Global Shelter Cluster
ShelterCluster.org
Coordinating Humanitarian Shelter

Step 5 Developing detailed IEC for audience/ stakeholder and communication channel

Informing Choice for Better Shelter

A Protocol for Developing Shelter and Settlement Information Education Communication (IEC) Resources

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Global Shelter Cluster – Promoting Safer Building Working Group

Protocol contents

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Step 5 Developing detailed IEC for audience/ stakeholder and communication channel

5.1 Introduction

- This is the step that humanitarian agency staff are generally most familiar with since this is normally the main task considered when developing messaging.
- At this stage the technical working group (TWG) should have:
  - assessment information related to building culture, knowledge, attitudes, practice, important behaviour factors, communication practices and preferences
  - categories and ranking of failure mechanisms
  - IEC themes
  - preliminary objectives of IEC resources
  - list of stakeholder groups related to better shelter and settlement
  - segmentation of households list
  - understanding of roles in the household related to better shelter and settlement objectives
  - communication channel analysis.
- The information described in this step primarily concerns how to develop detailed messaging related to better building construction practices, however, some of the principles covered here will be relevant to other IEC themes and rounds.

5.2 Agreeing failure or shelter vulnerability category to focus on

5.2.1 Importance of sub-step

- This sub-step is about reviewing and confirming the output of 2.3 Categorise failure mechanisms by element of the building or practice sub-step, in light of the outputs from the subsequent steps. For example, some vulnerabilities rather than others may be more appropriate to inform, educate and communicate upon through IEC initiatives, when considering the audience, the complexity of the technical solution, the financial or material needs and the communication channels available.
- Through this review the TWG should be able to focus the development of the detailed IEC resources.
- The more messages it contains and the more complex an IEC resource is the less likely it is to have the intended impact. This sub-step is proposed to support TWGs to rank the most important failure categories or shelter and settlement vulnerabilities to focus on, which will need consideration of their importance to safety, durability, health and dignity factors in the household, but also the potential for change (i.e. for the objective to be contributed to through an IEC resource).

5.2.2 Process – agreeing failure category or shelter vulnerability category to focus on

- Review information from previous steps, assessment, preliminary objectives, stakeholder and audience mapping, and communication channel analysis.
- Review themes and failure mechanisms and shelter vulnerability categorisations.
- Re-rank the categories based on the review of all the information. Ensure representation of key stakeholders (such as shelter cluster lead, local built environment professionals, and, if possible, community leaders or some household representatives) in the review and ranking.

- Where evidence is still lacking on the importance of some failure mechanism or shelter vulnerability categories, document this.

5.2.3 Output – agreeing failure or shelter vulnerability to focus on

- Ranked list of failure mechanism or shelter vulnerability categories for TWG to focus upon for detailed message development.

5.3 Defining the sub-messages (technical solutions) related to each failure mechanism or shelter vulnerability category

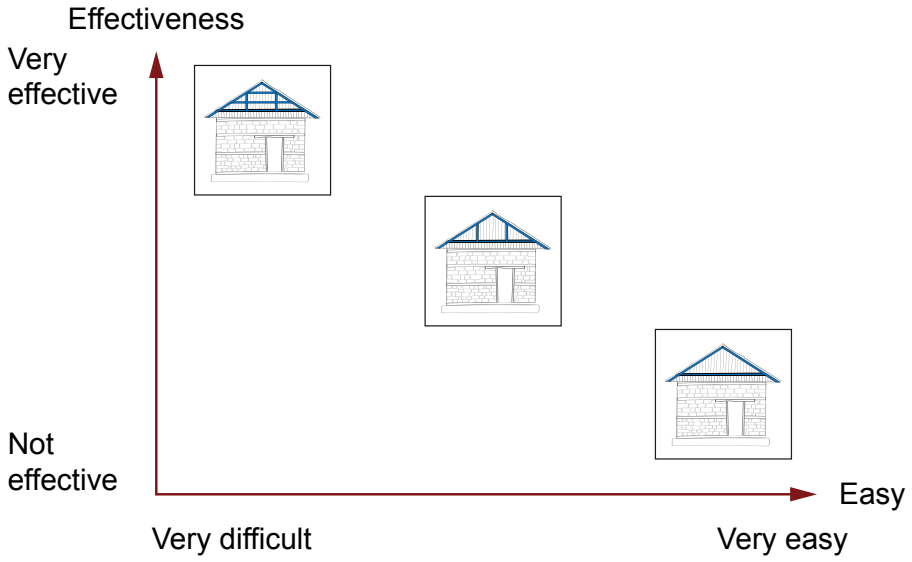
5.3.1 Importance of sub-step

- For each failure or shelter vulnerability category there will be a number of different ways to reduce the vulnerability. This sub-step should focus on the most important ones and recognise that solutions need to be grounded in the local context and applicable to the differing resources available to households with different capacities.
- Once sub-messages have been developed and agreed upon the IEC resource can be developed in relation to these.

5.3.2 Process – defining the sub-messages (technical solutions)

- For each failure mechanism or shelter vulnerability, in different contexts undertake workshops/ focus group discussions (FGDs) with households, skilled tradespeople (builders, carpenters, masons) to consider technical solutions. PASSA[1] 'Activity 5: Options for solutions'[2] or similar is recommended to facilitate these workshops or FGDs.

Example for gable wall failure, traditional stone house, Nepal



- Provide one example set of pre-drawn sketches (as shown above) to help participants understand the task of generating technical solutions and plotting them on the above graph. Ensure plenty of pencils and paper are available. Allow people to use phones or tablets if they have them and want to find and show images of what they are referring to. If feasible, have different sorts of building materials and some tools available so that participants can potentially create model items (e.g. joints).

[1] IFRC (2011) PASSA, Participatory Approach for Safe Shelter Awareness, http://www.ifrc.org/PageFiles/95526/publications/305400-PASSA%20manual-EN-LR.pdf
[2] Methodology from Activity 5 PASSA, as above, image shown from Shelter Cluster Nepal EQ 2015 Early Recovery Messages, https://www.sheltercluster.org/sites/default/files/docs/english_151124_10_key_messages_0.pdf

- Encourage participants to focus on solutions grounded in what they have seen undertaken locally.
- Assign different failure mechanisms or shelter vulnerabilities to different groups. However, where possible, for higher ranked failure mechanisms have multiple groups look at options for solutions.
- Document the information through notes and photos (of any models and the output of the PASSA activity 'Options for solutions').

- Completion of the chart shown for this sub-step allows for identification of the easy wins which may be low cost, easily understood and adopted, and are high impact.
- Review the output of the activity 'Options for solutions' with TWG members and key consultees who are built environment professionals and expert skilled tradespeople (builders, carpenters, masons). Gather evidence related to the likely impact of these solutions on better shelter and settlement.
- It is important to review the 'Options for solutions' in relation to the building code, and any requirements that government or agencies may place in relation to accessing household reconstruction funds under a recovery programme. There is a risk that if the shelter cluster promotes something which later stops households being eligible to access assistance then the cluster could be compromising 'do no harm' humanitarian principles.
- The TWG may also be delayed from releasing IEC because a technical consensus cannot be reached, or revision of building codes is expected.
- The other side of the risk is that if the TWG is paralysed from releasing IEC because of this potential for 'harm' then many households may be constructing with minimal support and significant information gaps which may compromise shelter and settlement outcomes. A candid discussion will need to happen with TWG agencies, government lead and key stakeholders in relation to these risks as early as possible. It may be possible to agree simple advice on key issues which are of lower risk.
- Generate the following primary and sub-message table in ranked order based on the potential solutions identified: see example below.

Failure mechanism/ shelter vulnerability category	**Potential solutions**	**Notes**	**Evidence related to appropriateness of sub-message**
1. Gable wall failure	1. Connect gables to roof structure		Report from experimental testing
	2. Use lighter gable material		
	3. Band opening in gable		
2. Weak or missing banding	1. Provide bands at multiple levels	1. Top of wall band 2. Floor plate band, etc. 3. Provide as many bands as possible, etc.	
	2. Ensure band continuity		
	3. Use strong materials		
	4. Provide strong connections		
Etc.			

- Siting is likely to be considered as a key message, although it is appreciated that for some (particularly in confined urban environments) there is no choice as to what geographical location a house can be positioned in. It may still be appropriate to message in relation to the orientation of a house, or settlement risk reduction works, such as retaining walls, for example.

5.3.3 Output – defining the sub-messages (technical solutions)

- Primary message and sub-message table.
- Shelter practitioners within the TWG should hold workshops with their agency staff as part of the sensitisation of these staff to encourage them all to understand, share and stay 'on-message' with the common agreed messages with regards to better shelter and settlement IEC. Gather agency staff feedback for TWG.

Shelter construction workshop – Vanuatu cyclone response 2015. Photo: Robert McKechnie/Save the Children, Vanuatu, 2015.

5.4 Field test potential solutions

5.4.1 Importance of sub-step

- Potential technical solutions must be grounded in local context and be feasible with the resources households are likely to have. Potential solutions must also be shown to contribute to better shelter and settlement; although in some cases this will be intuitive or there will be strong evidence, in other cases there may not be.
- Solutions must be tested both for feasibility and to check they contribute to better shelter and settlement.

5.4.2 Process – field test potential solutions

- Agencies engaged in shelter programmes will likely have some skilled tradespeople (builders, carpenters, masons) in their teams. Ask them to build models of proposed solutions. Take photos and document the process throughout. Ask them to test items to destruction, even if the testing is relatively crude (e.g. pushing braced frames over by hand).

- Take some of the photos and documentation for discussion with focus groups and for use in key informant interviews (KIIs) with other key stakeholders in different contexts (in other parts of the country, for example) to check applicability.
- Cost up the potential solutions.
  - The biggest barrier to better shelter and settlement is likely to be resources. To assist with understanding how a household might prioritise safer building elements (e.g. roofing screws vs. twisted shank umbrella nails vs. plank shank umbrella nails), cost up the elements of a building and also any proposed specific better shelter and settlement measures.
  - This was undertaken in the Haiti 2010 earthquake response by UN-Habitat[3] as a way of helping national engineers who were going to support technical assistance at household level understand how households might prioritise. This was after experience of a similar approach undertaken after the 2005 Pakistan earthquake by the Earthquake Reconstruction and Rehabilitation Authority (ERRA) and supported by UN-Habitat and the Swiss Agency for Development and Cooperation (SDC).
  - From sub-step 1.8 Identifying values related to the home, review how much people spend on constructing their homes, and their operation and maintenance, and how this relates to potential solutions.

5.4.3 Output – field test potential solutions

- Photos and documentation relating to different options for solutions, and costs and resource needs associated with better shelter and settlement measures.
- Evidence related to the feasibility of different better shelter and settlement measures and solutions. This can lead to dropping promotion related to some measures and prioritising others.
- Some evidence, even if not rigorous, related to the risk reduction potential of different measures.

5.5 IEC resources for different stakeholders

5.5.1 Importance of sub-step

- Different IEC resources will need to be developed for different stakeholders. There is a need to match the messages and sub-messages with the communication channel and the stakeholder to ensure impact and that better shelter and settlement objectives are most likely to be met.

5.5.2 Process – IEC resources for different stakeholders

- Reflecting on the sub-messages, stakeholder group and audience analysis, segmentation and communication channel analysis, the TWG group should complete a table similar to the one below. However, note that this example below is for a better shelter and settlement objective related to promoting safer building.

[3] Ben Noble, conversation with David Dalgado in Cox's Bazar, 25 March 2018.

Failure mechanism/ shelter vulnerability category	Sub-message/ solution	Stakeholder/audience	Communication channel
Roof failure	Thicker CGI sheeting	National government	Advocacy paper
		Building code agency	Advocacy paper
		Enforcement agency	Advocacy paper Reproduce guidance on testing
		CGI sheet producers and importers	Advocacy paper
	1. Thicker CGI sheeting 2. Appropriate fixings – twisted shank umbrella nails	Hardware stores	Potentially, print an extract from the building code Radio chat show – importance (attitude)
	1. Thicker CGI sheeting 2. Appropriate fixings – twisted shank umbrella nails 3. Nailing pattern 4. Eave length and veranda (open canopy) detached from house	Skilled trades (builders, carpenters, masons)	Radio chat show – importance (attitude) YouTube video – importance (attitude) and knowledge Posters Leaflets Promoting safer building workshops at technical colleges Additions to technical college/institutes' curriculums
	1. Thicker CGI sheeting 2. Appropriate fixings – twisted shank umbrella nails 3. Nailing pattern 4. Eave length and veranda (open canopy) detached from house 5. Tie down in a storm	Household general	Radio chat show – importance (attitude) YouTube video – importance (attitude) and knowledge Posters Leaflets Community promoting safer building workshops
	As above	Household segment (rural independents)	In addition to the channels listed above in household (HH) general Community briefings delivered with support of faith leaders.
	As above	Household segment (urban independents)	In addition to the channels listed above in household (HH) general Advocacy paper with insurance industry, and leaflets delivered with insurance applications
Gable wall			
Etc.			

- To illustrate with an example that does not relate to a promoting safer building shelter and settlement outcome, the following example is given for a housing, land and property rights-related objective, in relation to promoting durable solutions.

Housing, land and property (HLP) rights issue	Sub-message/ solution	Stakeholder/ audience	Communication channel
Those who live in informal settlements have limited HLP rights	Many neighbouring countries have brought in legislation that gives some HLP rights after time in occupation and this has led to households investing in their homes and improvements in health indicators	National government	Advocacy paper
Those who live in informal settlements have limited HLP rights	Allowing informal settlement households to register for tax increases a household's security of tenure and increases tax revenues for local government	Local government	Advocacy discussion with local government association
Informal settlement households already have some HLP rights, but few households are aware of this	The key HLP rights informal settlement households should be aware of are …, …, and …. Further information and assistance on these rights can be found at ….	Household general	Radio talk show with call ins on appropriate popular radio station
Etc.			

- Seek support from the Communicating with Communities Working Group (CWC WG) in relation to this task.
- Remember to select the communication channel based on the objectives of what the TWG is trying to achieve, as discussed in the communication channel analysis sub-step. Some channels lend themselves to discussion and reflection (such as radio chat shows) which may relate to attitude-related behaviour factors, and some to knowledge exchange (such as demonstrations or model houses, for example).

HLP training. Photo: Enayatullah Azad, Norwegian Refugee Council, 2016

5.5.3 Output – IEC resources for different stakeholders

- Message – stakeholder – communication channel table, produced in this sub-step. This is to be used to drive the production (or identification of existing) information resources. After this table is produced the IEC resources to be developed should be reprioritised by the TWG.
- It may be possible for some shelter agencies to use this table to instruct consultancies with communication firms to produce specific IEC resources (e.g. a radio drama).

5.6 IEC resources which focus on the knowledge part of KAP

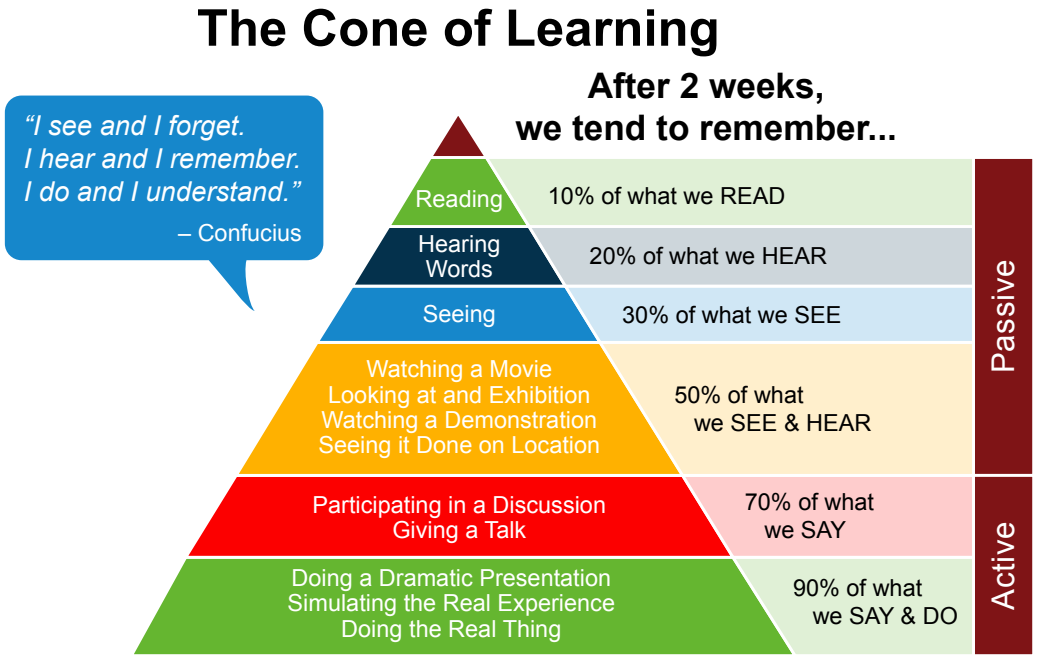
5.6.1 Importance of sub-step

- If knowledge (rather than attitude and practice) on better shelter and settlement practices has been identified as an important behaviour factor between 'doers' and 'non-doers', or if a new (to country, but proven regionally, for example) technology (e.g. hurricane straps) is being introduced, then it is important that IEC resources which address knowledge exchange are identified or developed.

5.6.2 Process – knowledge exchange IEC resources

- The following 'Cone of Learning' or 'Cone of Experience' indicates the hierarchy of what should be considered when modifying existing or developing new material.

  IEC resources (with associated roll-out strategy) lowest down the cone are most likely to have impact.



Source: Based upon Edgar Dale's 1969 Cone of Experience[4]

- The TWG should first look to identify existing material that may be of use in-country, or in-region, before looking globally. See sub-step related to reviewing existing IEC resources.
- The TWG should consider 'low hanging fruit' first, such as existing material that can be quickly modified for use in the local context. If this material can be modified quickly, carries no risky items which could potentially do harm, and can be endorsed by the cluster strategic advisory group (SAG) and government lead, then this can quickly be issued. In comparison, developing new material can take significant time.

[4] Dale, E. (1969) Cone of Experience, modified and illustrated in Technology and Beyond, no date, no author, https://teachernoella.weebly.com/dales-cone-of-experience.html

- As suggested by Dale's 1969 Cone of Experience, the TWG may choose to concentrate on producing visuals and audio-visuals related to scale models which can be used in demonstrations, model houses, video recordings of demonstrations (for sharing through social media), or printed media.
- If printed media is to be used and images are to be developed, ensure that a local artist is used who should know how to represent better shelter and settlement measures so that they are most easily understood in the context. The PASSA[5] manual includes a section on contracting a local artist and briefing them. Note that between different geographical areas and between urban and rural areas the ways that people break down, understand and encode images and messages may be different, so select an artist who has understanding of this.
- Drawing style needs to relate to a style similar to what people (of different backgrounds and contexts) often see. A graphic designer may also need to be contracted alongside the artist and will need to be supported by a technical member of the TWG.
- Semiotics should be considered when developing visual media – this involves understanding the codes and principles of communication in the local context. Communication specialists (including local graphic designers) should be consulted on this, with the following questions as examples.
    - Do people read left to write? Or bottom to top?
    - What colours are associated with specific things (e.g. red for danger? Political parties, ethnicities etc.)
    - What indicates good and bad? Are crosses and ticks used? Do young people use something different to older people (e.g. emojis) etc?
    - How do people understand images; how do they break them down to encode them?
    - Are particular symbols (e.g. USAID-developed Red Panda national safety symbol) or motifs associated with specific things (e.g. the motif of the snake is carved into the Nepali traditional stone housing timber banding, and when discussing with households this is because it indicates something that pulls tight and holds strong).
    - Consider differences between semiotics in urban areas, where exposure to media may be higher, vs. remote rural areas.
- Based on learning from past IEC resource development, the following is advised.
    - The rationale related to each key message and sub-message/s (where it is not intuitive to households) is included in what is communicated. For example, for bracing this could show failure of an unbraced frame prior to showing information on options for bracing.
    - There is a range of target audiences with differing information needs.
    - Households have different resources available to them and different priorities: there may be a need to show a range of options using a single tick or double tick mark (if that is understood), or an arrow showing which options are incrementally better (again check this is understood, or how this principle is normally shown). However, this must also be considered in relation to the risk of not being compliant with the building codes, where this is applicable.
    - Built environment professionals and shelter and settlement staff in agencies may also have information gaps, and they may also need to be equipped with technical information.

[6] IFRC (2011) PASSA, Participatory Approach for Safe Shelter Awareness, http://www.ifrc.org/PageFiles/95526/publications/305400-PASSA%20manual-EN-LR.pdf

  - If incorporating photos, make sure that what is intended to be emphasised in the photos is clear.
  - Avoid technical drawings (if the intended audience is not built environment professionals used to reading technical drawings).
  - Avoid showing 3D (isometric etc.) views if households are not familiar with 3D.
  - Concentrate on principles; avoid giving a drawing which can indicate a model design (unless this is the specific intention).
- The following tips are drawn from UNICEF's 'Behaviour Change Communication in Emergencies: A Toolkit'[6] for printed media.
  - 'Present only one (1) message per illustration.'
  - 'Illustrate objects in scale and in context whenever possible.'
  - 'Don't use symbols unless they are pre-tested with members of the affected community.'
  - 'Messages should be in the sequence that is most logical to the group.'
- There will likely be a discussion related to the sequencing of messages. This may be governed by the logic of how people build or by putting the most important messages first if it is believed that people will only remember the initial messages. Trial draft versions with messages in different orders with households and ask what makes more sense to them and is easier to understand.
- 'Where to find more information' should be included in all IEC resources developed.
- The fewer the number of messages and the less complex they are, the more the material is likely to be remembered and understood, but a balance will need to be found with actually imparting the information necessary to meet the information gap and to achieve the objectives.
- However, for printed media where it is expected that a household or skilled tradesperson (builder, carpenter, mason) may retain the resource for later reference, aiming to reduce messages to enable recall without the resource may be less of a priority.

5.6.3 Output – knowledge exchange IEC resources

- The output of this step may have various formats, but it will be the draft detailed IEC resource ready for field testing and modification.

5.6.4 Decision log when developing in detail

- Although it has been recommended that a decision log is set up from Step 0 Forming the Technical Working Group (TWG), it is very important to ensure one is produced specific to each piece of detailed IEC resource development. This will be useful because:
  - there will be members who need to understand decisions related to the IEC resource who are not involved in the TWG
  - there will be agency staff turnover
  - TWG members will join after decisions have been made
  - the TWG may need to justify decisions to others later
  - this will be useful to assist any evaluation with understanding the rationale behind the IEC resource.
- Appoint one member of the TWG to document decisions and rationale in a decision log throughout.

[5] UNICEF (2006) Behaviour Change Communication in Emergencies: A Toolkit, https://www.unicef.org/cbsc/files/BCC_Emergencies_full.pdf Tool 15, p233-234.

5.7 Testing the communication effectiveness of the IEC resource

5.7.1 Importance of sub-step

- Although the better shelter and settlement 'solution' has already been field tested in a previous sub-step, it is essential to ensure that any IEC resource developed in relation to the 'technical solutions' can be easily understood by the intended audience and has the potential to have the desired effect.

5.7.2 Process – testing the communication effectiveness of the IEC resource

- Hold FGDs or KIIs with different audiences to confirm their understanding of the IEC resource and to ask for feedback.
- Written text and images can be 'back translated' by audiences.
- For some items (e.g. wooden joints) practice in relation to the images can be tested. So, give some households the materials and the images and see if they can practice what is shown. Avoid leading the practice to what it is intended.

5.7.3 Outcome – testing the communication effectiveness of the IEC resource

- Use this feedback to improve draft resources.

5.8 Building consensus and gaining endorsement

- As described in sub-step 0.4 Engagement with national authorities, it is important to keep national authorities (such as the shelter cluster lead) and other construction-related government departments and agencies involved throughout the development process. It is also important to have an agreed endorsement process in advance of seeking endorsement.
- Agree and gain endorsement for parts of outputs as the TWG proceeds, where possible.
- The TWG may need to modify resources to agree endorsement, and there may be very valid reasons for the changes required. Present the evidence related to what the TWG has undertaken as needed in support of how the output has been developed and engage in dialogue regarding the changes required as early as possible.
- It is important to ensure all agencies in the cluster (not just those in the TWG) are given the opportunity to comment on the draft IEC resources at key stages. The decision log should be shared at the same time with the resources.

5.9 Toolbox

#	TOOL	COMMENT
5.1	EIC sub messages analysis and stakeholders tables	*Two Excel Sheets*
5.2	METHODOLOGY GUIDE for IEC Dissemination Strategy	*Word document*
5.3	IEC Dissemination Strategy Table Template Primary and sub-message table in ranked order based on the potential solutions identified, looking as well at potential stakeholders and possible communication channels	*Excel sheet;* *Example folder*
5.4	Decision log specific to each piece of detailed IEC resource development	