources across all provinces



IOM, Humanitarian Communications Survey, 2012

Receiving information

Broad research regarding effective communications channels is needed for an appropriate communications strategy and should include consideration of the following issues:

(a) How do communities receive information?
(b) What information do communities already have, and what other information do they need?
(c) What sources do communities trust most?
(d) How do vulnerable groups within communities access information?

The assessment helps determine what works best – that is, the most appropriate and effective way for communities to receive and provide information.[11] Sources of information (both primary and secondary) include, but are not limited to:

(a) The communities themselves, through rapid assessment, informal interaction or research;
(b) Organizations already implementing activities, both local and international;
(c) Past programme reports, evaluations and government papers, where available;
(d) Community mobilizers or local workers and service providers;
(e) Telecommunications service providers, including public and private media bodies;
(f) Diaspora members.

The obvious time limitations during an emergency operation highlight the need to gather as much information from all sources possible when planning, in addition

11 Refer to Annex C for additional information on the Malakand response.

to managing competing priorities. Therefore, using information that has already been gathered and collated should not be overlooked.[12]

Nonetheless, this knowledge is needed to develop a communications strategy that provides relevant and accurate information that can be easily accessed and understood by the affected communities. The strategy should be content-relevant and -appropriate. By incorporating "voices of the people," policymakers, aid providers and donors ensure a greater ownership of the disaster response by those who have been most affected by the disaster. (Writing communications strategies is covered in 2.1.2.)

HAP 2010 Standard – Benchmark on Sharing Information

Requirements

3.1 The organization shall define and document processes for sharing information, covering:
1. commitment to accurate and timely information-sharing;
2. what information it will share with the people it seeks to assist and other stakeholders;
3. how decisions will be made on when and how to share information; and
4. criteria used for deciding not to share information.

3.2 The organization shall share with the people it aims to assist and other stakeholders information appropriate to their needs, including:
1. its background and contact details;
2. its accountability framework, staff code of conduct and complaints procedure;
3. its goals and project objectives, expected results with the timeframe, and a financial summary, as well as summaries of evaluations and progress reports;
4. staff roles and responsibilities;
5. criteria for selecting target groups and deliverables, as agreed in requirement 4.2; and
6. how input from participation activities has contributed to decisions.

3.3 The organization shall ensure that information specified in requirement 3.2 is presented in languages, formats and media that are appropriate for, accessible to, and can be understood by the people it aims to assist and other stakeholders.

3.4 The organization shall ensure that its staff identify themselves to people they aim to assist and to other stakeholders.

Source: HAP, The 2010 HAP Standard in Accountability and Quality Management, 2010 (www.hapinternational.org).

12 In line with the Good Humanitarian Donorship principles (available at www.goodhumanitariandonorship.org/gns/principles-good-practice-ghd/overview.aspx), donors will fund emergency operations based on humanitarian needs. Thus, it is important for humanitarian organizations and agencies to have their planned operations reinforced or justified by needs assessments, evaluations and other credible sources of data. In addition, the integration of feedback from beneficiaries into programme design and delivery demonstrates a higher degree of transparency and accountability to beneficiaries.

Watan card

After the 2010 floods in Pakistan, the Government of Pakistan, in partnership with others,[13] introduced the Citizen's Damage Compensation Programme, which featured what became known as the "Watan card." This was a cash grant scheme that supported the livelihoods of those directly affected by the floods. Due to its then-active role in disseminating key information to beneficiaries, IOM was requested by the stakeholders to support the implementation of the initiative by ensuring the availability and delivery of timely and credible information to vulnerable members of the affected population. Activities that were part of the operations for information-sharing included the use of a human network, a referral mechanism and "Watan workshops."

CASE STUDY

2010 Pakistan floods and the Watan card

In administering cash grant schemes, cases where eligible beneficiaries are excluded due to procedural or technical errors are all too common and extremely embarrassing. Azam Sheikh was one such beneficiary. Residents of Muzaffargarh, the district most affected by the floods of 2010, Azam and his family lost their home on the riverbank. He was included as a beneficiary in the first phase of the Watan cash grant, qualifying for PRs 20,000 as compensation.

Thirteen months after the floods, Azam and his family began to build a new home, with support from friends and family members. Phase II of the Watan project was underway in Muzaffargarh, where Azam was registered as a beneficiary. After his card was reactivated, errors in PIN code entering resulted in his card's becoming blocked. The card's original PIN code had been allocated to another beneficiary, and staff members at the Watan card centre were unavailable to help for two weeks.

"I was in dire need of money and did not know who to contact or ask for help. In my confusion, I looked up the Watan card online and stumbled upon the website for humanitarian communications. They claimed they had helped people with Watan card issues in the past and I figured I should try my luck there. On 12 January 2012, I sent a message to the given e-mail address, waited and prayed."

A national officer for the Humanitarian Communications Project replied to Azam's e-mail. Within four days, the team was able to identify the problem and contacted Azam with a solution. "I cannot describe my feeling when I got that call from the humanitarian communications team. They informed me that I needed to call the bank helpline and explain my problem. I did so, and on January 17, 2012, my Watan card was reactivated."

13 The Government of Pakistan partnered with the US Agency for International Development (USAID), the UK Department for International Development (DfID), and the World Bank to launch the Citizen Damage Compensation Programme, also known as the "Watan card."

This case highlights the benefit of having a humanitarian call centre to address such issues and advertising where further support can be sought.

Communication issues to consider

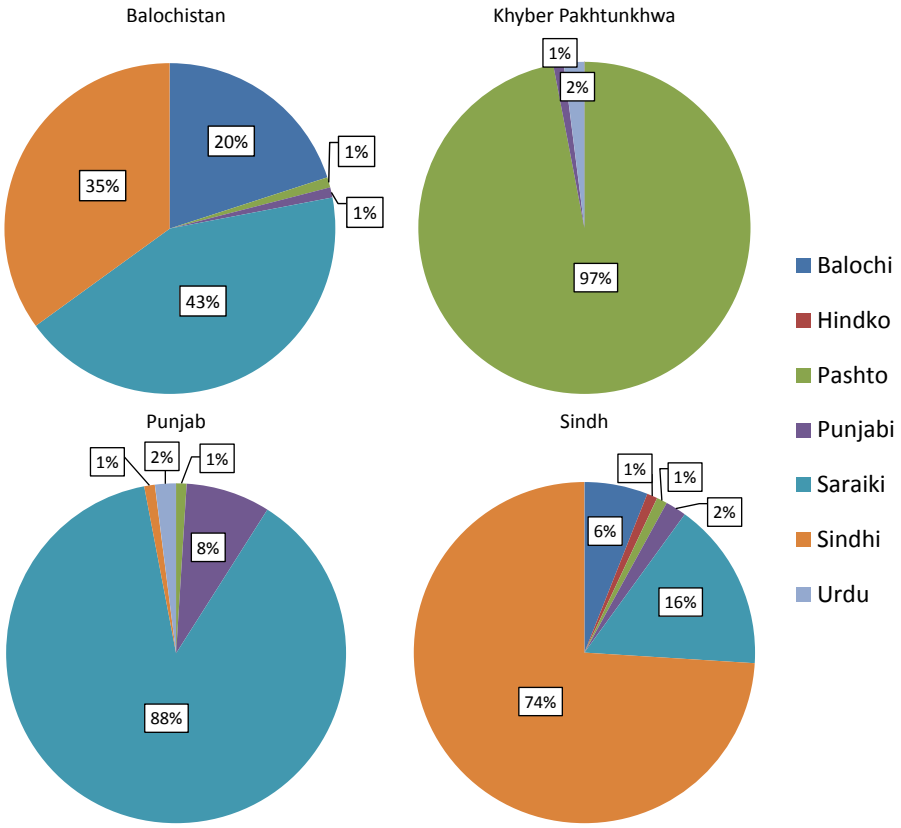
Some communication issues to consider include the following:

(a) How communities communicate (e.g. through word of mouth, newspapers, radio, television, community centres and religious leaders, among other channels);
(b) Role, effectiveness and credibility of media (print and electronic, among others);
(c) Use of mobile telephones and other hand-held devices;
(d) Impact of informal communication, including through human networks;
(e) Places where information is received (homes, barbershops, tea stalls and religious buildings, among others);
(f) Language(s) to communicate and be understood in;
(g) Literacy rate, especially women's;
(h) Special accommodations which need to be made to be able to provide information and receive feedback from vulnerable populations.

Main findings and recommendations from the response experience in Pakistan

Language. Emphasis should be given to regional languages. The more vulnerable a family is, the less likely they are to be multilingual. A survey was conducted in Pakistan to determine language preferences for each province. The results of this survey (Figure 7) helped to finalize the scope of work when content-shaping was contracted.

Figure 7: Language preference for humanitarian communications, by province



Preferred media. Important issues to address are radio versus television versus print, and public versus private**.** Sometimes a combination of different media sources is required to provide the appropriate message.

Importance of word of mouth and community centres. Examples of these include elders' or clerics' meetings, religious buildings, and city and village halls. Word of mouth is consistently highlighted as an effective way to disseminate information.

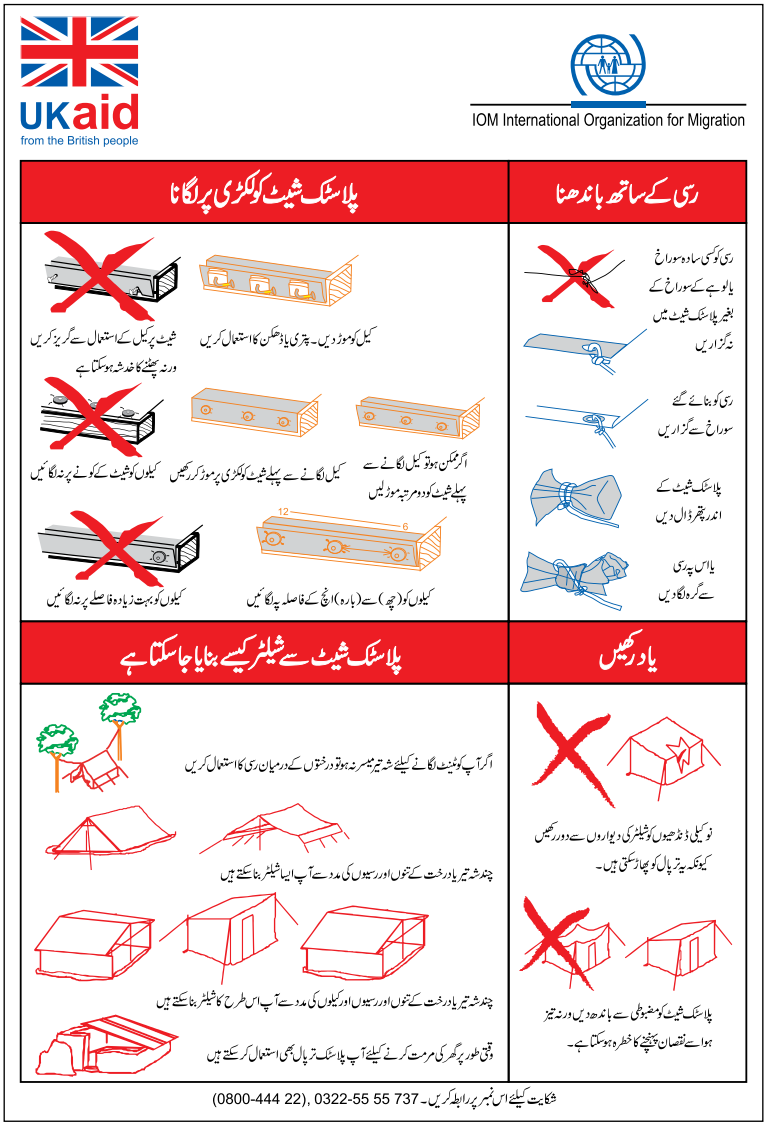
Access to mobile telephones. Access to mobile devices is growing very rapidly across all strata of society. SMS and voicemail are increasingly becoming important communication tools for communities and human networks. Pakistan has established a single SMS speed number for aid requests.

While a convergence between the delivery of assistance and new technology exists, this must be balanced with what is most effective. The humanitarian communications survey showed that only 5 per cent of the flood-affected residents used SMS "sometimes" or "frequently." Additionally, men tend to own

the phones, while women have more intermittent access. (Williams and Gilchrist, 2011)

Communities with high illiteracy rates need easily comprehensible messages, such as those shown in the poster in Figure 8. Creative solutions are needed about how to best get posters out to rural areas, where the information is needed.

Figure 8: A poster on building safer emergency shelters in a local language



Developing a communications strategy

The strategy defines the objectives and how to achieve them. It is developed while or after determining how and which communities to reach, which entities can support and participate in the campaign, and what the local conditions are. Criteria to take into account include:

(a) Target audience(s) and most vulnerable groups, for example, the elderly, the impaired, women and children;
(b) How information is currently and traditionally disseminated;
(c) Where assistance and information are most needed;
(d) Main issues of concern for affected communities;
(e) Relevant messages when responding to communities and recurrent key messages;
(f) Relevant languages to communicate in with affected populations;
(g) Prevailing environment: politics, economics and safety;
(h) Possible issues to communicate, including political issues and freedom of speech;
(i) Identification of other potential stakeholders (e.g. the government and other groups, organizations and institutions) their relationship to the crisis and their participation in or impact on the information campaign;
(j) Feedback mechanisms;
(k) Complaints and referral mechanisms;
(l) Monitoring and evaluation of the campaign.

Documenting partner activities

Keep it simple, especially in the beginning. Which organizations (who) conduct what activities (what) in which locations (where) and at what moments (when)?

The "4Ws" ("Who does what, where and when?") is a simple but effective method of any coordination activity, including emergency and early recovery communications. Sample 4Ws matrices may be provided by OCHA, which may be adapted to suit any specific situation.

Immediate aftermath of the disaster: Basic information needs of an affected population

During the immediate aftermath of a disaster, people would want to know:

(a) What happened;
(b) Who is in charge;
(c) Where they can get food, water and shelter;
(d) How to find their family and friends.

Verifiable information becomes scarce and unreliable during a crisis. Normal information channels like radio stations may disappear; in the case of complex emergencies, media outlets may even be targeted for political control or destruction.

Informal communication channels may also be affected. Community leaders may be dead or missing, and mobile network providers or Internet connection may be down.

TIP Restoring communications networks post-disaster or -crisis should be a humanitarian priority.

Providing basic information prevents panic and empowers those affected by disaster during an extremely vulnerable period of their lives.

Moving from life-saving to life-sustaining information, the focus moves towards knowledge in the following areas:

(a) Sources of food and fresh water supply;
(b) Availability of medical assistance;
(c) Prevention of diseases;
(d) How to access shelter.

At this stage, two factors must be taken in consideration when designing communications campaigns:

(a) *Expectation management*. The goal is to avoid misunderstanding about the role and assistance offered by the humanitarian community and the government.
(b) *Efficient feedback mechanisms*. Such mechanisms improve the understanding of the needs of affected communities, and thus help fine-tune information and the humanitarian response as a whole.

At a later stage of disaster response, information requirements focus on sustainable return, accessing compensation and other longer-term issues, such as:

(a) What are people entitled to, especially in view of government response?
(b) What relief and services are available to them, and, if not, why and where else?

"A large number of people expressed their dismay that they did not have enough information about aid and aid processes. For some, this meant they did not have, or understand, options." (CDA, 2006)

It is not enough for local authorities to provide services as determined during a contingency planning process. The availability of goods and services must be explained so that affected communities know how to access them and exactly what it is that they are entitled to. Such policies may be related to housing construction and compensation schemes.

CASE STUDY

Malakand complex emergency

During the Malakand complex emergency in July 2009, nearly 3 million were displaced from the northern parts of Khyber Pakhtunkhwa into its lower districts, including Peshawar, Charsadda and Nowshera, in a space of three weeks. Camps were immediately set up and large numbers lived with host families. Towards January 2010, the humanitarian community and the Khyber Pakhtunkhwa PDMA collectively observed and concluded that the aid and services that were being provided were not being used by the internally displaced persons (IDPs) of the Malakand complex emergency. Instead, the tents, non-food items and food rations provided in camps were being sold in the open market. Led by UNICEF and funded by the Office of US Foreign Disaster Assistance, the IDP Vulnerability Assessment Profiling exercise was begun to understand the needs of internally displaced persons and how best the aid programmes could be tailored to suit their situation. The profiling exercise relied on interviews at the household level conducted by enumerators who went from door to door. For many among the affected population, the collection of information, through interviews or focus group discussions, meant a concomitant distribution of food and non-food items. As such, many tended to fabricate their narratives, the more dangerous consequence being angry mobs threatening aid providers.

To manage expectations such as those described above, a comprehensive communications campaign was carried out through radio prior to data collection. The campaign informed people that the survey was meant to gain an understanding of and assess their needs, and that it did not guarantee any aid provision. (An expectation management message is shown in Figure 9.)

Figure 9: “Managing expectations”: A poster informing an affected community that the six-month distribution phase is complete

Translation: “The provincial government of KP (Khyber Pakhtunkhwa), PDMA (Provincial Disaster Management Authority), PaRRSa (Provincial Reconstruction, Rehabilitation and Settlement Authority) and humanitarian organizations have distributed 350,000 tons of free food to flood-affected people between August 2010 and January 2011. Now that the emergency phase is over, there will be no food distribution any longer beginning January 31. However, other programmes for the rehabilitation of flood-affected communities have been established through the provincial government of KP, PDMA, PaRRSA and humanitarian organizations.”

Although the IDP Vulnerability Assessment Profiling exercise was both labour- and time-intensive, the result was a highly contextualized understanding of the unique needs of internally displaced persons. The humanitarian communications team realized that rather than all of them staying in formal camps, or rented accommodation, many internally displaced persons were living with host

families. With this information, the inter-agency communications team was able to tailor their messages (based on different priorities for each group of internally displaced persons) and method of delivery accordingly.

Feedback mechanisms remain important because they are useful in the following:

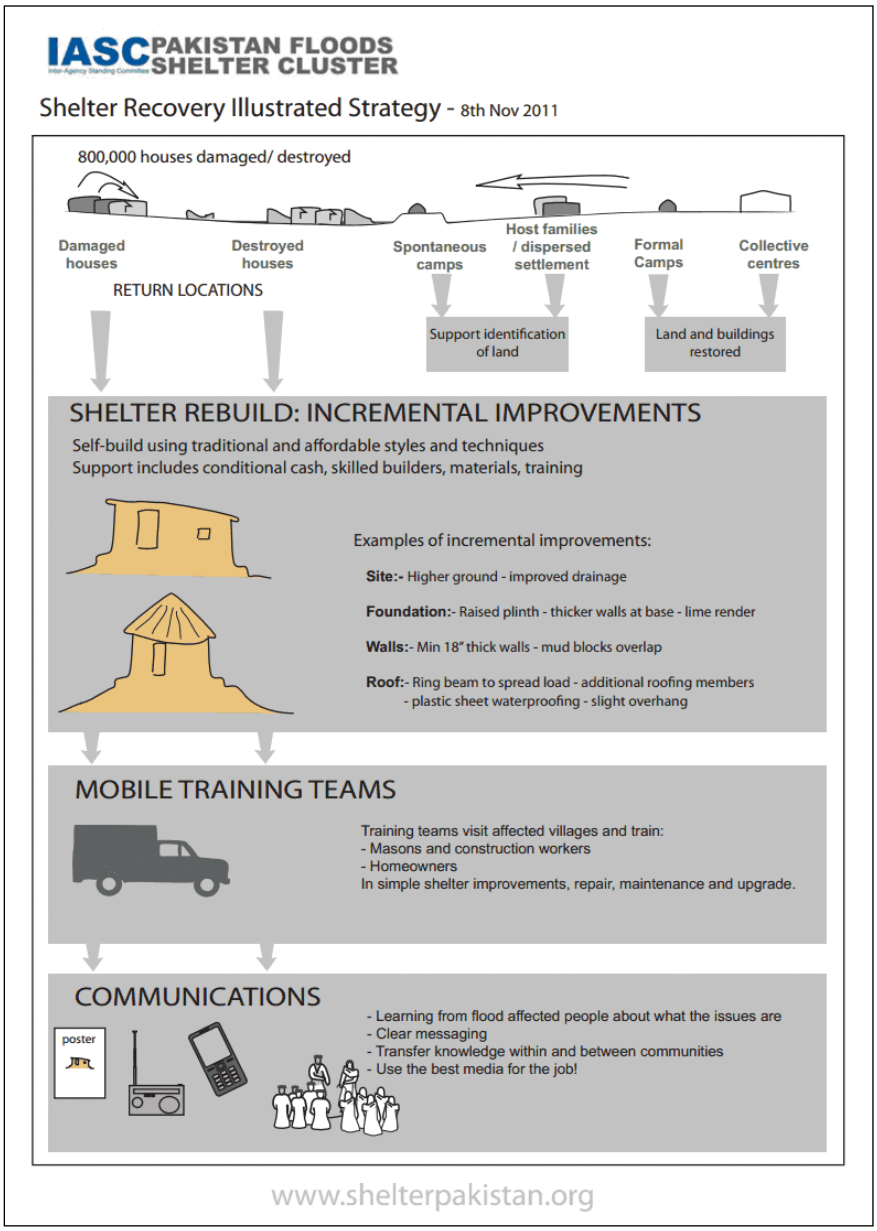
(a) Highlighting ongoing needs and underlining areas where needs are unmet.
(b) Reporting cases of suspected misuse or diversion of aid through a complaint mechanism. Humanitarian communications may be an important part of the complaint and referral process, through which feedback is collected from the field or through "humanitarian call centres" (see section 3.2.2).

As the humanitarian response moves past the life-saving phase, information becomes more complex and often takes on more of a recovery or even a development tone. The messages sent out by the humanitarian communications team outline mechanisms related to compensation packages, requirements to register with local authorities to access assistance, new housing policies (such as the identification of "no-build zones"), and free and voluntary relocation of internally displaced populations.

Resources may become scarcer as the life-saving phase winds down. The humanitarian community can therefore use the opportunity to:

(a) Advocate for the government to dedicate resources to information campaigns;
(b) Provide and fund technical assistance for the government or other partners if the capacity to implement information campaigns is lacking;
(c) Incorporate best practices in information-sharing in sector-specific campaigns, as seen in the poster in Figure 10.

Figure 10: A poster illustrating the Pakistan Floods Shelter Cluster's strategy for addressing the shelter needs of affected population



Source: IASC Pakistan Flood Shelter Cluster.

From message development to message dissemination

EXAMPLE

Pakistan Flood Public Service Announcements

Below is a public message announcement broadcast on radio to help find missing children:

"Important announcement:

Some children have been separated from their families during the floods. If you find one of them, ask for his or her name and his or her story.

If parents cannot be found, contact the social welfare department or call the child helpline 1121.

This message is brought to you by the humanitarian community."[14]

Development of messages

A message must possess the following qualities:

(a) Short (less than two minutes for public service announcements) and clear;
(b) Refers to only one key point;
(c) Manages expectations;
(d) Easy to remember;
(e) Easy to understand, including being written in a local language (Rely on the knowledge of national staff to interpret and shape messages into a local language. Straight translation may not be the most effective way to shape behaviour.);
(f) Avoids technical vocabulary, however accurate;
(g) Regularly modified to reflect feedback from communities as the humanitarian response evolves.

How can emergency partners be involved?

In most cases, partners, including humanitarian communications specialists, are included through the clusters and working groups and the information-sharing and coordinating mechanisms they provide. Partners can assist by:

(a) Designating a communication focal point for their respective clusters or working groups;
(b) Identifying information gaps, especially in the field, and sharing them through clusters or working groups;
(c) Helping to develop messages or other information products through their technical expertise and experience;
(d) Participating in the verification of information through the clusters or working groups;

14 Refer to Annex K for more examples of public service announcements.

(e) Incorporating access to information into sectoral assessments;
(f) Documenting, sharing and using best practices and case studies.

In addition to this, implementing partners or national staff should be encouraged to document, share and use best practices and case studies, which would serve a number of reasons, such as profile-building, capacity-building and increasing organizational sustainability.

Dissemination of messages

Dissemination is done through channels that have been established according to the communications strategy. These channels include the media, human networks, IOM, other organizations and government field staff.

In most cases information products are distributed locally, as they address specific concerns and feedback from local communities, with details such as location, names and telephone numbers of aid providers.

It is also equally important and beneficial to communicate and not simply share information. Allowing or creating the space or mechanisms by which disaster-affected communities can discuss issues, share stories and ask questions will have a great impact among such communities.

Development of an FAQ document

An FAQ (frequently asked questions) document is put together by the humanitarian communications team or communications personnel. The document is translated and distributed to field staff of all humanitarian actors working with affected populations.

Questions are developed in response to feedback from the field and address the most common concerns encountered by affected populations. Answers are provided by relevant government authorities and/or clusters and working groups. The goal is to fill information gaps by providing a vetted set of answers to important questions.

Objective of the FAQ document

FAQ documents aim to provide key, relevant life-saving information and make sure that all humanitarian service and aid providers have access to such information, as everyone has a role to play in disseminating important and factual information.

Initiation, revision and update

An FAQ document is initiated at the beginning of the emergency. It is revised every time there are sufficient questions, complaints and confusion about key issues to warrant a revision.

An FAQ document is revised when:

(a) New queries arise from the field.
(b) Clusters or working groups introduce innovative concepts new in the field.

At the field and provincial levels, FAQ documents should be updated every two weeks or, at a minimum, monthly. If the humanitarian communications team provides outdated information, then the public would rapidly lose interest. Trust is hard to earn and easy to lose.

Drafting may be conducted at the central, provincial and field levels by humanitarian communications staff, taking note of the following:

(a) Field officers should identify information needs and gaps.
(b) Information specialists should collect queries and contact relevant authorities, humanitarian specialists, contacts and focal points to receive accurate information and verify data.
(c) If necessary, data is sent to the Humanitarian Communications Unit at the relevant level for drafting and coordination with other relevant stakeholders.
(d) Relevant authorities sign off on the dissemination of the message.

Distribution of FAQ documents

Humanitarian communications staff at various levels distributes copies of the FAQ document at cluster and working group meetings and to government offices, local press clubs, radio stations, newspapers, literate community focal points, human networks, cable TV and camp staff. Often, government departments involved in the message development also disseminate the information.

Relevance of FAQ documents

FAQ documents are important because they accomplish the following:

(a) Provide more information, and perhaps contribute to feelings of empowerment, which can, in turn, lead to less corruption and malpractice activity by increasing transparency and awareness;

(b) Provide aid providers, affected communities and other stakeholders with information about key policies and issues in the field;
(c) Raise awareness on key policy issues for those in the field.

Guidelines in drafting an FAQ document

(a) Quick turnaround ensures relevancy.
(b) Simple language must be employed.
(c) The document must have a clear layout.
(d) Only accurate information must appear in the document.
(e) Contact numbers appearing on the document must be up-to-date.

FIELD PRACTICE EXAMPLES

Response to Typhoon Bopha in the Philippines

When Typhoon Bopha made landfall in the Philippines in December 2012, over 6 million people were affected, and there were over 1,100 fatalities. Internally displaced persons were registered in 66 camps; over 230,000 homes were damaged; and an overwhelming number of people (more than 920,000) had to live in other types of accommodation, including with host families and in spontaneous settlements.

In addition to distributing shelter kits, non-food items and medical supplies, and providing its mandated camp coordination and management services, IOM conducted activities to communicate with disaster-affected communities. Information printed on tarpaulins included FAQ-based messages, as well as information on food and shelter assistance and how to register for support from the Department for Social Welfare and Development. These tarpaulins were posted in severely affected *barangays* near registered camps, informal settlements and community centres.

PAKISTAN FLOODS FAQ DOCUMENT

The Pakistan floods FAQ sheet evolved from informing affected communities on basic life-saving issues such as the locations of camps and the availability of space in them, distribution points for food, the danger of waterborne diseases, and aspects of recovery, such as how to construct a one-room shelter, accessing government compensation, and how to build a proper latrine. The FAQ sheets were province-specific, focusing on issues relevant to a region or district and providing the names and contact information of local government officials or aid providers.

In the case of the complex emergency response in Malakand, Bajaur and Mohmand, the FAQ sheets initially focused on services in camps and the availability of space in them. It then took on the task of notifying returnees which areas had been identified as safe by the Government (namely, Bajaur, Mohmand and South Waziristan), as well as informing them of bus schedules and livelihood options once back in their villages.

During the recovery phase, a set of FAQs focused on longer-term needs was created. The FAQs dealt with education, community reintegration, housing issues and the complex Watan card financial compensation process.

The Watan card FAQ document is a good example of humanitarian communications as a two-way communication flow. Initially, the Watan card FAQ sheet only explained the Government's financial compensation scheme to communities and "came from the top." With time, however, Watan card FAQs shifted to responding to communities' misunderstandings. To render the Watan card FAQs responsive to the information needs of the affected population, humanitarian communications teams in the field and the Humanitarian Call Centre listened to people to address their questions and concerns while managing their expectations.[15]

15 The Watan card FAQ document is reproduced in Annex I.

Chapter 3
Communication and Accountability Tools

The HAP Standard defines accountability as:

> *"… The means through which power is used responsibly. It is a process of taking account of, and being held accountable by, different stakeholders, and primarily those affected by the exercise of power."* (HAP, 2010)

In humanitarian communications, communication should begin and end with users, that is, the beneficiaries or the disaster-affected. Communication initiatives will only be successful if those using the service or receiving the information are empowered enough to be able to act on it. For organizations or agencies involved in humanitarian communications, accountability is particularly important, as they support and act on behalf of those prone to disasters, emergencies and conflicts. Such organizations and agencies hold an incredible amount of power in providing information to communities, and also when obtaining their feedback and views. Therefore, all communicators or humanitarian personnel involved in such activities should be fully cognizant of their responsibility with regard to ensuring accountability, and of the impact their actions have on the lives of the disaster-affected. We must also recognize that providing information to the most vulnerable does not by any means ensure that they can appropriately act upon it or be able to access adequate support and services.

Table 1 explores key HAP terms and definitions and what these mean in humanitarian communications. The remainder of this section looks at the various channels of communication.

Table 1: Key terms in humanitarian communications used by the Humanitarian Accountability Partnership

HAP terms and definitions of accountability	Meaning in humanitarian communications
Accountability	Taking account of and being held accountable by various stakeholders, which should begin and end with beneficiaries/ affected communities. Programmes should be designed in collaboration with the affected community, keeping their needs in mind, having them participate as much as possible, and allowing them to lead and/or contribute to programme modification.
Competencies	Equipping those working in humanitarian communications with the skills and knowledge, and endorsing the appropriate attitudes and behaviours required in order to design, deliver, monitor and evaluate humanitarian communications operations. These include partners, national staff, community workers and all those trained in humanitarian communications, including government workers.
Complaints procedures	Ensuring that a complaints procedure is in place and that all involved are trained in dealing with complaints; informing stakeholders of the existence of a complaints system and their right to use it; being open about how complaints are processed; committing to modifying processes or activities as a result of complaints.
Informed consent	Equipping the disaster-affected with the information they need in order to make well-informed and educated decisions, as well as supporting the subsequent decision where possible, and directing to other humanitarian actors or activities where appropriate.
Organization	A commitment from the implementing, partner and lead organizations to follow or adhere to the HAP Standard of Accountability in all current as well as future humanitarian operations. This may require an additional commitment from the lead organization to build the capacity of implementing/partner organizations so that they are able to do this independently in the future.
Partnership	Seeking local partners to implement humanitarian activities, especially those with technical expertise; establishing agreements with them; outlining key roles and responsibilities; making efforts to develop their capacity throughout humanitarian operations; and being transparent and realistic about future exit strategies.
Quality assurance	Putting activities in place to verify that communications products, methods and services meet the expectations of the disaster-affected, that expectations are managed in the first place, and that the goals of quality assurance and the steps towards it are identified from the outset. Also, quality assurance considerations should be included in any and all community, staff, partner and government training.

Table 1: Key terms in humanitarian communications used by the Humanitarian Accountability Partnership *(contd.)*

Risk management	Any risks pertaining to message design and content, delivery and communication, community mobilization, and partnering with local organizations are considered, prioritized, monitored and mitigated.
Staff code of conduct	Especially important to humanitarian communications. All dealings with beneficiaries, stakeholders and partners are carried out to the highest standards. All complaints and confidential issues are dealt with sensitively and diplomatically. All staff and community workers sign a code of conduct for minimal compliance and are aware of disciplinary procedures.

The best method to ensure maximum communication coverage and message impact and to reinforce messages is to use diverse channels of communication. The differences among methods, as well as the benefits and limitations of each, must be acknowledged, along with the fact that each method often serves a particular purpose. Also important is to use existing channels of communication, where possible, as this aids speed of message delivery and retention. This saves time and resources, particularly during the early days post-disaster, when resources may be limited. Processes already in place may bring with them a level of trust and credibility, having already been established and utilized by affected communities.

Radio, print and television

Radio

In Pakistan, radio programmes were fairly easy to produce and broadcast in the different local languages. During emergencies, quick-fix solutions can be applied – solutions such as the “radio station in a suitcase” model, which consists of a piece of luggage containing all the equipment necessary to broadcast (BBC World Service Trust , 2008). Rebuilding local media infrastructure should also be prioritized.

Figure 11: A man with mobility impairment accesses information through a donated radio.

Radio information is easy to access. Radio sets, including wind-up models, need little electricity, if at all. Wind-up radio sets were distributed along with other non-food items by UNICEF in refugee camps during the Great Lakes crisis of the 1990s, by IOM in Aceh after the 2006–2007 conflict and again by IOM Pakistan in 2010 to vulnerable.

Women can access information more easily through radio. In traditional societies, women often just stay in their houses (all or most of the day) and may not be literate. Radio is one of the few available links with the "outside" world and is an easy way to reach them.

Media development foundations and agencies have focused their efforts on training radio journalists. Coordinating with journalist networks and partnering can reinforce humanitarian communications by reiterating messages and information. Media development foundations also teach media how to report on humanitarian issues. As experience shows in Aceh, Haiti and Pakistan, some of the most efficient organizations include the BBC World Service Trust, Internews, the CDAC Network and IOM.[16]

The CDAC Network

The CDAC Network brings together leading relief, development and media development agencies that recognize information as a key humanitarian deliverable to disaster-affected populations and an essential tool in promoting aid effectiveness. The CDAC Network seeks to save lives and reduce vulnerability by promoting best practices in two-way communications.

The founding members of the CDAC Network include key aid agencies, such as the British Red Cross, the Irish Red Cross and Save the Children, and media assistance providers, such as the BBC World Service Trust, International Media Services, Internews, the Thomson Reuters Foundation and the United Nations Office for the Coordination of Humanitarian Affairs. IOM is a member of the CDAC Network.

BBC World Service Trust is an externally funded international charity of the BBC. While BBC News reports about affected populations, the Trust provides information to and for them. The Trust's humanitarian work focuses specifically on strengthening media infrastructure to allow countries to re-develop communication capacities in the face of disaster, and on providing life-saving information for those who are affected.

Internews is an international non-profit media development organization working to improve access to information by fostering independent media and promoting open communications policies. Internews' programmes are built on the conviction that providing people with access to news and information empowers them to make their voices heard and to participate effectively in their communities.

16 Refer to Annex E for more on media development agencies in the aftermath of the 2010 Pakistan floods.

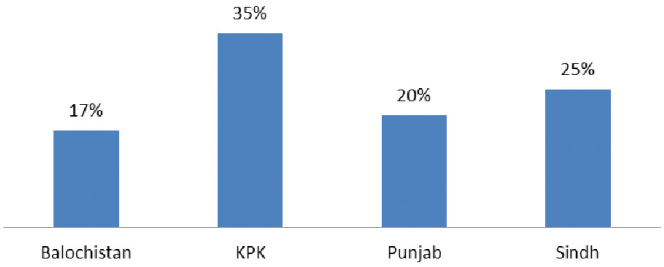
The CDAC Network *(contd.)*

Since the 2004 earthquake in Indonesia, Internews has been building partnerships and working closely with organizations and government agencies at all stages of emergency response in locations such as Chad, Haiti, Indonesia, Kenya, Kyrgyzstan, Pakistan, Sri Lanka, Sudan and the Gaza Strip.[17]

TIP If you are going to use the radio to disseminate key messages, make sure you understand when people listen and what types of programming they listen to. The succeeding sections show graphs and analysis from the 2012 Humanitarian Communications Survey in Pakistan which reveal the level of radio ownership, preferred listening time slots and preferred programme listenership.

Radio remains a crucial conduit for communicating with Pakistanis in remote areas of the country. This is particularly the case in rural areas and less economically developed provinces. In flood-affected areas, 25 per cent of households own radio sets. The assessment also revealed that a broad range of radio stations are available for listeners in Pakistan.

Figure 12: Radio set ownership in the typhoon-affected areas, by province



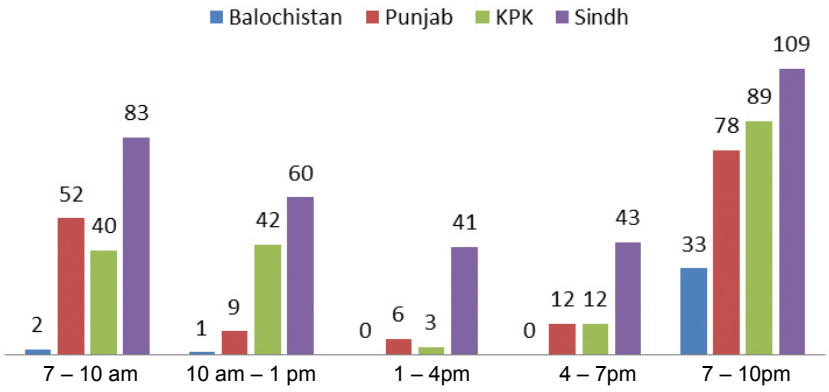
IOM, Humanitarian Communications Survey, 2012

Among the flood-affected population that receives information via radio, 80 per cent listen to it daily, while 16 per cent listens to it on a weekly basis. Approximately 1 per cent of households surveyed said they owned radio sets but never used them.

Nearly half of survey respondents identified the hours of 7 to 10 p.m. as preferred radio-listening hours. Although radio-listening took place regularly throughout the week, households reported an increase in radio-listening on Saturdays and Sundays. Nearly three fourths of survey respondents accessed the radio from home.

17 To learn more about the Internews humanitarian media work, visit www.internews.eu/Global-Programmes/Humanitarian-Response.

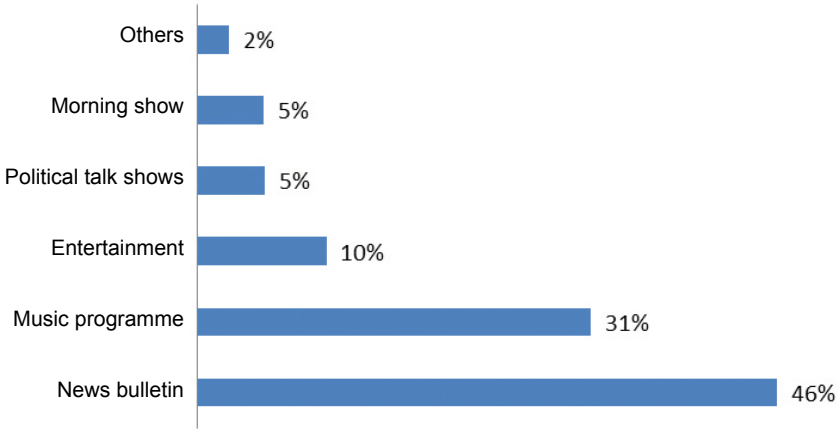
Figure 13: Preferred time slots for listening to the radio



Source: IOM, Humanitarian Communications Survey, 2012.

The survey found that 46 per cent of respondents tune into the radio for news bulletins. Information dissemination within these time slots can be most effective, as news bulletins are brief, broadcast at regular intervals and provide useful information that is often updated in subsequent bulletins. A small minority of respondents preferred entertainment and drama programmes, as Figure 14 shows.

Figure 14: Preferred types of radio programme



Source: IOM, Humanitarian Communications Survey, 2012.

Television

TV broadcasting requires complex and expensive equipment that may not be easily available or repaired if damaged. In addition, although technology is rapidly democratizing the production of video, producing video programmes, as a whole, is time-consuming and costly, and cannot adapt as quickly to emergency requirements due to the intensive time requirements.

Programmes and commercials can reach an illiterate public, a variety of age groups and different vulnerable and disadvantaged groups, as they are easy to understand and accessible.

Watching television, especially if the TV set is communally owned, is an increasingly popular activity in rural areas and villages. Watching TV programmes together enhances discussions among community members, as well as fosters a sense of ownership among communities. However, television remains a mostly urban medium due to cost and access issues. As such, a broad humanitarian communications campaign should not rely on it exclusively.

Print media

Daily and weekly newspapers and magazines have obvious limitations, as they only address a literate audience and are rarely available in the immediate aftermath of a disaster.

However, like television, print media may be a preferred medium of communication during early recovery, as it allows longer and more detailed messages, such as bus schedules for returning internally displaced persons and details of compensation schemes. In villages, print media are read collectively and can facilitate debates and enhance ownership among communities.

CASE STUDY

Combining Two Forms of Media

Working with the Government of Pakistan on the disbursement of Watan cards, it became obvious that a lack of access to accurate information was one of the major hurdles keeping many beneficiaries from accessing the aid to which they were entitled. Overcrowding, beneficiaries showing up at the wrong site, inadequate documentation, and the influx of ineligible beneficiaries at Watan card centres were just some of the problems that faced government officials and humanitarian workers.

The humanitarian communications team in the province of Khyber Pakhtunkhwa employed a two-pronged strategy for beneficiary mobilization, in collaboration with local government officials and the National Database and Registration Authority (NADRA).

The Humanitarian Communications Unit obtained the lists of eligible beneficiaries in each area from NADRA. At least three copies of each list were printed and handed over to the local District Coordination Officer, who posted them in key government offices. Beneficiaries were then directed through radio messages, text messages and newspaper ads to visit these sites and check the beneficiary lists and the dates allotted to their respective areas.

This approach proved most successful in areas with high population densities, where such messages spread through the second-hand medium, word of mouth. As the Humanitarian Communications Unit ran this campaign in each successive district, it was noted that the number of ineligible showing up at Watan card centres dwindled. Over the course of three months – October, November and December 2011 – the ratio of the number of beneficiaries assisted to the number of beneficiaries turned away at Watan card centres in the Charsadda, Mardan and Nowshera districts rose from 3:1 to 7:1.

Media products

Public service announcements (PSAs) are short and simple explanatory radio or TV messages that run no longer than two minutes. They may be developed by humanitarian communications teams and approved by national authorities. They should be broadcast for free on public media. Private radio stations may treat them as “commercials.” To maximize their impact, PSAs should be broadcast in regional languages, and transcripts should also be provided in regional languages.[18]

Radio soap operas are longer than PSAs (normally lasting from 15 minutes to an hour), serial in nature and ideally in a local language. They are often short “comedies” featuring a family, a village or a community confronted by issues pertaining to early recovery and addressed in an entertaining manner to sustain

18 Refer to Annex K for more examples of public service announcements.

the attention of the audience. The BBC is one of the most common broadcasters of such programmes in local languages. Soap operas are rarely produced for television, as longer-term programmes are very expensive.

Print ads contain messages or articles that communicate information and are paid for and treated like advertisements. One of the obvious advantages of this format is that it allows for longer messages and more detailed information. Print ads may be a combination of text and catchy illustrations and/or photographs, allowing them to be more easily understood even by those with poor literacy.

Figure 15: A print ad on the housing compensation scheme for the victims of the 2009 Malakand complex emergency

Figure 15 shows a print ad on the housing compensation scheme for the victims of the 2009 Malakand complex emergency. The ad was published in local newspapers so that internally displaced persons from Malakand could apply for housing compensation, with eligibility depending on the applicant's area of origin and the level of housing damage. The ad was detailed enough to include the names of international and provincial bodies in charge of the overall programme, as well as the telephone numbers of relevant government and aid representatives.

Relevant and important information can be provided and disseminated, thanks to space offered by print media. The photograph of a little girl with buildings in the background in Figure 15 immediately draws the attention of the reader to housing issues.

Social media

One of the most important vectors for disseminating information in today's world is social media. News breaks on Twitter; products are launched on Facebook; and live events are streamed globally on YouTube. In many cities there are more mobile phone subscriptions than people, and more and more of these are smartphones, which are essentially pocket computers that have phone functionality. Most teenagers only use their "phones" to call their parents; the rest of the time they are texting, "tweeting," posting and sharing words, images, videos and music.

Social media has been an instrument of mass organization and change in the Middle East, the Caucasus and elsewhere. It has been used by aid agencies and clients in development and disaster settings, with notable success in early warning (storm and earthquake warnings through instant messaging being particularly effective).

Raw information from disaster scenes can be analysed and updated almost in real time, with a growing army of "digital volunteers" helping to map and verify disaster impact and translate locally sourced information for global consumption. For the first time, people can make meaningful contributions to disaster relief efforts from their couches and mobile devices, by connecting to volunteer networks online. With greater connectivity, agencies can coordinate better and faster, minimizing duplication of effort and speeding up response.

The power of sending real-time weather information and photos on social media was apparent during Hurricane Sandy, which wreaked havoc along the East Coast of the United States in late October 2012. The sharing of information and pictures during hurricanes and other disasters helps to inform the public that there may be a weather danger faster than ever before. However, the quickness of information-sharing can also lead to the spread of false information and fake photos.

"Social media offers unbeatable immediacy," says Social Media Coordinator Jesse Ferrell, a meteorologist, of the website accuweather.com. "Citizens worldwide can obtain critical, breaking weather information through mobile devices and transmit photos or videos of severe weather events on the Internet in real time to platforms like Facebook."

Social media can, or should, put more power into the hands of users of aid services, that is, those directly impacted by disasters, epidemics and longer-term crises. Their opinions and inputs can be sought out by, or sent directly to aid agencies trying to build an overall picture. Communities can now be directly involved in decisions which have a bearing on their survival and recovery, as well as alert responders to fresh needs. Longer-term developmental information can be shared easily on social media, helping farmers know when and what to plant, or warning of weather-related events that might cause developmental losses.

The flip side of social media is the immediate and lasting harm that a single comment or an organized campaign can inflict on an agency. For example, when the Portuguese Red Cross received proceeds from a bullfight, animal rights supporters were appalled. They blocked the web page of the society, as well as posted on International Red Cross pages. The key is to ensure that any venture into social media is well thought out; crisis plans are in place; and there is regular moderation and engagement with stakeholders, even as they attempt to cause reputational damage.

While social media is certainly an exciting new avenue for communication with disaster-affected communities, it cannot fully replace tried and trusted methods of mass communication, especially when technological networks are damaged, restricted or undeveloped.

Humanitarian Call Centre

A humanitarian call centre (HCC), preferably with a toll-free line, is a useful tool to ensure two-way communication. An HCC provides accurate responses to queries from disaster-affected individuals and/or connects them with the appropriate organization or government department. HCCs were successfully integrated into camp return and relocation programmes in Haiti (IFRC, 2013), demonstrating their benefit and versatility. Such call centres can also send out messages to previous callers. If an HCC is opened, an FAQ booklet must be prepared to ensure common messaging.

HCC staff should ideally speak a local or regional language. They should also be equipped with a computer-based calling programme, headphones and a booklet with the phone numbers of all aid agencies and government offices that callers can contact if the HCC does not have the answer to their questions.

The indicative terms of reference[19] for an HCC attendant should include:

(a) Providing life-saving accurate information;
(b) Handling incoming and outgoing calls to and from affected communities and vulnerable groups, from all affected areas of the country;
(c) Gathering issues and complaints from incoming calls and reporting them to the relevant mechanism(s) in place;
(d) Getting back to the disaster-affected through phone calls if they need more information.

Figure 16: The Humanitarian Call Centre in Islamabad

The humanitarian communications team provides the HCC with information on all relevant issues to be communicated to the disaster-affected. This is possible because humanitarian communications team members are integrated throughout the humanitarian architecture created to handle a response. In Pakistan, this carried over into the early recovery phase, when affected communities were eager to know their entitlements and legal rights. Humanitarian communications teams provide different documents to inform the HCC, including fact sheets and FAQ documents, updates, briefings and service handbooks.

The service an HCC provides is twofold: it (a) entertains questions and provides answers and (b) keeps an accurate record of topics discussed during phone calls, which helps in the creation of a comprehensive list of areas (sectoral or geographic) where information is lacking. This feedback mechanism must be fully utilized so that new messages are developed, specific areas are targeted and existing messages are refined.

19 The terms of reference of an HCC attendant are available in Annex F.

OPPORTUNITY

Analytics software is becoming increasingly sophisticated and may be used to identify trends and issues from the accurate records maintained by HCC staff. A private sector partnership with an analytics company can help the humanitarian and recovery community extract more useful information to guide response.

HCCs also receive complaints from affected communities. Complaints should be received and handled confidentially, and the safety of staff and complainants should be maintained. Enabling them to raise complaints – and responding to such complaints – is one of the fundamental elements of accountability to crisis-affected communities.

Complaints are a very sensitive issue, as individuals expect complaint receivers to act upon receipt of them, and humanitarian communications teams need to be clear regarding the extent of their role in complaint-handling. A detailed referral mechanism for complaint-handling may be put in place, taking into consideration the nature of the complaint, that is, whether it is sensitive (e.g. those pertaining to corruption, exploitation and abuse, including that of a sexual nature) or non-sensitive (e.g. issues that deal with services and deliverables). Management of expectations is critical.

EXAMPLE

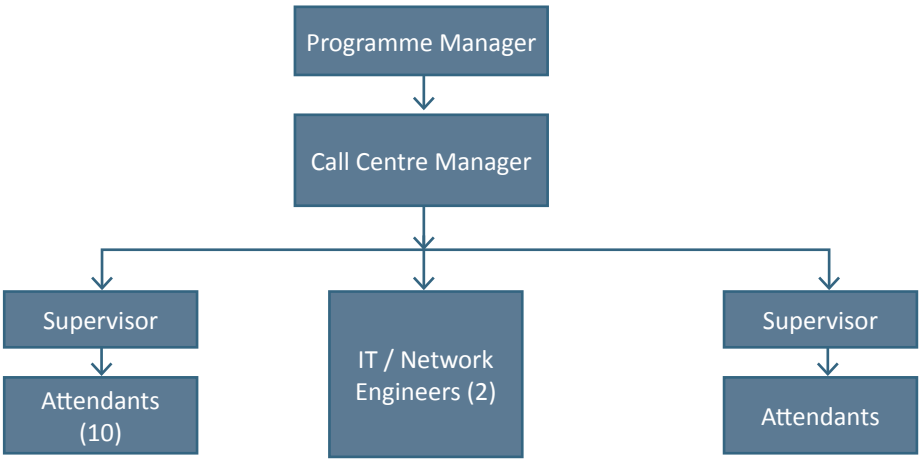
Pakistan complex emergency

The IOM Humanitarian Call Centre (HCC) in Peshawar, Pakistan responded to questions and provided accurate feedback from the field.

During the 2009 Malakand complex emergency, the HCC was established in Peshawar in Khyber Pakhtunkhwa and staffed with employees to respond to general questions. A doctor from the NGO Merlin dealt with health-related queries. The HCC received calls from all over the country and responded in various languages: English, Urdu, Pashto, Punjabi, Sindhi and Saraiki. It sent out informal messages to human networks through SMS.

The HCC also answered queries through a service guide and referred callers to humanitarian and gove rnmental stakeholders. In the six months following the floods, the toll-free line received an average of 40 calls a day.

Figure 17: IOM Humanitarian Call Centre organogram



SMS service

Mobile phone technology is becoming increasingly available worldwide. This facilitates wider reach and an ability to target messaging more accurately. The humanitarian community is increasingly turning to mobile phones and SMS services[20] during emergency and early recovery to inform affected communities and humanitarian responders.

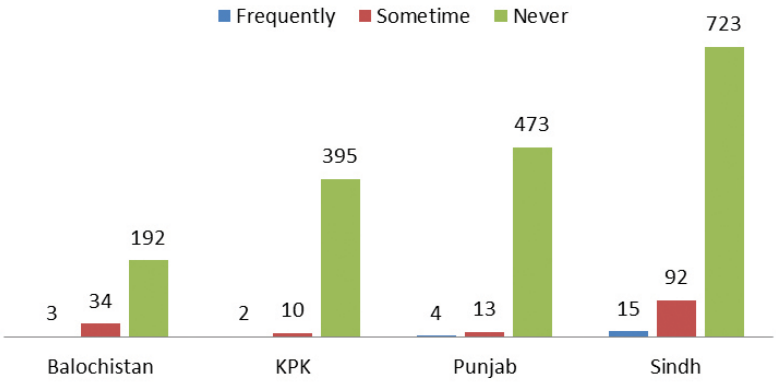
There are constraints with SMS services, however, including that:

(a) It only benefits literate individuals and they are mostly in Latin script.
(b) In conservative or illiterate societies, women often do not have access to mobile phones.
(c) In some of the most vulnerable areas, coverage is often unreliable.

The results from the humanitarian communications survey carried out in Pakistan showed that only 5 per cent of households from the flood-affected areas used SMS technology regularly. This finding, combined with the knowledge that friends and family were preferred providers of information, resulted in the development of a strong network of individuals who passed along messages.

20 Refer to Annex G for more information about the SMS service in Pakistan.

Figure 18: Frequency of SMS usage, by province



Source: IOM, Humanitarian Communications Survey, 2012.

Mobile phones help spread information through message-forwarding, thus creating a "phone tree." To be effective, the numbers listed in a database need to be up-to-date. SMS recipients are selected in view of their roles within their communities, to maximize the impact of a message.

The restrictive nature of text messaging – a text message has a maximum of 160 characters – ensures that mobile phones are good at delivering concise information. Another advantage of SMS is that mobile telephone users are reachable 24/7. They do not need to be in a specific place at a specific time to watch or listen to a programme.

A short SMS code for aid requests can be set by mobile carriers. This was done in Haiti within 72 hours of the earthquake, with the "4636" short code running on Digicel, Haiti's largest carrier. The short code was quickly advertised on Haiti radio stations that had partnered with Internews.

FrontlineSMS[21] is a software application for desktop and laptop computers that does not require Internet connection and works with any GSM network. This simple service may be used to communicate with a large number of people and, as such, is very practical for numerous international humanitarian assistance providers. There are also commercial SMS services, such as BulkSMS and Clickatel, both of which allow SMS sending via their websites or through desktop software.

Twitter[22] service allows the posting of SMS updates to a website to which people can subscribe.

21 Website: www.frontlinesms.com.
22 Website: www.twitter.com.

EXAMPLE

Mobile-enabled Affected Populations in Haiti

The Haiti earthquake was not the first disaster during which affected populations used SMS to communicate their needs: In Banda Aceh, one cellular tower remained operational and able to handle SMS. Haiti, however, represents a tipping point in the use of social media to convey needs to a worldwide audience.

According to statistics, "approximately 85 per cent of Haitian households had access to mobile phones at the time of the earthquake, and although 70 per cent of the cell phone towers in Port-au-Prince had been destroyed in the disaster, they were quickly repaired." (USIP, 2010)

Haitians sent hundreds of thousands of messages out via SMS to Twitter, Facebook, Ushahidi, the Thompson Reuters Foundation Emergency Information Service, and, most importantly, to members of the Haitian diaspora.

Thousands of Haitians living in the United States, Canada and several other countries served the important role of translating messages from a low-density language (Haitian Creole has only 12 million speakers worldwide, 9 million of which live in Haiti) and conveying needs through channels such as the Mission 4636 SMS short code. Over 30,000 text messages went through the 4636 short code during the first month, and about 80,000 throughout the entire programme duration. (HHI et al. 2011)

Service directory

The service directory was started as a "yellow pages" for the disaster-affected in Pakistan that enabled tracking of whatever aid and services were available in their respective areas. While the Government and aid providers used the 4Ws matrix (which was developed by OCHA) to understand what was being provided where, the disaster-affected who needed this information knew little about it. Most disaster-affected people did not have access to a radio or other medium to know where the closest distribution hub was or when mobile medical vans would be passing through their area. Information specialists cross-verified details provided in the 4Ws matrix with each individual agency and identified the focal point(s) for each agency and programme. The directory listed these focal points and their contact details, as well as the aid/service(s) they provide in a particular area. Contact details were provided by humanitarian staff so people could direct their questions to them.

Copies of the service directory were initially distributed in places such as barber shops, public phone booths and local restaurants. With the development of

human networks, the service directory was distributed among them, given their role as community representatives who were literate and responsible for disseminating information among their communities. The service directory was also used at the IOM Humanitarian Call Centre, as the disaster-affected called in to get information on where services were available.

For all levels (central, provincial and field), such a directory must include contact information such as agency location, telephone number(s) and representatives' names, sorted according to cluster and the service(s) they provide.

Agencies listed in the directory should include the following:

(a) The UN and UN-related agencies;
(b) National and international NGOs;
(c) Government offices/officials;
(d) Red Cross or Red Crescent Movement entities;
(e) Helpline(s).

In addition, the service directory should also indicate:

(a) Service(s) provided by each listed agency/organization;
(b) Duration of assistance or service;
(c) Documents required from those who wish to receive assistance.

Handbooks need to be updated on a regular basis because emergencies are fluid environments, with information compiled mostly at the field level. Blank copies of the 4Ws matrix should be regularly circulated among field partners and other humanitarian stakeholders, which fill them out accordingly. All copies are gathered and handed over to the central-level humanitarian communications team to be compiled or updated.

Visual communication: Posters, banners and notice boards

Posters, banners and notice boards should be simple enough to create and must be designed to be seen by large numbers of people. They are set up on site, in and around camps, at the entrances of cities and villages, and on main thoroughfares or roadsides. The information they provide targets literate as well as illiterate communities, and they sometimes contain written information about the aid provider and available relief. The design is typically descriptive so that the message is easy to understand.

Examples from the Philippines Typhoon Bopha response are shown in Figures 19 and 20.

Figure 19: Disaster-affected people viewing information on how to seek humanitarian assistance

Source: IOM Philippines.

Figure 20: Comic strip addressing shelter issues faced by the disaster-affected population

Source: IOM Philippines.

Informal communication tools

Despite rapid developments in and the current breadth of technology worldwide, it would be unwise to rely too heavily on telecommunications and technology during times of emergencies and crises. Humanitarian actors should remain cognizant of the value of face-to-face communication – especially with the hard-to-reach and the socially and culturally marginalized – which, learning from the experience with previous disasters, is something that communities appreciate (Wall and Chéry, 2010). It is not only life-saving and national information that is important post-crisis; localized information about what is going on in their areas and future developments would help disaster-affected communities normalize as quickly as possible. As such, the content of communication messages may be broad.

Human networks

For the purposes of this document, "human network" refers to a group of people who have agreed to be designated as focal points and conveyors of (primarily oral) information. These networks proved to be one of the most effective ways to channel communications in rural Pakistan.

EXAMPLE

Human networks in Pakistan

The IOM Humanitarian Communications Unit established a volunteer network made up of over 15,000 people, mostly influential community members such as local clerics and elders, lady health workers and other prominent figures. The network has been extremely effective in quickly disseminating vital humanitarian information to flood-affected communities during the immediate aftermath of the floods and in supporting government schemes during the early recovery phase.

Because of alerts coming from the human networkers in the district of Muzzafargarh, located in Punjab Province, the Pakistani Government was able to undertake the distribution of 1,207 Computerized National Identity Cards (CNICs). CNICs, in turn, allowed flood-affected families to apply for Watan cards, which entitled holders to a form of financial compensation. (The Watan card gave disaster-affected communities access to a scheme offered by the government which was only available upon the presentation of a valid CNIC.) In addition, the human networks identified vulnerable groups in need of information. The networks then linked these communities to the Aurat Foundation (a local civil society organization). As part of the initiative, 800 radio sets were also distributed to identified vulnerable groups.

In the immediate post-disaster period, informal communication networks are crucial because of limited media coverage. The lack of modern means to access information is often combined with an equally limited access to information by women and vulnerable groups.

To partially address the problem, individuals who were influential in their own communities were approached to support the dissemination of important information. They constituted a supportive human network whose participants were selected in view of their roles in the social architecture of their communities.

Human networkers may be local community and government representatives; village, tribal, clan and religious leaders holding moral authority; medical and health staff, who are increasingly respected during a disaster; social workers, especially women, who are likely to reach out to vulnerable groups; and volunteers.

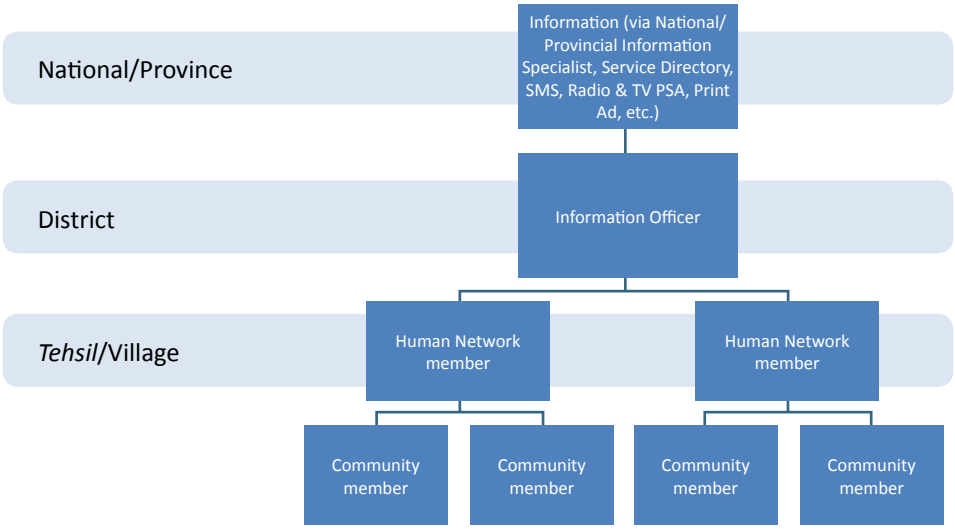
Also important is creating space for interaction among affected community members themselves, as well as between them and humanitarian workers and service providers. This is one task that human networkers can probably facilitate.

TIP

Individuals can be a risky filter. A person may have a competing agenda, and may use information for his or her own gain. Do not rely solely on a human network to disseminate information. Try and get the same message out using multiple methods so that no single party can intentionally or unintentionally control the message.

Human networks not only allow humanitarian organizations and agencies to disseminate key messages and information, they also provide opportunities to make better use of local actors and members of affected communities. In addition, recruiting and training local community mobilizers and communicators allows for quicker message delivery, as they may already have connections with or knowledge of the most vulnerable, as well as of the existing methods of communication. These mobilizers and communicators will continue to exist after the closure of programmes and/or exit of actors from the international community. Furthermore, the community mobilizers and communicators can facilitate monitoring and evaluation processes because, owing to their regular interaction with the affected community, they are able to witness and monitor changes in the knowledge, attitudes, practices and behaviours of the local people, as well as keep an eye any potential risks on the horizon.

Figure 21: Organogram showing human networks as part of the 2010 flood response



TIP

Maximizing human networks' impact through voice broadcast messages

An effective way to maximize the utilization of human networks is to send voice broadcast messages (VBMs) to contact numbers. Similar to an SMS in utility, a VBM is a pre-recorded audio message sent through a phone call to a recipient.

VBMs support the two-way information principle of humanitarian communications by providing information and soliciting feedback:

(a) *Provide information*. A VBM is a brief audio message containing information on a specific topic, to be disseminated by the receiver.

(b) *Soliciting feedback/survey*. A VBM gathers feedback and survey perceptions by asking questions, to which the receiver replies by pressing a key corresponding to his or her answer.[23]

Street theatre

Sensitive topics like gender-based violence and sexual harassment are unlikely to be discussed publicly. However, roving street theatre, for example, in the form of short, narrative plays, has proven effective in conveying messages that may lead to behaviour change in relation to these issues. Street theatre often attracts large audiences and may be filmed, with videos of the performance circulated to other communities.

23 Refer to Annex H for more on IOM's VBM pilot project in Pakistan.

The vulnerable situation of women and children, especially in camps, makes them particularly prone to sexual and/or gender-based violence. Such topics are often broached indirectly and must be treated in a manner compatible with local ways.

EXAMPLE

Pakistan street theatre

An interactive street performance that dealt with the non-controversial topic of hygiene was tested by IOM humanitarian communications teams in Sindh Province. The objective was to highlight easy ways to improve health by adopting hygienic habits. The event took place at the boys' primary school and was attended by around 180 villagers, men, boys and girls. Eight actors staged a performance that featured very simple recommendations for health, namely:

(a) Washing hands before eating and after using the toilet;
(b) Keeping pots and utensils clean;
(c) Using boiled water for drinking purposes;
(d) Using soap when handwashing as a habit.

Community feedback was gathered, for example, through a question-and-answer session after the street performance, during which villagers could express their concerns. The community could address their questions and concerns to any of the various representatives who also attended the performance – from UNICEF, the United Nations Development Programme, the district government, other local organizations and school teachers.

The representation was deemed as "[not only a] success in attendance but also in conveying messages and receiving feedback from the audience." Villagers "fully participated in the session," according to an IOM humanitarian communications team organizer.

Sound trucks

This method consists of developing key messages and projecting them from a truck containing a megaphone and an amplifier, and has the ability to quickly target groups with specific information. It was used by the International Federation of Red Cross and Red Crescent Societies (IFRC) during the Haiti and Sierra Leone responses to share hygiene messages with affected communities that either were or had the potential to be affected by cholera (IFRC, 2013). Users of this method, however, must be aware of its limitations, its appropriate usage, and in which cases it should be used as a complementary – not solitary – method of communication. While the method is an effective way to share information, it is not designed for soliciting feedback nor does it create an interactive environment.

Out-of-the-box solutions

Innovative thinking, combined with local knowledge, helps convey messages. Local habits and customs provide clues as to what novel alternative communications tactics may be used.

In Afghanistan, women have been especially hard to reach by counter-narcotics and disarmament information campaigns. Listening to the radio, for example, requires permission from the men in the family. Further, television is not even available in remote areas, where opium is often cultivated and weaponry is hidden and smuggled.

One way to reach out to women – conveying relevant messages through illustrations on matchboxes – was the result of out-of-the box thinking. The front panels of matchboxes were thought to be a good place to display these visual messages because women start their household chores at dawn by lighting the stove for tea and are never far away from it throughout the day.

Matchboxes bearing simple, easy-to-understand illustrations seemed to be the obvious and most casual way to draw women's attention to the dangers of opium or the benefits of disarmament. In addition, matchboxes are cheap to manufacture and can be easily distributed in large numbers. Approaching children, through exercise books and stickers, also proved to be a good manner to reach out to women.

Figure 22: Matchboxes with illustrations that convey humanitarian messages

© Sayara

© Sayara

A total of 100,000 matchboxes were made and distributed to warn against opium addiction and announce the upcoming eradication campaign led by Afghan counter-narcotics forces.

Figure 23: Humanitarian messages on stickers

A total of 100,000 stickers were distributed to highlight the destabilizing effects and dangers of opium for the country.

Disarmament campaigns. The campaign to promote disarmament for “a better life” needed to reach women, as well as community leaders, hence the rationale for matchboxes and stickers with well-identified illustrations and short written messages in the two local languages, Pashto and Dari.

Training sessions

Awareness-raising

Awareness-raising sessions are an effective way to spread information; humanitarian communications teams hold such sessions for men, women and children in communities. To prevent information overload and confusion, awareness-raising sessions should focus on a maximum of one or two topics.

To allow for fruitful discussion, awareness-raising sessions should be limited to no more than 35 participants. Some of the participants should be prominent members of their community, selected for their leadership roles, the respect they command from their peers and/or their literacy skills. The underlying assumption is that each of the attendees would further inform another dozen persons, thus creating a web of information and informers.

EXAMPLE

Pakistan awareness sessions

Eight months after the floods, 853 awareness sessions had reached out to almost 16,000 participants. The key messages in these awareness-raising sessions pertained to the government compensation scheme, health and hygiene, and protective measures against malaria, dengue and other diseases.

In Punjab, IOM and the WASH Cluster Coordinator identified a lack of information regarding waterborne and acute respiratory diseases among affected/displaced populations.

Upon meeting with the WASH Cluster Coordinator, the IOM humanitarian communications representative offered to facilitate the dissemination of key messages to communities by holding regular awareness-raising sessions in villages and camps, draw attention and generate discussion on waterborne and acute respiratory diseases.

In a country where stagnant water and open defecation contributed to the spread of lethal diseases, including cholera, awareness sessions were crucial for the survival of affected and displaced communities, especially in camps.

This example highlights how technical expertise and message-shapers and disseminators can complement each other's sectors. These are two different but equally important skill sets, and both are required to ensure that correct information reaches the right people at the right time, thereby influencing behaviour.

Training of trainers

Humanitarian communications staff members conduct training and "training of trainers" sessions with humanitarian partners to improve communications and social mobilization among humanitarian stakeholders.

One type of training, "training of trainers," consists of teaching how to train. This increases the number of trainers, maximizing the impact of the training programme. Training can eventually be conducted without the intervention of the international humanitarian community, which will gradually withdraw from the scene upon completion of the emergency response. In some cases, a formal agreement can be established with an implementing organization to train workers for a fee.

FIELD PRACTICE EXAMPLE

Pakistan social mobilization

Following the floods, IOM and WHO signed a memorandum of understanding in order to train governmental staff on social mobilization in communications, and to support the government health departments in disseminating information. Six training sessions took place for a total of 320 social mobilizers. To broaden the scope of training, the IOM humanitarian communications team also planned to conduct training sessions to educate WHO staff in information dissemination.

It is also important for any group trained in mobilization or communication to be tasked with supporting capacity and mechanisms for accountability and transparency. Examples of such capacity and mechanisms include the ability to explain why information is being gathered and how it will be used, take or direct complaints or feedback, and get the beneficiaries involved in the various stages of humanitarian operations.

Public and private partnerships

The objective of humanitarian aid workers in engaging the private sector through their philanthropic and corporate social responsibility (or some other) unit is to access additional resources so that victims can be better assisted. Corporations are significantly becoming more engaged in relief and recovery programming, and partnership opportunities do exist. However, building partnerships is time-consuming. Some examples of partnerships that can create more effective humanitarian communications, and are therefore worth exploring, are discussed below.

Telephone companies. An obvious partner in assisting emergency communications, telephone companies may support the establishment of a humanitarian call centre, allocate free telephone lines and calls or provide SMS services. In Pakistan, IOM developed a partnership with ZONG Pvt Ltd, a mobile phone company which donated cell phones and offered 1 million free phone calls to flood-affected persons.

When establishing partnerships with telephone companies, organizations and agencies may request that the service(s) provided be used in monitoring and evaluation as well. For example, automated systems may be used to conduct surveys and collect feedback. (Wall and Chéry, 2010)

Analytic software companies. These partners help make sense of data collected by call centres by organizing information and extracting trends. Software companies generally engage more frequently in preparedness, relief and recovery activities. They put together websites that provide information about a disaster, attempt

to re-connect missing people and perform a variety of other tasks. Humanitarian actors may consider how these significant resources can be channelled better.

Marketing and advertising companies. These partners are highly specialized in understanding consumers and determining the most effective way(s) to connect with them. They have a keen understanding of the market and may be willing to provide suggestions or contacts. Ideally, they can help design information campaigns, and even reach out to their regular clients to solicit financial support to cover the costs associated with dissemination.

Transportation companies. Trucking companies travel everywhere, and they do it regardless of prevailing conditions. These companies can effectively pass messages on, either by installing posters on the sides of their trucks, entering into agreements whereby they ship communication materials for free, or even by instructing their truck drivers to pass key messages along at stops and breaks along their routes.

Private media. Another obvious possible area of partnership involves the provision of free airtime to disseminate content. Similar to marketing and advertising companies, private media has the capacity to shape, design and disseminate messages, as well as an extensive list of clients that may be interested in supporting a humanitarian response.

It should be stressed that while developing public–private partnerships is very time-intensive, it can be worth the effort if done successfully. The private sector has specialized expertise and technology that can help the humanitarian community do its job better. When determining whether or not to engage the private sector, it is important to keep in mind that the private sector will likely engaged in humanitarian response, whether or not they do so in collaboration with traditional humanitarian architecture.

Chapter 4
Monitoring and Evaluating the Impact of Humanitarian Communications

> "*When we set up our call centre, some of us were afraid about the response of the population because we knew there was a lot of stress, a lot of anger after the earthquake – how would people use this service? But it turned out less than three calls in 100 were calls from angry people. Most of them, you could feel the relief of the person to have access to someone else to talk about their situation*."
> (Wall and Chéry, 2010)

More work needs to be done to assess the impact of beneficiary communications activities. Whereas it is relatively straightforward to measure output, it is more challenging, especially during a humanitarian crisis, to measure the influence that messages have on behaviour and how feedback influences subsequent policymaking. Most of the tools referenced in this chapter focus on output.

Monitoring and evaluation is an assessment of the impact, effectiveness, appropriateness and progress of the following activities undertaken by humanitarian communications:

(a) Development and dissemination of PSAs;
(b) Development of an FAQ document;
(c) Development of a service handbook;
(d) Humanitarian Call Centre;
(e) Human networks;
(f) Awareness and training sessions.

All activities conducted and their subsequent assessments should be linked to programme objectives and baseline data.

Objectives

To measure the impact of the programme, the Monitoring and Evaluation Unit must:

(a) Develop a baseline to understand available information, how such information is shared, and what feedback mechanisms traditionally and/or currently exist;
(b) Develop formats to capture data;
(c) Collect data relevant to the programme;
(d) Analyse data and produce meaningful statistics through operational information systems;
(e) Provide relevant, accurate, timely and reliable information to all stakeholders involved.

In measuring the impact of a programme, monitoring and evaluation processes explores whether a level of accountability and transparency – to beneficiaries, donors and humanitarian actors themselves – has been achieved.

Strategy

A comprehensive monitoring strategy to evaluate the different activities of a project needs to be developed. The monitoring and evaluation strategy relies on carefully crafted objectives. It gathers data related to the activities of the project from multiple sources and of various formats.

Monitoring and data collection requires that information structures (data collection formats and required information reports) are defined. Relevant information sources, including those from external partners, are also identified.

For efficient data management, complex reporting and meaningful analysis, the all-inclusive Humanitarian Communications Information Management System (HCIMS) will be developed. The system will comprehensively address the information and reporting needs of all its users. These include tracking the progress and establishing performance evaluation of activities.

Terms of reference

The terms of reference for monitoring and evaluation will include:

(a) The establishment of a baseline study;
(b) The development of an overall framework for the monitoring and evaluation project in relation to the humanitarian communications strategy;

(c) The establishment of a single timely and regular reporting format for each activity in humanitarian communications, with clear indicators for measuring performance;
(d) The assessment of communications, particularly whether and how information reaches its target audience, according to the humanitarian communications strategy;
(e) The provision of consolidated progress reports that identify the problems encountered, as well as present recommendations for improvement.

Public service announcements

The monthly broadcast report format will track and monitor PSA impact. Key indicators in gauging the performance of PSAs and other media products will include the following figures:

- Number of TV campaigns
- Number of radio PSAs
- Number of print campaigns
- Number of SMS campaigns
- Number of camps covered
- Number of districts covered
- Number of beneficiary men
- Number of beneficiary women
- Number of topics covered

FAQ sheets

An FAQ sheet distribution report will keep track of the number and location of FAQ sheets distributed. The key indicators in gauging the performance of FAQ sheets will include the following:

- Number of districts covered
- Number of FAQ sheets distributed
- Number of clusters or working groups

Awareness and training sessions

A daily awareness session report and a monthly awareness session report would help keep track of all the awareness sessions. The key indicators in gauging the performance of awareness sessions would include the following:

- Number of awareness sessions
- Number of districts
- Number of beneficiary men

- Number of beneficiary women
- Number of topics covered

A capacity-building evaluation report will monitor the attendance at and duration of each particular session. The key indicators in gauging the performance of the capacity-building trainings will be as follows:

- Number of training sessions held
- Number of male attendees
- Number of female attendees
- Number of days of training
- Number of hours training
- Number of districts represented by training participants

Human networks and SMS service

A list of all human networks and their participants will be saved in the MCIMS. The list will be inclusive of participants' details such as telephone number, profession and mailing address. A list of all the geographically relevant human networks will be retrieved from the MCIMS and provided to the outsourced partner, who will send the SMS.

A monthly broadcast report logs all the data relevant to the activity. The indicators for gauging the efficiency of SMS service will include the following:

- Number of SMS messages sent
- Number of SMS messages received
- Number of failed SMS
- Number of SMS campaigns
- Number of districts covered
- Number of human networks mobilized

Humanitarian Call Centre

The call centre monthly report would be developed to capture the data for the component. The key indicators in gauging the performance of the Watan database will include the following:

- Number of persons reached by the HCC(s)
- Number of calls to helpline
- Number of cases logged at the national and provincial levels
- Number of cases referred to partners

Evaluations and assessments

Evaluations must be conducted regularly to assess the overall progress and impact of the project. The frequency may be daily, weekly or greater, depending on the circumstances.

The mid-term evaluation will help determine whether any changes need to be made at the project level, and if so, what changes need to be incorporated into the project.

The final evaluation will give all stakeholders a chance to review the implementation of the project.

Data-capturing methodology

It is important to ensure that messages are received and understood; this is where community mobilizers and communicators, automated feedback services, observations of changes in behaviour, and requests for assistance and service access will be of great use. An assessment of changes in knowledge, attitudes, practices and behaviour is particularly required and should be worked into initial plans and programme objectives.

Table 2: Monitoring and evaluation indicators and their corresponding reporting formats

Indicator	Format
Number of awareness sessions held	Daily Assessment Report Monthly Assessment Report
Number of districts where awareness sessions were held	
Number of men benefiting	
Number of women benefiting	
Number of topics covered	
Number of campaigns on television	Monthly Broadcast Report
Number of radio shows	
Number of campaigns on newspapers	
Number of campaigns using SMS	
Number of camps covered	
Number of districts covered	
Number of men benefiting	
Number of women benefiting	
Number of topics covered	
Number of districts covered	Daily Assessment Report Monthly Assessment Report FAQ Delivery Report
Number of FAQ sheets distributed	
Number of clusters/working groups covered by FAQ distribution	

Table 2: Monitoring and evaluation indicators and their corresponding reporting formats *(contd.)*

Indicator	Format
Number of SMS messages sent	Monthly Broadcast Report
Number of SMS messages received	
Number of failed SMS messages	
Number of SMS campaigns run	
Number of districts covered	
Number of human networks mobilized	
Number of persons affected by communication	District Census Report
Number of calls to helpline	Call Centre Monthly Report
Number of information sessions conducted by information associates	Daily Assessment Report Monthly Assessment Report
Number of women and men reached through information sessions	
Number of people reached through human networks	
Number of individuals assisted at the district offices	
Number of radio campaigns	Monthly Broadcast Report
Number of TV campaigns	
Number of newspaper campaigns	
Number of organizations reached through communication workshops	Capacity-building Report Workshop Report
Number of cases logged at the national and provincial levels	Call Centre Report
Number of cases referred to partners for follow-up	District Monthly Report
Number of calls received	Call Centre Monthly Report
Number of new entries	
Number of entries updated	
Number of entries handed over to UNHCR or the International Rescue Committee (protection database-related information)	
Number of outgoing calls	
Number of training sessions held	Capacity-building Evaluation Report
Number of male attendees	
Number of female attendees	
Number of days	
Number of hours	
Number of districts	

The importance of monitoring the progress of humanitarian communications is reinforced by the principles of the Good Humanitarian Donorship initiative, which requires response operation programmes seeking funding to demonstrate

the true basis of humanitarian need. By monitoring progress and evaluating responses, organizations and agencies can check whether initial plans for humanitarian assistance are still relevant, realistic and are having a positive impact. New and emerging risks, any changes to the context, and how far and wide risk communication has reached can all be noted and managed.

In addition to what has been mentioned thus far, good practice and lessons learned can be documented and integrated into future operations, forming the basis of new relationships and partnerships among local actors. Overall, the purpose of monitoring and evaluating humanitarian communications is to ascertain that the right message has been delivered via the most appropriate method to its intended audience when it needed to be; this applies in particular to two-way communications, where feedback from beneficiaries is required.

Conclusion

The intention of this guide is to demonstrate that communications deserves to be an integral component of the humanitarian response in emergency, disaster and early recovery management. Two-way communications that provides the right information to communities and incorporates their feedback makes a better tool to serve affected populations while establishing accountability for aid providers. Adequate two-way communications will eventually increase the efficiency and suitability of assistance programmes, as well as trust in aid agencies and partners.

Throughout the book, the authors looked into ways and processes to enhance humanitarian response through consistent, appropriate and timely communications mechanisms. They considered every successive phase of humanitarian response and the development of communications strategies for each: identification of target audiences, content of messages, prevailing environment and tools of dissemination; management of expectations; and implementation of the campaign. The authors also reviewed the monitoring mechanisms which measure and evaluate the impact of information campaigns and improve communications strategies based on the feedback of affected communities or beneficiaries.

One of the key conclusions is that a two-way communications system is critical across all phases of an emergency, disaster or early recovery response. Feedback from communities is essential to improving the quality of information needed by affected populations, managing their expectations and, eventually, improving aid programmes and the humanitarian response. The mechanism for collecting feedback has to be put into the design of communications strategies to ensure that the voices of the people are heard and enable humanitarian response to remain demand-driven and in line with the requirements of intended beneficiaries.

In addition, reliable two-way humanitarian communications, as underlined by HAP International, is a tool to improve the accountability of aid providers towards beneficiaries. Increased information and transparency in delivering such, access to meaningful participation and means to complain through adequate mechanisms would help reduce the power imbalance between aid providers and beneficiaries, and thus improve the quality of aid programmes.

On a practical note, this manual is meant to be used as a guide rather than be read from cover to cover. It is a handy functional tool to improve the service of aid providers to people most in need. Through case studies, examples and tips, it seeks to facilitate the design and development of relevant humanitarian communications in times of emergency, specifically, at the time disaster strikes or when early recovery starts.

In Bohol, Philippines, people displaced by the earthquake that struck the island province in October 2013 read through information, education and communication (IEC) materials, distributed by IOM in all evacuation camps. © IOM 2014

Typhoon Haiyan survivors in Salcedo, Eastern Visayas, Philippines, are given solar radios by IOM. In the aftermath of disasters, radio can be a vital way of getting crucial information to affected populations. © IOM 2014

Inside a camp for Haitians displaced by the 2010 earthquake, children hold a copy of IOM's Creole-language newspaper *Chimen Lakay*. The newspaper ensures that humanitarian messages are well dispersed among the people residing in camps. © IOM 2014 (Photo by Leonard Doyle)

In Haiti, IOM set up letterboxes in camps for displaced people affected by the 2010 earthquake, giving them an outlet to communicate their hardships through writing letters. © IOM 2014 (Photo by Leonard Doyle)

As part of an IOM shelter-building programme in Pakistan, following floods that destroyed many people's homes in 2010 and 2011, friendly competitions were run for the local women to encourage them to decorate and personalise their homes. © IOM 2014

IOM Pakistan's humanitarian communications programme uses print media and radio to provide life-saving outreach to communities displaced by conflict and natural disasters in the area. Facilitators conduct regular information sessions for internally displaced persons and host communities to raise awareness and generate feedback. © IOM 2014

IOM shares important and relevant information for migrants at a transit site in Bangui, Central African Republic. © IOM 2014 (Photo by Sandra Black)

ANNEX A: Pakistan National Disaster Management Authority

Pakistan has established a designated government agency, the National Disaster Management Authority (NDMA), to deal with and coordinate disaster response. It was created following the 2005 earthquake through the 2006 National Disaster Management Ordinance, which also provided for the creation of the National Disaster Management Council (NDMC), headed by the Prime Minister. The NDMA is responsible for coordinating and monitoring the implementation of national policies and strategies on disaster management. Disaster responses are implemented under the National Disaster Risk Management Framework, while NDMA also acts as an interface with the humanitarian community and foreign agencies. The agency is replicated at the following levels:

Provincial level

(a) The provincial disaster management authorities (PDMAs) of Punjab, Sindh, Khyber Pakhtunkhwa and Baluchistan, under the leadership of provincial disaster management councils (PDMCs) led by the respective chief ministers, are responsible for implementing the National Disaster Risk Management Framework as it relates to their respective provinces.

(b) In addition to the PDMAs are the following disaster management authorities:
   (i) Gilgit–Baltistan Disaster Management Authority (GBDMA)
   (ii) Azad Kashmir Disaster Management Authority (AKMA)
   (iii) FATA Disaster Management Authority (FDMA)

District level

Under the stewardship of the District Administrator, the District Coordination Officer, from the District Disaster Management Authority (DDMA), coordinates responses to humanitarian emergencies within his or her district.

ANNEX B: Pakistan Civil–Military Relations during Crises

Article 245(1) of the Constitution of Pakistan requires the country's armed forces "to act in aid of civil power when called upon to do so," which frequently entails assisting the civilian government in responding to humanitarian emergencies, as was the case after the 2005 earthquake in Kashmir and the 2010 floods.

During the 2010 floods, the Pakistani military forces proved to be the only institution in a position to face the emergency. The Pakistan Army used its vast logistics arsenal and manpower to set up camps and handle food distribution, while its engineers handled infrastructure and doctors set up field hospitals. In the meantime, the Air Force used its planes to airlift assistance and its helicopters to conduct search-and-rescue missions. The presence of armed forces alongside humanitarian and civilian actors, however, is not without its tensions, hence the requirement and use of specific guidelines when running civil–military relations.

Civil–Military Relations During Crises:

Guidelines for civil–military coordination in Pakistan aiming to establish agreed principles and practices for constructive civil–military relations[24]

These guidelines address civil–military coordination in both complex emergency situations and disasters. The guidelines are meant to facilitate interaction between humanitarian and military actors (armed forces and paramilitary forces in the case of Pakistan), police and other civil law enforcement agencies, and relevant civilian government authorities. By signing on to the guidelines, actors make a commitment to respect the following principles:

(a) Humanitarian actors must provide assistance according to basic principles: humanity, neutrality and impartiality.
(b) Humanitarian assistance is extended with full respect to state sovereignty.
(c) Humanitarian actors must retain their ability to obtain access to vulnerable populations in all crisis-affected areas.
(d) A clear distinction must be maintained between humanitarian and military actors at all times.
(e) The independence of humanitarian action and decision-making must be preserved both at the operational and policy levels.
(f) Humanitarian assistance occurs with the ownership of the civil government and disaster management organizations.
(g) The use of military assets, armed escorts, joint humanitarian–military interventions and any other actions involving visible interaction with the military must be the option of last resort.

24 The complete guidelines are available at www.pakresponse.info/PolicyGuidelines/CivilMilitary.aspx.

ANNEX C: IOM Humanitarian Communications in 2009 Assessing Information to Respond to the Malakand Crisis

In August 2009, while military operations in Malakand were ongoing, IOM launched a survey conducted by the NGO Society of Humanitarian Empowerment for Development (SHED) Pakistan entitled "Perceptions and Usage Survey of Communications Tools by Internally Displaced Persons (IDPs) of Malakand." A similar survey may be conducted during most disasters.

It was important to understand what media worked best, and what was most possible and effective in real time, in delivering information to internally displaced persons. Such accurate elements were necessary in the design of a communications strategy that not only suited the requirements of the victims but also delivered information in a manner that victims needed and wanted to receive it.

At the same time, by including the "voice of the people" in the design of communication tools, policymakers and donors ensured greater ownership of such tools by all levels of society and citizens at large.

Main issues

(a) Channels and means of information used by affected communities, for example, word of mouth, newspapers, radio, television and community centres;
(b) Role and effectiveness of media (print and electronic) in disseminating information at the local level;
(c) Impact of informal communication, including through human networks;
(d) Language(s) used to communicate in and be understood;
(e) Literacy rate, especially that of females;
(f) Information to vulnerable populations;
(g) Places where information is received, for example, homes, barber shops, tea stalls and mosques, among others.

Main findings and recommendations

Language. Emphasis should be given to regional languages most preferred by targeted communities.

Preferred media. Radio is usually a very accessible medium for broadcasting and receiving information. However, in many traditional countries word of mouth and community centres, as well elders' meeting and religious gatherings, are

also important. On the other hand, television, due to the technical constraints in producing, broadcasting and watching programmes, is rarely a preferred medium during emergency and even early recovery.

Mobile telephones. Considering the unprecedented growth in the availability of these devices, SMS should increasingly be included as a means of communication to communities.

ANNEX D: IOM Humanitarian Communications Six Months after the 2010 Floods

Communication service	Numbers	Message(s)	Language(s)
Public service announcements (PSAs) on local radio stations	220 PSAs; 45,000 airings 2.4 million reached	• Prevention of malaria, dengue and acute watery diarrhoea • Watan card • Return procedures to Orakzai and South Waziristan	Urdu, Punjabi, Sindhi, Saraiki and Pashto
FAQ (frequently asked questions) documents	7,600 copies	• Details of available humanitarian services and access procedures • Watan card • One-room shelter strategy	English, Urdu, Sindhi, Saraiki and Pashto
Service handbook	3,500 copies printed	• Humanitarian services available in Khyber Pakhtunkhwa, Punjab and Sindh	Urdu and English
Humanitarian Call Centre	n.a.*	• Based in Peshawar • Response to queries • Outgoing SMS	Urdu, Pashto, Sindhi and Punjabi
SMS	500 SMS sent	• Shelter-building • Drinking water	Urdu (in Latin script)
Banners at distribution and camp sites		• Shelter-building • Drinking water • Registration • Return to the Federally Administered Tribal Areas (FATA) • Watan card	Urdu and Sindhi
Corporate social responsibility for private donors	n.a.	Linking the private sector to relief organizations for collaboration	n.a.
Print campaign in newspapers	n.a.	• General information • Requesting in-kind donations from the public	Urdu, Sindhi English and Pashto

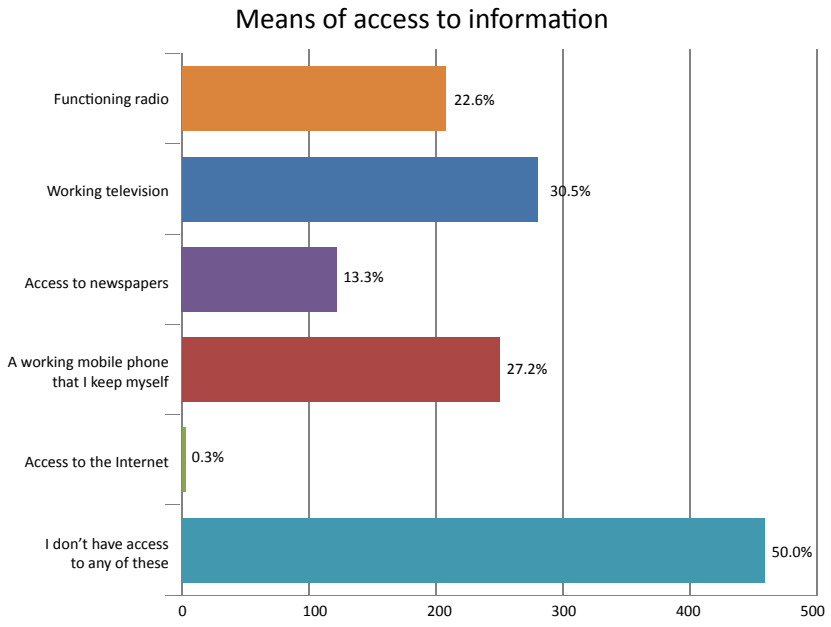
Communication service	Numbers	Message(s)	Language(s)
Training social mobilizers for WHO in Punjab and Sindh	6 training courses 320 social mobilizers trained	100 social mobilizers in Punjab and 220 in Sindh trained in communications to support government health departments	Urdu and Sindhi
Social networkers	3,500 volunteers	Spreading out messages to respective networks and communities	Urdu, Pashto Sindhi and Saraiki
Translation services	n.a.	• Shelter advisories • Land rights issues	Urdu

* Not applicable

2010: Assessing humanitarian communications following the floods

The study "Information that Saves Lives – Providing Humanitarian Information to Flood-affected People in Pakistan" was undertaken by the CDAC Network on behalf of the humanitarian community. It looked at the impact of humanitarian information provided by all communications partners in Sindh and Punjab three months after the floods.

Main findings



(a) *Access to information*: Irregular, with no areas having "good" information;
(b) *Television and radio*: At the broadest reaches, slightly over 30 per cent for television and 20 per cent for radio;
(c) *Gender inequality*: Extremely high, with over 80 per cent of women not receiving information in some locations;
(d) *Traditional channels*: Use of loudspeakers at mosques, for example, is high in Punjab, but very low in Sindh;
(e) *Mobile phones*: Findings suggest that they are under-utilized.

Recommendations

Based on the findings, a communications strategy must:

(a) Be **multi-oriented**, adapting to the locality and uses a combination of media tools, as well as engage local community and human networks.
(b) Give special attention to **vulnerable populations**, children, elders and women.
(c) Consider a better use for **mobile phones**.

ANNEX E: Media Development Agencies

Traditional information in Pakistan by media development agencies

Internews leads the Humanitarian Information Project (HIP), a project involving traditional radio news programmes that broadcasts information about the impact of the floods and the humanitarian community's efforts. HIP works with three radio stations with programmes and provides information about health, hygiene, nutrition, sanitation, education, shelter and gender issues, among others. (Visit www.hip.org.pk for more information.)

The Far East Broadcasting Association produces a daily two-hour programme on flood response issues and conducts training sessions for journalists on flood response.

In the immediate aftermath of the floods, the British Department of International Development funded six daily bulletins (three in Pashto and three in Urdu) which were broadcast by Internews and the BBC World Service Trust through 34 partner radio networks. Bulletins provided advice and information on, for example, where to get food and shelter, how to avoid disease, and how to stay safe. They benefitted over an estimated 60 million people.

ANNEX F: Terms of Reference for Humanitarian Call Centre Attendants

Under the overall supervision of the regional representative, and in accordance with directives received from the Head of the Emergency and Stabilization Department, the Emergency Officer, the Humanitarian Communications Team Leader and the provincial coordinator, Humanitarian Call Centre attendants are responsible for providing communications support through calls during the implementation of the Humanitarian Communications Project.

Generic duties

(a) Handle incoming and outgoing calls to and from disaster-affected or vulnerable groups from all affected areas of Pakistan;
(b) Provide life-saving information to the disaster-affected and ensure the information provided is accurate;
(c) Gather issues and complaints received through incoming calls and report them to the information manager;
(d) Get back to the disaster-affected, through phone calls, with accurate information;
(e) Work in tandem with humanitarian communications provincial coordinators and highlight information gaps and issues;
(f) Maintain quality standards for all incoming and outgoing calls;
(g) Perform any other relevant duty that may be assigned by the Humanitarian Communications Team Leader.

ANNEX G: Humanitarian SMS Service in Pakistan

Objective

To reach the maximum number of people with fast and accurate information.

Target users of the service

(a) The SMS service is a primary tool for informing field staff of national and international organizations and all the humanitarian actors and partners of the human network.
(b) The service is available to all people who can read and understand romanized Urdu (Urdu written in the Latin alphabet, e.g. "*Aaj haath dhonay ka allmi din manaya ja raha hai*").

Requirements for transmitting information

Name, mobile number, union council (or sherwan), *tehsil*, village, district, province and the official designation (e.g. imam or lady health worker) of the receiver.

Type of information to be disseminated

Urgent information, for example, the schedule of Watan card distribution and news about an outbreak of malaria.

ANNEX H: Assessment of IOM's Voice Broadcast Message Pilot Project in Pakistan

Project description

A pilot project was carried out to establish an information network between humanitarian communications offices in Pakistan and human networks on the ground. A pre-recorded voice message was sent out to 50 randomly selected members of the human networks across all four provinces of Pakistan.

Methodology

The first pilot for the human networks was conducted using voice broadcast messages (VBMs). With operations outsourced to telecommunications company MVergence Media, pre-recorded audio VBMs were relayed through phone calls to prospective respondents' mobile numbers. For two weeks, four VBMs were repeatedly sent to 50 randomly selected members of the Human Network.

The Monitoring and Evaluation Unit of the Humanitarian Communications Project developed a survey questionnaire. Once the broadcasts were complete, phone calls were made to 10 persons (which represented 20% of the pilot group), to which the questionnaire was administered.

Sample characteristics

(a) Pilot group size: 50 persons;
(b) Sample group size: 10 persons (20% of the pilot group).

Key findings

(a) Fifty per cent (50%) of the respondents received the VBMs.
(b) Eighty per cent (80%) stated that they would like to receive more VBMs.
(c) Approximately half of the respondents stated that they found the VBMs clear and understandable.
(d) Twenty per cent (20%) claimed they did not pay attention to the VBMs because they were in Urdu.
(e) All respondents agreed that VBMs are helpful in disseminating messages.

Data analysis

In order to gauge the effectiveness of the VBMs, the Monitoring and Evaluation Unit of the Humanitarian Communications Project developed a survey questionnaire. Utilizing the existing contact list of the human network, calls were made to ask respondents to complete the questionnaires.

A total of five persons (out of 10, i.e. 50%) reported receiving the VBMs. Referring to the broadcast report by MVergence Media (Annex B), only nine (18%) out of the 50 randomly selected numbers did not receive any message from the four broadcasts, which could mean any of the following possibilities:

(a) They did not remember receiving the message.
(b) They did not pick up the phone.
(c) They did not listen to the full message.

Recommendations

(a) Human networks across Pakistan should be informed about the VBM initiative.
(b) Messages should be sent at a fixed time and the Human Networks informed about it.
(c) The human network contact list needs to be updated with valid telephone numbers.
(d) Messages should be recorded in a local or regional language.
(e) Only 20 per cent of the recipients passed on the contents of the VBMs, which may indicate a lack of instructions for sharing the message.
(f) Eighty per cent (80%) of the respondents stated that they would like to receive more VBMs at least once a week.
(g) In general, more information sessions must be held at the field level to inform the human networks and the general public about available humanitarian services.

Way Forward

There may be too much information to grasp in a single listening of the audio message. This results in confusion and/or misunderstanding. Therefore, the receiver should be given the option to replay the VBM.

ANNEX I: Watan Cards FAQs

1. I am a widow and my husband died during the recent floods, but his death was not registered with the local administration. Is there any limitation on getting Watan cards in such cases?

The District Coordination Officer (DCO) has identified "flood-affected areas." If your house has been assessed by a government agency and you belong to an identified flood-affected area, then the head of your family, irrespective of gender, will get a Watan card. If you belong to a flood-affected area and have not yet received your Watan card, call the National Database and Registration Authority (NADRA) helpline to check the status of your application. If you are a widow, a Watan card will be provided to you as head of household. If the death of your husband has not been registered, contact your DCO to submit a written request. The approval will be made by NADRA to assign you as the head of your family, after which you can apply for a Watan card.

If your husband did not register with NADRA for a computerized national ID card (CNIC), you should apply for a CNIC by providing the following documents:

- (Computerized) national ID cards (C/NIC) of your parents (new or old)
- Marriage certificate
- Manual Form B or school certificate
- Birth certificate (available from your union council)
- Death certificate of your husband

2. I am a flood-affected person. I applied for a new ID two months ago, but it still has not been issued. Why? Also, how long does it take to issue a Computerized National Identity Card (CNIC)?

The standard process of applying for a new CNIC takes almost two months. If the CNIC is required on an urgent basis, then a request for urgent delivery should be made to NADRA, and it will only take 15 days. If it takes more than two months to receive your CNIC, contact NADRA (numbers removed) or the Provincial Disaster Management Agency (PDMA) (numbers removed).

Cost of a Computerized National Identity Card

Sr.	Category	Normal (PRs)	Urgent (PRs)
1	New	0	200
2	Modification	150	200
3	Renewal	75	200
4	Duplicate	150	200

3. I received my Watan card but did not get any cash from the ATM machine when I used it for the first time. Do I have to reapply for a Watan card?

It takes 48 hours to activate a Watan card. If you use your card within the first 48 hours, it would not indicate any balance. If it does not work after 48 hours, you should immediately contact the nearest bank and register your complaint. You can also call your PDMA for assistance, or NADRA (numbers removed) or the IOM Humanitarian Call Centre (numbers removed) to lodge your complaint.

If the problem is due to a verification issue, you would need to report to the closest NADRA office. In most of these cases, the complainant doesn't have a CNIC. If your CNIC was made before 2005, you would need to get a replacement, as that may be causing the problem. The card may also have been deactivated. After one unsuccessful attempt to use the card, it will need to be reactivated.

4. If, due to multiple entries, my Watan card is temporarily blocked/taken, who should be contacted for help?

If the PIN code is entered incorrectly three times, the card is taken by the ATM. In this case, immediately contact the nearest bank or dial "0" on the ATM phone to talk to a representative. You may also proceed to the nearest bank or dial the helpline (numbers removed) if you card has been blocked.

5. Is a divorced woman eligible to be classified as the head of her family and thus receive a Watan card? How can I get more information on my rights?

Yes, you can still get a Watan card if you are divorced, as long as your record with NADRA is updated. Submit a copy of the divorce certificate, along with an application for status update. The records will be updated to show you as the head of your family. For more information, you may call NADRA's helpline (numbers removed) or visit their nearest office.

6. I come from a "flood-affected area" and I am being charged for the Watan card and the CNIC. Are there any charges applicable on the Watan card? What should I do in such a situation?

There is no fee applicable on Watan cards. If you are being charged for the card, immediately inform your DCO in writing or contact NADRA (numbers removed) or PDMA (numbers removed). There is no fee applicable on a new CNIC either. If you want to get a renewal or a duplicate, a fee of PRs 75 and PRs 150, respectively, is applicable. If you are being charged any amount on a new CNIC, immediately

inform your DCO and submit a complaint in writing. NADRA and Watan cards work separately. There are no representatives dealing with Watan card issues at NADRA offices.

7. NADRA requires attested documents for the provision of the CNIC, but there are no Gazette Officers or Oath Commissioners in my area. What should I do?

DCOs, Assistant Coordinating Officers (ACOs) and Executive District Officers are gazette officers and are authorized to attest documents. Moreover, senior school teachers and principals of government schools may also attest documents.

8. NADRA requires documents for the processing of the CNIC and the Watan card, but I have lost all documents during the floods. What should I do?

If you lost your documents during the floods and you belong to an identified flood-affected area, a written application has to be submitted to the DCO stating details about your residential status in the area. Once this is approved by the DCO, it should be submitted to the closest NADRA office in the district. A reference CNIC can also help you in receiving a new CNIC; examples of reference CNICs include those of your mother, father, brother, sister, son, daughter, husband or wife.

9. I lost my Watan card. Where do I report the loss and how does the replacement process go?

You must report the loss to the nearest bank and give a statement at the police station, a copy of which should be provided to the DCO, PDMA, NADRA and the bank. The relevant authorities will help you.

10. I am an internally displaced person from a "flood-affected area." I have received an initial amount of PRs 20,000 through my Watan card; will I get more instalments on my Watan card? Will we get another PRs 80,000 in cheques?

The remaining amount against the Watan cards will be issued following an announcement by the government. No decision has been taken on this yet.

11. I am eligible to receive a Watan card but have not received it yet. What should I do?

Please take note that there is no eligibility form for Watan cards. Anyone who is from a notified flood-affected district is eligible for a Watan card. Please follow the process outlined below in order to obtain a Watan card:

(a) Proceed to the Watan card camp.
(b) Present your CNIC for validation.
(c) Present your CNIC for verification.
(d) Fill out the registration form.
(e) The government issues an ID registration form.
(f) Get a referral to a bank.
(g) Claim your Watan ATM card after providing the ID registration form.

12. I am from a flood-affected area, but I am unable to get a Watan card. I have been told there is a problem with my address. What should I do?

Flood-affected heads of household who were not issued Watan cards because their permanent addresses differ from their present addresses will be issued Watan cards in a second phase. You have to submit an application to the DCO. He will assign a *patwari* (village accountant) for further verification. The *patwari* will update the DCO with the background of your specific case, which will be forwarded to the PDMA by the DCO. PDMA will further transfer it to NADRA, which will decide whether or not to add you on the Watan card database.

13. I am from a flood-affected area, but I do not have this address on my CNIC. I cannot get a Watan card because of this. What should I do?

Contact your DCO, who should be given a written request stating the problem. If your case is approved by the DCO, it will be referred to NADRA for a change of address. Once the address is changed, you are eligible for a Watan card.

14. It has been almost two weeks since I got the Watan card but there is no amount reflected on my account. Will I actually be able to get the money or not?

If the ATM says that it is “out of cash,” it simply means that there is no cash available in the machine. In such cases, try another ATM to withdraw money from. (Remember that you can withdraw cash at any ATM in your area.) If, in case, the second ATM likewise does not allow a withdrawal, then this could indicate a problem with thumbprint (or other fingerprint) verification or with the cardholder’s photo. Proceed to the closest NADRA office or bank.

15. My name is not in the list issued by NADRA. Will I still be able to get a Watan card?

If your name is not on the list at this point in time, it may not be possible to receive a Watan card, as registration for the Watan cards has been closed. Only those whose names are on the list and have not received the money may be assisted.

16. I am a widow. I have submitted my husband's death certificate to NADRA and reported to DCO but have not heard back from them. What should I do?

It is possible that your thumb (or other finger) impressions could not be verified, or you may not have a CNIC. If the NIC was issued before 2005, then you need to get a CNIC.

17. I am a registered resident of Multan, but I am residing in Kot Addu's flood-affected union council. Since Multan was not declared a flood-hit area, I was denied any assistance. What should I do?

In such a case you will not be issued a Watan card, as they are only issued for government notified "flood-affected areas" where destruction has occurred. Affectees with addresses elsewhere are not eligible to receive Watan cards. The verification is done by NADRA according to areas notified by DCOs. If you have been living in this area for a long time, then you can get your address changed after verification from the *patwari* through the DCO.

18. My name is not on the list of the flood affectees released so far. What can I do?

Watan card distribution has been suspended until the Government cleans the first log and NADRA updates the changes in the records."

19. I am a lady health supervisor who has served in Gujarat for many years. However, my national ID card shows that I am registered as a resident of Multan. I presented my service documents to NADRA, including my local service identity card, but according to NADRA I am not eligible. What should I do?

Only heads of families from notified *mouzas* of affected districts are eligible to receive Watan cards. A Watan card would be allotted to you only if you have an address in a notified area. In such cases, your DCO should submit a written application to NADRA for a change of address. Once the address has been changed, you are eligible for a Watan card.

20. I did not have an NIC, but now that I have one, shouldn't I be eligible for a Watan card?

The first round of names have been compiled and issued by NADRA. Registration is currently closed, and if your name is not on the list, you would not be eligible for a Watan card for the time being. Also, a CNIC does not necessarily guarantee a person's eligibility for a Watan card. You are eligible only if you belong to a flood-affected area.

21. How will I get a Watan card if I was not at home during a housing survey?

Watan cards have no link with housing surveys. These are thus two separate issues.

22. How soon should I report that I have lost my Watan card?

Immediately report the loss by calling the helpline of the bank which issued the card (e.g. Alfalah, UBL, Allied Bank, among others). Your bank may then issue you a new Watan card within two to three days.

23. I have a computerized national ID card (CNIC) but it was issued before 2005. Am I still eligible for a Watan card?

If you have a CNIC issued before 2005, you should apply for a new one. Having a CNIC issued after 2005, however, does not make anyone eligible to receive a Watan card or be compensated. You are eligible only if you belong to an area which has been flood-affected and is on the list of affected areas.

24. Do I need to activate my card before withdrawing money?

Yes, the card should be activated before withdrawing money by calling the helpline number mentioned on the back of the Watan card.

25. My account says that the balance on it is zero, what should I do?

If you are facing a problem like a balance of zero on your Watan card, there could be either an issue of the ATM machine being out of cash – in such a case try withdrawing again at a later time, or use another ATM. Also, know that it takes 48 hours for your Watan card to be activated before withdrawing money for the first time. For more help, visit your bank or call UBL's helpline (numbers removed).

26. If a person registers for a Watan card then passes away or goes abroad, how can his or her next of kin (above 18 years of age) receive the Watan card and cash on his or her behalf?

According to hereditary laws, the heirs of the deceased applicant can claim his or her Watan card, but they have to present the death certificate of that person. The death certificate has to be verified by the DCO of the district concerned. If the applicant is outside the country, he or she has to give a verified statement that he or she resides abroad and his Watan card can be issued to his or her heirs.

27. Is there any easy way for widows and female heads of household to obtain Watan cards?

There are separate locations for widows and female heads of household to collect their forms and get their Watan cards. For further assistance, they can call PDMA (numbers removed) from 8 a.m. to 10 p.m. (Mondays to Saturdays) for assistance.

28. Some Watan cards have been suspended because of missing address information or NIC number. What should they do?

You should go to NADRA office and update their information on NADRA databases.

ANNEX J: Terms of Reference for Monitoring and Evaluation Specialist

Under the overall supervision of the IOM Regional Representative, and in accordance with directives received from the Head of the Emergency and Stabilization Department, the Emergency Officer and the Humanitarian Communications Team Leader, the Monitoring and Evaluation Specialist will be responsible for ensuring support and operations activities of the Humanitarian Communications Project, specifically in coordinating humanitarian communications activities at the national level. These activities include the following:

(a) Developing the overall framework for the Monitoring and Evaluation Project in accordance with the mandate of the Humanitarian Communications Project;
(b) Conducting a readiness assessment for monitoring and evaluation, assessing whether the information reaches the target audience, the effectiveness of the information, and the existing capacity;
(c) Identifying the core information needs of project management and the project's funding agencies and cooperating institutions;
(d) Identifying the requirements for collecting baseline data, preparing the terms of reference for and making arrangements for the conduct of a baseline survey;
(e) Contributing to the development of the Annual Work Plan, ensuring its alignment with the project strategy, agreeing on annual targets and including monitoring and evaluation activities in the workplan;
(f) Preparing a detailed monitoring and evaluation budget for proposed activities and a calendar of monitoring and evaluation activities;
(g) Promoting a results-based approach to monitoring and evaluation, emphasizing results and impacts;
(h) Ensuring a single reporting format and that indicators are developed;
(i) Coordinating the preparation of all project reports from monitoring and evaluation staff at hub offices in all areas of humanitarian communications operations; also, guiding staff and implementing partners in preparing progress reports (including quarterly progress reports, annual project reports, inception reports and ad hoc technical reports), in accordance with approved reporting formats, and ensuring their timely submission;
(j) Preparing consolidated progress reports for project management that identify problems and potential causes of bottleneck in project implementation, and providing specific recommendations;

(k) Checking that monitoring data are discussed in the appropriate forum and in a timely fashion (in terms of their implications for future action) and, if necessary, creating such discussion forums to fill any knowledge gaps;
(l) Undertaking regular visits to the field to support the implementation of monitoring and evaluation, identifying where adaptations might be needed;
(m) Fostering participatory planning and monitoring by training and involving primary stakeholder groups in the monitoring and evaluation of activities;
(n) Consolidating lessons learned in a forum attended by all project staff and allocating specific responsibilities.

ANNEX K: Public Service Announcements

Below are some public service announcements used during the response to the disaster caused by the 2010 Pakistan floods:

Relief distribution sites

Distribution of food and shelter items is ongoing for all flood affectees who have been registered and verified by the National Database and Registration Authority. These affectees include people who have returned to their home districts and those who are still displaced. As a registered internally displaced person, you can receive food assistance from the World Food Programme (WFP). WFP provides food at the Peshawar, Mardan, Nowshera, Charsadda, Swabi, Swat, Kohat, Tank, DI Khan, Buner and Bajaur Agency hubs, as well as at the Jalala, Benazir, Jalozai, Palosa 1 and Kacha Ghari 1 and 2 camps.

Relocation for internally displaced persons

If you are a displaced person living in a school that is now being vacated, or if you are staying in a camp that is marked for closure, you can relocate to Jalozai, Nowshera and Jalala, Mardan. To do so, internally displaced persons must call the PDMA helpline and make the request. Take note, however, that government registration at the Jalozai camp (which entitles you to a cash grant) is currently on hold.

Computerized National Identity Card

The Government of Pakistan relies on CNICs (Computerized National Identity Cards) to identify and help people during emergencies. It is important for your family's safety that all adult members of your family – male or female, married or single – have CNICs. Husbands, wives, sisters, brothers, mothers, fathers and all children should be registered with NADRA to ensure that everyone in the family can get assistance in an emergency. Couples (i.e. both husband and wife) should go to the nearest NADRA office and take along their *nikkah nama* (marriage certificate). Unmarried, widowed and divorced men and women can register on their own. In addition, NADRA offices have separate waiting areas for women and often have female staff to assist female applicants. If you are registering your child, take to the NADRA office his or her school papers and birth certificate, and, if possible, the child himself or herself. If the child doesn't have any documents, just bring him or her along. Every Pakistani attaining the age of 18 years is issued a CNIC. Children are registered on Form B, which is for the whole family. These two things are important for your own family's emergency preparedness. There are no fees to pay if you are applying for a CNIC for the first time. NADRA records

are also an important source of community planning information on household size.

Registration for assistance using the Computerized National Identity Card

The government and UN agencies assist only those internally displaced persons whose registration has been verified. This registration is an important part of your documentation. If you do not have a national ID Card, or if it has not yet been verified, please note that NADRA has established booths at Salam Pur, Aman Kot, Shareef Abad and Akba (Saidu) to help internally displaced persons with this issue.

Lost ration card

Getting a replacement for a lost registration or ration card is not possible, but you can still get your ration through the yellow registration page. Lost ration cards are not replaced. In cases of genuine loss, the cardholder must know the card number to avail rations without the ration card.

(Each of the messages above ended with the following closing line: "This message is brought to you by the Humanitarian Community.")

Bajaur registration requested by the Humanitarian Community

Registration of affectees in Bajaur and Bara. This registration is only for new affectees and recently displaced people of Bajaur and Bara. The affectees should get themselves registered at the office of the UN High Commissioner for Refugees or of the International Rescue Committee in Jalozai Camp. The affectees will be given a place to stay, tents and food supplies in the same camp they have registered themselves in. Please bear in mind that the aid will begin 10 days after registration. This message is brought to you by the humanitarian committee's protection cluster.

Bajaur registration requested by PDMA/PaRRSA

Important announcement for affectees in Bajaur. PDMA/PaRRSA has arranged for new registrations for affectees of Bajaur in Jalozai Camp, Noshera, Walikando, [and] Lower Dir. Please bring your identification card along with you for the registration process. Registration and food supplies will be delivered inside the camp. Whoever leaves the camp, their registration will be cancelled. This registration is not related to the PRs 25,000 cash grant. This message is brought to you by PDMA/PaRRSA, Government of NWFP.

ANNEX L: FAQ document examples

Watan card FAQs II (Khyber Pakhtunkhwa edition)

A Watan card beneficiary from Phase-I has died. Can his widow become a beneficiary in Phase II?

Yes, she can. To receive the Watan card on her husband's behalf, she must:

(a) Obtain his original death certificate, which can be obtained from her local union council office, where all deaths are registered, and get her CNIC updated.
(b) Approach the grievance redressal counter at her local Watan card centre with both documents, that is, her husband's death certificate and her updated CNIC. Her grievance will then be lodged and forwarded to the District Review Committee for a final decision.

Watan card FAQs I (Operations manual version)

Is everyone who has already received a Watan card during Phase I eligible for compensation under Phase II?

No. There are four aspects to that difference:

(a) If his or her house was not damaged, the Watan cardholder will not receive Phase II benefits. Cardholders with damaged houses are identified for inclusion in Phase II through the PDMA house damage survey. If a cardholder has been excluded but believes that his or her house to have been damaged by the flood, he or she can submit an appeal.
(b) Only household heads, and not family heads, receive benefits for damaged houses. Thus, some family heads may be excluded in Phase II. (If anyone believes that he or she has been wrongly excluded on this basis, he or she should submit an appeal.)
(c) Household heads may be excluded from Phase II on the basis of household income.
(d) Phase I beneficiaries who are vulnerable (female-headed or disabled-headed) families will receive whether their house is flood-damaged or not.

Pakistan card FAQs

What is the difference between the Watan and the Pakistan cards?

The Watan card was an initiative of the Government of Pakistan, issued – specifically by NADRA – to families affected by the catastrophic floods of 2010. This card provided the beneficiary a one-time payment of PRs 20,000 under Phase I and a payment of PRs 40,000 (in two tranches of PRs. 20,000 each) under Phase II.

The Pakistan card is meant for those affected by the rains and flash floods of 2011 and should not be confused with Phase II of the Watan card project, which has recently started in Khyber–Pakhtunkhwa.

Mohmand Returns 2011 FAQs

What should I do if I am from a safe area of Mohmand Agency?

Go to the voluntary return desk and present your CNIC and IDP registration documents. You need to fill out the voluntary return form available from the voluntary return desks in the camp in order to be eligible for any type of assistance provided to returnees.

Does the head of household have to go in person?

Yes, a voluntary return form needs to be filled out by the household head in person for the entire family. Applications by female-headed households are processed separately at desks particularly dedicated to this purpose.

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