



# 'Water Voices' Documentaries

**Testing Audience Impact in Poor Communities** 

by Ed Quitoriano



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### Introduction

Asian Development Bank's "Water for All" policy recognizes the important role of public awareness and education to help achieve sustainable water resources management and better water services. In May 2002, ADB launched the Water Awareness Program to help create an environment supportive of effective water policies throughout Asia and the Pacific. One of the program's tools to promote public awareness and understanding of water issues is the 'Water Voices' documentary series. The series consists of seven compelling films about people tackling water problems across Asia and the Pacific.

In preparation for the launching of the documentary series, ADB commissioned Ed Quitoriano and Guava Dynamics Consulting to conduct focus groups among target groups in the Philippines in order to test the impact of the film 'Hidden Paradise' (locally titled 'Tinagong Paraiso') on residents of poor communities in the Philippines. 'Hidden Paradise' is the story of a former slum community in the city of Bacolod, Philippines, which now boasts tidy homes, clean, dry streets, a safe drinking water supply, and healthy children—thanks to the determined efforts of its leaders and residents (see page 12). As a starting point, a rapid appraisal of knowledge, attitudes, and practices (KAP) on water and sanitation and television viewing habits was undertaken in each focus group.

#### **Summary of Findings**

Two urban poor communities were selected: one in Bacolod City and the other in Metro Manila. A total of four focus group discussions were conducted: two for mixed groups of adult men and women, one for women exclusively, and one for young people exclusively. For comparison, one focus group testing with representatives of government agencies and nongovernment organizations (NGOs) was also held.

The selected communities face similar problems of land tenure security and water and sanitation. Residents of Barangay CAA/BF International in Las Piñas, Metro Manila are mired in a complex land transfer process due to multiple claims of 80,000 inhabitants in a 57-hectare government property. People rely on small-scale private water providers who dig wells without regulation and operate water services without quality and safety standards. The residents of the peri-urban community of Barangay Sum-ag in Bacolod have to hurdle multiple problems of land amortization, livelihood, and access to potable water. Located near the sea and surrounded by prawn farms, community wells are contaminated with salt water. Acquisition of potable water eats up around 18% of a wage earner's income in Bacolod and an average of close to 10% of household income in Metro Manila.

The Tagalog dialect version of the film was shown in Metro Manila and the Ilonggo version in Bacolod. Each focus group began with a baseline KAP analysis, proceeded to the showing of the film, and then followed through with discussions to get the

viewers' reactions to the film. Impact was measured by way of the audience's understanding of the film's three key messages:

- 1. Land tenure security is important as starting point and incentive in addressing water and sanitation problems.
- 2. Communities need an effective community organization and leadership.
- 3. In order to initiate change, one needs to have confidence and should be willing to take risks.

Overall, the results of the focus groups in the communities showed a strong appreciation of all key messages. Following are a sampling of the comments from the various audiences:

"Isang inspirasyon ang video (the video inspires us)." This was a common reaction among the community audiences after watching the film. They readily identified themselves with the story and picked out lessons from it.

"Kinahanglan nato maghiusa ug kaya nato mangutang (we need to unite and take risks)," the Bacolod audience said. They likened their situation and experience to that of Tinagong Paraiso.

In Metro Manila, community viewers said: "Kailangan natin ang matinong lider, yung hindi nanloloko (we need an honest leader)." "Ang problema, sanay kaming umaasa lang sa gobyerno (the problem is we always rely on the government)."

"Mangadto kami sa Tinagong Paraiso (we intend to visit Tinagong Paraiso soon)," said viewers from Barangay Sum-ag, to observe how the water project is implemented and to share experiences with Tinagong Paraiso's leaders. They said they plan to engage a local NGO to assist them in analyzing groundwater conditions in their community.

From the focus groups conducted, it was learned that most community viewers do not normally watch documentaries on television: men usually prefer sports, women soap operas, and children cartoons. Television viewing time is governed by these preferences. Nevertheless, the community audiences said they learned a lot from the film. "Dapat kasama sa miting ang ganitong video (these videos should form part of community meetings)," they told us. This suggested that the Water Voices videos can be effective in reaching poor people like them when used as part of community educational activities.

In the focus group for government and NGO representatives, some government representatives said that from the video, they learned what communities are able to accomplish. Added the president of the Philippine Association of Water Districts: "Kailangan natin ang shocker (we need something like this to shake us up)."

The success stories portrayed in the videos are important not as rigid models for replication but as catalysts for change—to inspire communities and external actors to take a new look at their own problems and concerns. There are no shortcuts to finding solutions. The stories in the videos are mirrors of long and painstaking processes. They do not provide road maps of solutions; rather, they highlight solutions that are found by communities in particular locations influenced by specific geographic and socio-cultural and political contexts. The water problems they face are commonly felt by poor communities in Asia but the solutions they found evolved under particular circumstances.



# Water Voices Documentaries: Testing Audience Impact in Poor Communities

n preparation for the launching of the Water Voices Documentary Series, Asian Development Bank's Water Awareness Team commissioned Guava Dynamics Consulting to study the impact of the Water Voices documentary 'Hidden Paradise' on audiences from poor communities.

Two urban *barangays* (villages) in the Philippines were selected for the study: Barangay CAA/BF International in Las Piñas, Metro Manila, and the peri-urban community of Barangay Sum-ag in Bacolod City. For comparison, a separate testing was conducted among representatives of government agencies and nongovernment organizations (NGOs).

The study set out to do the following:

- 1. Assess the impact of the documentary series using the film 'Hidden Paradise' (locally titled '*Tinagong Paraiso*') as a test case and analyze the immediate effects on the audience's level of knowledge and attitudes and the series' potential in influencing community practices.
- 2. Determine variations in the effects of the film among adult men and women, the youth, and duty bearers like NGOs and government agencies/units.
- 3. Generate recommendations on how the Water Voices documentaries can effectively help promote water awareness and inform future monitoring of the effects of the documentaries.

#### Research Methodology

#### **Data Collection Method**

The main instrument used in collecting data was the focus group. The Guava study team conducted five focus groups (Table 1, next page) in the third week of January after 2 weeks of initial profiling of communities and prospective participants to gather preliminary data. (Also see Annex I for details.)

The study team initially aimed to mobilize only 8–12 participants per focus group but this expectation was exceeded due to the overwhelming interest in the study. Nonetheless, high levels of participation were observed across all groups. Only in one focus group was there a tendency of one participant to dominate the discussion but this was quickly corrected.

Table 1. Details of Focus Groups Conducted

Date and Venue	Focus Group	No. of Participants
20 January 2004, Barangay Sum-ag, Bacolod City	Mixed: Adult Men and Women	14
20 January 2004, Barangay Sum-ag, Bacolod City	Youth, Male and Female	12
22 January 2004, Barangay CAA/BF International, Las Piñas	Women	19
22 January 2004, Barangay CAA/BF International, Las Piñas	Mixed: Adult Men and Women	13
23 January 2004, Lakandula Room, Sulo Hotel, Quezon City	Government and NGO Representatives	19
	Total No. of Participants	77

#### **Data Collection Process**

The study team distributed personal profile questionnaires to prospective participants and asked them to accomplish and submit these 1 week before their respective focus group discussions. The study team then collated and reviewed the results to familiarize themselves with the participants and communities.

Data collection was done in two stages:

The first consisted of an initial discussion by the study team with the participants to determine their current level of KAP in regard to water and sanitation. The team then documented their responses (consisting of narrative accounts of individual and household experiences) in order to establish baseline data upon which to analyze the impact of the video on them. The 'Hidden Paradise' video was then shown. (In the focus group for Government and NGO representatives, the 'Upstream Downstream' video was additionally shown).

The second consisted of a post-viewing discussion to determine the immediate impact of the video on the participants. The discussion focused on

- the participants' understanding of the key messages of the film;
- how they identified themselves with the characters in the film;
- how they compared their situation with that of the community in the film; and
- lessons they learned from the film.

#### Method of Analysis

In analyzing the film's impact, the study team used the linear tracking method, specifically determining 'before' and 'after' changes in KAP. As designed, the analysis was not based on quantitative measurements but on the quality of the audiences' narrative accounts and level of participation. This was documented by the study team aided by a video and photo documentor to validate quality and level of participation.

The conclusions derived from this study are mainly based on empirical evidence provided by the participants and on observations gathered by the study team.

## The Focus Group Communities

#### Barangay Sum-ag, Bacolod City<sup>1</sup>

Barangay Sum-ag is a peri-urban community south of Bacolod City. The community members who participated in the two focus groups reside in a 2.9-hectare section called Purok Mabinuligon. This section used to be private land squatted by 219 families (700 persons). Facing imminent eviction in 1992, the residents organized themselves into an association and negotiated with the landowner and the local government. Land tenure has since been settled in their favor under the Government's Community Mortgage Program. However, land tenure improvement and community organization have not yet led into improvements in water and sanitation. Located near the sea coast and surrounded by prawn farms, residents get salty water from shallow dug wells for their general water needs. Drinking water is delivered by small-scale private suppliers. The community is hoping to get access to potable water from the Bacolod City Water Authority (BACIWA).

#### Barangay CAA/BF International, Las Piñas, Metro Manila<sup>2</sup>

Barangay CAA/BF International is an 80,000-member squatter community occupying a 57-hectare government property that used to be a communications facility operated by the Government's Civil Aeronautics Administration (CAA) which has been renamed as the Civil Aeronautics Board (CAB). In response to residents' demand for land tenure improvement, the Government is currently undertaking efforts to grant land rights to the squatters. Like many urban communities, this community does not have access to the now-privatized water utility of Metro Manila. People rely on private suppliers that extract groundwater using motorized deep well pumps. There are no local government regulations on water safety and quality. Residents are also concerned about the sustainability of their water source as the existing deep wells compete with deep wells of surrounding middle-class subdivisions.

### Survey on Water and Sanitation

The first part of each focus group session tackled existing levels of KAP among individuals, households, and communities. Among organized groups, the discussion on attitudes and practices extended up to the participants' perceptions of the attitudes and behavior of external actors such as local government agencies/units and NGOs.

Tables 2, 3, and 4 (following pages) outline by community and sector key points emerging from the discussions.

What do residents of the two focus group communities know about water and sanitation and what are their attitudes toward what they know? The responses outlined in the tables tell us the following:

Across sectors and communities, water is regarded as very important and that
life would be miserable without water. The importance that the poor place on
water is evidenced by their huge expenditure on potable water. In Manila, this
constitutes about 10% of a wage earner's income; in Bacolod, this ranges from
10 to 18%.

<sup>&</sup>lt;sup>1</sup> See Annex I for a detailed background of Barangay Sum-ag.

<sup>&</sup>lt;sup>2</sup> See Annex II for a detailed background of CAA/BF International.

Table 2. Knowledge and Attitudes on Water and Sanitation

Adult Men and Women	Women (CAA/BF International)	Youth (Sum-ag)
CAA/BF International  Life would be miserable without water and women would be most affected.  We can live without electricity but not without water.  In order of priority, land and home come first and second, then water.  Sum-ag  Water is very important to daily life.  The community is happy that there are groups concerned about water.  Water (from dug wells) in the community is abundant during the rainy season but is also susceptible to contamination.  There are a few wells to draw drinking water from but these are located on private land.	<ul> <li>Water is integral to daily life.</li> <li>"Kapag walang tubig, mamamatay ang tao (without water, people will die)."</li> <li>In the hierarchy of daily needs, water is more important than food and electricity.</li> <li>Our children are not able to go to school without water.</li> <li>It's hard to do household chores like cooking and washing without water.</li> <li>Women/mothers are most affected by the scarcity of water.</li> <li>Women have the obligation to ensure water supply at the household level</li> </ul>	<ul> <li>Water is important to our life.</li> <li>Water is salty because our community is located near prawn farms and the sea.</li> <li>Water and sanitation go hand in hand.</li> <li>Water is an issue at the family and community levels.</li> <li>Children are most affected when there is no water.</li> <li>Water resellers are also affected when there is no water because they lose income.</li> <li>There are no fixed rules on who is in charge of water; between a boy and a girl, the boy should take charge of fetching water.</li> <li>Some families get more water than others because they can afford it.</li> <li>Some practices are bad; for example, people wash clothes or take a bath near wells, this contaminates the water.</li> <li>We have a community association but it cannot solve the water problem because it lacks unity.</li> <li>Expenses on water increase during the dry season because we have to buy water for cooking.</li> <li>Elders are responsible for household water management; among children, the eldest assumes this responsibility.</li> </ul>

- 2. Access to potable water is a common problem among the poor, confronting them from the very first day they settle their community. Because they do not own the land where their homes are built (these are either owned by private individuals or the Government), they give higher priority to problems concerning land tenure, domicile, and livelihood than water and sanitation. (For the residents of barangays Sum-ag and CAA/BF International, possible resolution of their land tenure problems came about only in the early 1990s.)
- 3. The poor have always coped with their not having direct access to potable water. They dig wells to support their daily household water needs and buy from private suppliers drinking water that is probably unsafe. They buy only as much drinking water as their disposable income would allow. Individual and household coping strategies have evolved into informal mechanisms that, over time, could no longer withstand demographic pressure.)
- 4. In Sum-ag and CAA/BF International, there is hardly any evidence of local government or NGO involvement in resolving water problems. Local governments tend to be more involved in resolving land tenure problems and

promoting sanitation awareness than direct interventions to help the poor gain access to potable water. This lack of involvement is evidenced by the absence of local legislation and policies governing (i) extraction of groundwater, (ii) safety and quality standards of privately-supplied water, and (iii) prevention of contamination (e.g., standards in the construction of septic tanks or enforcement of rules regarding rearing of swine in urban areas).

- 5. Management of water resources is more defined at the household level than at the community level. Households enforce routines in water collection, utilization, and savings. Communities, on the other hand, tend to passively react to externalities such as informal rules and behavior set by private providers or opportunities and threats from nature.
- 6. The level of awareness on sanitation is relatively high among residents of Sum-ag. Positive attitudes prevail among individuals and households except for some newcomers who either have not rid themselves of past bad practices or have little means to ensure basic sanitation.
- 7. The lack of water adversely affects women and children: women because they are the ones who manage household water resources, and children because not having water to drink or bathe with severely affects their health and education.<sup>3</sup>
- 8. There is a significant lack of information on water and sanitation in CAA/BF International. These issues are hardly discussed in community meetings. Neither are residents aware of water and sanitation management practices in other communities. What they know about water and sanitation come mainly from their own knowledge and practices. The focus groups, according to them, were the very first opportunities for them to discuss water and sanitation issues as a community.

#### **Prevailing Practices**

Household and community practices on water management and sanitation vary according to location and income position of households and communities. Among the study team's key findings:

- People cope by availing of whatever opportunity is presented. In Sum-ag where
  the water level is high, families can dig wells in their front or back yards. In
  CAA/BF International where digging is tedious and costly, only better-off families
  can afford deep wells. Over time, these families are able to transform this resource
  into enterprises thus creating an informal division between private water providers
  and water users.
- 2. In the absence of public provision of potable water, communities turn to open markets dominated by private sector players. Water resource management and allocation then becomes a significant sector in the urban poor economy governed by informal rules. While this practice fills the gap unfulfilled by the public sector, it cannot cope with the demographic expansion.

<sup>&</sup>lt;sup>3</sup> Parent participants said that their children are unable to go to school when water for bathing is not available

- 3. In both communities, the tendency is to rely on groundwater sources—either for general use or for drinking. As urban poor communities are enveloped by middle- and upper-class subdivisions and commercial centers, multiplication of demand for groundwater further threatens the fragile ecology. Where competition for groundwater emerges, the Government is pressured to favor one community over the other. In the case of CAA/BF International, the community perception is that the Government shelved its public pumping station project in order to protect the interest of the adjoining middle-class subdivision.
- 4. Small-scale private suppliers of water play an important role in the provision of potable water. However, this role tends to exert pressure on poor families to distort expenditure patterns such that precious income that could have been utilized for food, shelter, and education are diverted to water acquisition. The absence of scale economies makes small-scale water provision unsustainable. Margins generated from user fees are not sufficient to expand services and improve quality. Increases in profit margins will either dampen markets or reduce water consumption that would imperil the health conditions of families.
- 5. Current water management practices at the household and community levels are inadequate relative to present needs and risky relative to future needs. They are also vulnerable to sudden downward shifts in income levels or changes in climatic and hydrologic conditions.
- 6. On a more optimistic note, there are positive practices that can be enhanced and optimized. These are:
  - the relatively high level of sanitation awareness among community dwellers;
  - the readiness of the poor to pay for potable water even if the water they get costs 10 times more than that from the public utility;
  - current household practices in saving water; and
  - the existence of small-scale providers that—when properly regulated as to water safety, quality, and pricing—can fill the gaps in water service.

Table 3. Past and Present Practices: Accounts of Mixed Groups

Water Supply	Consumption and Cost	Management
Sum-ag		
<ul> <li>Water (salty) from dug wells is for general use like cooking, washing, cleaning, and watering plants; almost every home has a dug well in its back or front yard.</li> <li>Supply from dug wells is abundant during high tide.</li> <li>We have no source of potable water within the community; we buy potable water from outside.</li> <li>We have only one source for our drinking water (a well) but this is privately owned and is now blocked off by a perimeter wall.</li> <li>It takes 30 minutes to 1 hour for a family to access potable water from a private well outside the community.</li> <li>Access to potable water has been a problem since the first squatters settled in the community in the 1940s.</li> <li>Health problems occur during the rainy season (due to mosquitoes and contaminated water).</li> </ul>	<ul> <li>Potable water is bought from private distributors at P5/container (5 gallons or 20 liters).</li> <li>Private providers sell water at P1/gallon while BACIWA water only costs P0.13/gallon.</li> <li>A family consumes 3–5 containers of potable water per day (equivalent to P15–P25 per day).</li> <li>An individual consumes 1.5 containers per day for bathing; some individuals take a bath twice a day.</li> <li>Families spend as much as P900 per month for potable water.</li> </ul>	<ul> <li>Households are conscious about saving water; kinilis (used water after washing rice) is used to water plants.</li> <li>The government shows little concern for community water problems (the focus group is the first ever forum where water was discussed).</li> <li>90% of households have flush toilets but there is no regulation on septic tanks.</li> <li>Waste disposal is efficient; the city government collects garbage regularly.</li> <li>Prawn farms surrounding the community contaminate groundwater.</li> <li>Government officials always make promises but don't fulfill them.</li> <li>Health and sanitation consciousness is high due to the Government's Clean and Green program and teachers' positive influence on children.</li> <li>BACIWA used to extract water from land donated by a prawn farm owner; when BACIWA's equipment was damaged by saltwater, its pumping station was eventually closed.</li> <li>Some people still defecate anywhere they want; such bad practices of the past still linger.</li> </ul>
CAA/BF International  Households have no direct access to water.  Families buy deep well water from private providers for laundry, bathing, and washing dishes.  Water (for drinking and cooking) from private suppliers can serve 20 households.  Households prefer hoses than pipes because a pipe connection costs P1,500.	Water (from deep wells) for ordinary use costs P15/drum (200 liters); household consumption is 4–5 drums per day (P60–P75/day). Potable water from NAWASA costs P5–P7 per gallon (5 liters). Upper-income families spend P120/day for bottled water. Consumption rises during the dry season (when many bathe twice a day). Consumption varies according to household size. Private water sellers are well off because they earn about P3,000 per day (P150/day per family x 20 families). A taxi driver who earns P500/day can spend as much as P150/day on water; a tricycle driver who earns P200/day has to limit water consumption.	Mothers/wives manage household water resources.     Mothers/wives collect rainwater during the rainy season.     Households recycle water for laundry, dishwashing, and flushing toilets to minimize expenses.

BACIWA = Bacolod City Water District, P = peso.

Table 4. Past and Present Practices: Women's Perspective

Water Situation	Consumption and Cost	Water and Sanitation Management
<ul> <li>No water was available in 1979; people had to fetch water from a nearby city.</li> <li>Water pumps and wells came into use only in 1983.</li> <li>Currently, potable water is provided by private sellers.</li> <li>Two privately-owned pumps serve 70 households in one street.</li> <li>Water is served through rubber or plastic hoses or pipes.</li> <li>Water from local pumps is not potable.</li> <li>Incidence of waterborne diseases is low; diseases are due to unsanitary food sold by vendors.</li> </ul>	<ul> <li>Two drums (400 liters) of multipleuse water per household/day.</li> <li>Household water expenditure is P500–P1,600 per month.</li> <li>Water cost 5–10% of household income.</li> <li>Prices: P14/drum (200 liters); P1/pail; P2 per 5-gallon container</li> <li>Unfair metering practices among private providers thus jacking up costs.</li> <li>Potable water costs four times than multiple-use water.</li> </ul>	<ul> <li>Women manage household water resources.</li> <li>Local government attention is not constant and is vulnerable to change in political leadership.</li> <li>Water allocation is on a first come, first served basis; however, those who pay in cash get priority.</li> <li>Many families re-use water to save on costs.</li> <li>Rationing (one pail per member) is common among households.</li> <li>Borrowing of water is also common.</li> <li>Family member who leaves first (for work or school) has the priority to bathe first or use the last pail of water available.</li> </ul>

BACIWA = Bacolod City Water District, P = peso.

#### Variations in KAP Levels

Both CAA/BF International and Sum-ag exhibited generally low KAP levels. Although both communities are organized, water and sanitation are not part of their respective community organization's focused agenda. As to individual and household awareness on sanitation, Sum-ag performed relatively better. This is probably due to its being a smaller community and the strong impact of the sanitation initiatives of its local government.

Tables 2, 3, and 4 show slight variations in general levels of knowledge among sectors and between communities. Meanwhile, distinct variations in attitudes and practices can be noted, as indicated by the following:

- 1. **Mixed Adults** Men and women in the two communities tended to focus on community-wide and inter-family concerns regarding water and sanitation, revolving around the following:
  - water supply;
  - water prices;
  - community problems on land tenure and basic services;
  - livelihood and income; and
  - role and behavior of players in the community (water suppliers, local government, community organization).
- 2. Women Women in the mixed group of adults and the all-women groups tended to focus on water and sanitation issues from the gender and family perspective along the following concerns:
  - effects of water scarcity and quality on the obligations and burdens of women in the family;
  - effects of water scarcity and quality on the health and development of children;
  - internal household management of water sources;
  - cost of water and its impact on family income and expenditures;

- unfair water supply practices and their effect on family income and health; and
- household and community practices such as water sharing between families and among members of the household.
- 3. **Youth** The youth generally speak from the perspective of water users within the family, sharers of family water management, and non-participant observers of adult activities in the community. Their concerns:
  - shared knowledge on water supply, water prices, and water quality;
  - household management of water and the role of children;
  - effects of water scarcity and water quality;
  - role and behavior of community actors, especially community organizations; and
  - non-involvement of the youth in community water and sanitation concerns.

The focus group discussion with the NGO and Government representatives did not attempt to determine their KAP because of time limitation and their preference to watch the videos first before discussing water and sanitation issues.<sup>4</sup> Also the nature of their representation inclined them to focus on macro and policy issues rather than on community-level concerns. However, the videos did serve as an eye opener for them as to what communities are able to do in resolving their water and sanitation problems.

#### **Urgent Issues and Concerns**

In the course of the focus group discussions, the participants came to the following realizations:

- 1. Population growth will worsen the water problem. Due to the ever increasing congestion, the community participants (mostly second and third generation dwellers) feel the need, more than ever, to seriously confront their water and sanitation problems.
- 2. As small-scale private providers of potable water scramble to fill the service gap of water utilities, Government should put in place a regulatory framework to ensure that water is safe to drink, that the resource remains sustainable, and that distortions in water prices are checked. Government also needs to strongly enforce sanitation-related regulations, e.g., required standards in the construction of septic tanks and regulation of livestock-raising in urban areas.
- 3. Access to public utilities is desirable because they offer lower rates and this would translate to better income allocation at the household level.
- 4. Groundwater is no longer reliable due to uncertainties in safety and potability and because of increased competition for groundwater due to rapid urban growth. Government and the private sector must jointly work out solutions to ensure the sustainability of this resource.

<sup>&</sup>lt;sup>4</sup> The NGO and Government representatives viewed two videos: 'Hidden Paradise' and 'Upstream Downstream'.

# Survey on Television and Video

Modern communications technology has breached income boundaries. Many of the poor can now afford to buy television sets and video players. These have become widely available and even more affordable because of the availability of informal credit. Almost every household in poor urban communities has a TV and a VCD or DVD player. VHS players meanwhile are falling out of use.

While the poor now view television fairly extensively, they watch videos only to the extent that they could afford to rent or buy them. TV viewing time per household generally accounts for half of the 24-hour day. Most viewing is done in the day; viewing at night usually lasts up to 10:00 o'clock.

TV time is managed according to the preferences of household members. Some are non-negotiable such as men's preference for sports, particularly boxing, wrestling, basketball, and billiards. Women choose soap operas (*telenovelas*) but they usually give in to their husbands when these coincide with sports broadcasts. Children watch cartoons when they are not in school and during weekends. Primetime evening news is watched by all.

Watching television documentaries, let alone renting or buying video documentaries, is not usually practiced among poor households. Data gathered from the community participants indicated that *'Tinagong Paraiso'* was their first willful exposure to a video documentary.

Table 5. Television and Video Viewing Habits and Preferences

Adult Men and Women	Women (CAA/BF International)	Youth (Sum-ag)
Almost all households have TV sets.     50% of households with TV sets have VCD or DVD players.     TV viewing time allocation by household is as follows: 9:00–10:30 for children not in school; after lunch until 6:00 pm controlled by women/mothers; from 6:00 pm upward or at any time there is a sports broadcast, controlled by husbands/men.	<ul> <li>Most households have TV sets.</li> <li>42% of participants have VHS or VCD players.</li> <li>TV is on throughout the day.</li> <li>VCD use is intermittent and is limited by income.</li> <li>Favorite programs are: Emergency, Pipol, Probe Team (national public affairs programs), telenovelas, and Chinese soap operas.</li> <li>Children are not able to watch late night documentaries.</li> <li>Mothers would rather spend money</li> </ul>	<ul> <li>Young people watch TV anytime they are free.</li> <li>Boys prefer sports and girls prefer dramas.</li> <li>Most households have access to TV and VCD or VHS players.</li> <li>Young people rent or borrow tapes or discs of movies.</li> </ul>
Sum-ag  95% of households have TV sets 90% of households have VCD players; only a few have VHS players TV viewing is from 11:00 am to 10:00 pm Non-negotiable preferences of men: sports and daily news Negotiable preference of women: soap operas/telenovela; women give way to their husbands Negotiable preference of children: cartoons	for basic needs than rent videos because they have to sleep early.  People prefer to buy pirated CDs because they are cheap.  Father/Husband decides on what to watch or what CD to rent.	

# Impact of 'Hidden Paradise'

Because it is not possible to measure changes in practices immediately after each video showing, the study team initially focused on determining changes in the participants' awareness and attitudes. The team measured these changes on the basis of the participants' understanding of the key messages of the film:

- 1. Land tenure security is important as a starting point and incentive in addressing water and sanitation problems.
- 2. Communities need an effective community organization and leadership.
- 3. In order to initiate change, one needs to have confidence and should be willing to take risks.

Table 6 outlines the impact of the video on community viewers. There is no discernible difference in overall impact across sector or geographic location. There are, however, some differences as to specific lessons derived by viewers depending on their proximity to or familiarity with a particular situation or experience.

Following are some of the findings from the focus groups:

- 1. Many participants were inspired by the video. "Isang inspirasyon ang video (the video inspires us)," said the 14 mixed adults and 12 youth participants in Sumag and the 13 mixed adult participants in CAA/BF International. The video portrayed a community that faced great odds in land tenure and water and sanitation but was able to surmount these. Viewers in both Sum-ag and CAA/BF International realized that Tinagong Paraiso residents were initially worse off than them in terms of land tenure but once they were able to solve this, they were able to perform better in addressing their water and sanitation problems.
- 2. Many community participants now recognize the need to get organized and have effective leaders. This was articulated by at least 70% of the youth participants in Sum-ag, 80% of the mixed adult participants in both Sum-ag and CAA/BF International, and 60% of the women participants in CAA/BF International. Sum-ag is led by the Mabinuligon Homeowners' Organization (MHO), a registered community association that has succeeded in resolving the community's land tenure problem but not its water problem. CAA/BF International is represented by a 17-member federation of community associations that still has to act in unison. Some of its member associations also suffer from corrupt and inefficient leadership.
- 3. Sum-ag and CAA/BF International association members now realize that communities need not rely solely on government to solve their water and sanitation problems. In the past, both communities relied on politicians to solve their water problems only to be frustrated as politicians' promises went unfulfilled and political leadership shifted. Sum-ag residents will soon gain access to the BACIWA main pipeline however with no guarantee of direct connection. The Tinagong Paraiso experience serves as an encouragement for them to establish their own community-managed water system connected to the BACIWA main line. For CAA/BF International residents, they still have to overcome information gaps as many of them are still not aware of which water utility is responsible for servicing their area. The 'NAWASA' that they are hoping to access is no longer

# The 'Hidden Paradise' Story

as told by Tinagong Paraiso community leaders and residents



1 Tinagong Paraiso ...



2 ... used to be just another slum community with dirty alleys and lacking clean water ...



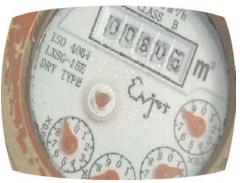
3 until its leaders and residents ...



4 ... got together and successfully petitioned their landowner to grant them property rights.



5 With deeds to their land, they then raised and borrowed money to request the city water utility ...



6 ... to install a piped connection to be collectively owned and managed by the community.



7 The association's leaders then devised an innovative collection system using tokens.



8 Grateful residents now have regular water supply for their daily needs like bathing ...



9 laundry ...



10 ... and cooking.



11 Tinagong Paraiso's children have grown much healthier and are ready to face a brighter future.







Residents of Barangay Sum-aq, young and old, are able to relate their situation to that of Tinagong Paraiso.

# Some viewer comments

"The film highlights unity in the Tinagong Paraiso community and its members' determination to solve the community's problems." – Barangay CAA/BF International

"The video inspires us." -Barangay Sum-ag resident

"Water management is important and community organizations should play a key role in this." – Teenage resident of Barangay Sum-ag

"We will visit Tinagong
Paraiso to see how they
run their water project
and consult with Dionisio
and their other leaders."

– Barangay Sum-ag
community leader

"The film makes us aware of what communities can do by themselves." – Government agency official existing and the Metropolitan Waterworks and Sewerage System that supplanted this has since relinquished its mandate to private companies Maynilad and Manila Water.

- 4. "Magkadto kami sa Tinagong Paraiso (we will go to Tinagong Paraiso soon)." This was the consensus of the 14 mixed adult participants in Sum-ag. Facing similar problems of land tenure, livelihood, water, and sanitation, Sum-ag residents were unaware of successful practices in other communities. Their NGO and government employee neighbors could have been aware of these but the information was not shared. The video helped fill the information gap. The Sum-ag participants' desire to visit Tinagaong Paraiso indicated their willingness to learn more about other communities' and their own situation. Their own proximity to Tinagong Paraiso (just 10 kilometers away) and the similarity of their situation encouraged them to look into and learn from the other's experience.
- 5. "Kaya din naming mangutang (we can also borrow funds)," added the Sum-ag participants, most of whom are officers of the community association. Sum-ag residents were able to settle their land tenure claims years ahead of their Tinagong Paraiso counterparts. Nevertheless, they had failed to progress to resolving their water and sanitation problems. From the 'Hidden Paradise' video, they learned that having secured land tenure, they could now approach and negotiate with BACIWA, the same utility that serves Tinagong Paraiso, in setting up their community water system.
- 6. The women of CAA/BF International said they were particularly inspired by the role of Elvira Batarilan in 'Hidden Paradise.' From the video, they learned that women could play an important role in water resource management and in sanitation not only at the household but also at the community level. This was articulated by the majority of the all-women participants as well as 7 women in the mixed adult group of 13 participants.
- 7. Dionisio de la Cruz's role as an honest and effective leader in 'Hidden Paradise' is an inspiration for CAA/BF International to examine its own experience and see how its community organization can be more honestly and effectively managed, according to participants of the two focus groups in CAA/BF International. While there is no guarantee that they will actually initiate change within their organization, the video has rekindled awareness of their situation.

Impact of the video on viewers varied by sector. Community participants imbibed the video's messages as lessons and inspiration to change the way they look at problems and do things. On the other hand, NGO and Government participants, after watching the video, saw the need to improve their accountability and broaden public discussion on water-related policy issues and concerns.

The 11 national NGO representatives in the video testing tended to look at the video from an outsider's perspective with a policy dimension. After all, most of them are involved in policy advocacy with only a few directly involved in water and sanitation activities. The underlying attitude is that NGOs are already too familiar with the situation in the communities and that what needs to be done now is to focus on correcting flawed policies. Relative to this, they asked whether the Water Voices videos were produced for ADB staff and policy makers.

Comments from the NGO participants were along the following lines:

- 1. The video is generally of good quality except for a few minor flaws, e.g., visuals not matching narrated content and tendency to draw more attention to the issue of land tenure than water and sanitation.
- 2. The video can be a useful educational tool but it has to be in a language or dialect that viewers can understand. Communities that do not have access to television and video should not be excluded.
- 3. The video does not show the role (and inadequacies) of government and private water providers. The video should also address the issues of privatization, monopoly, and control of water resources.
- 4. The video might mislead viewers into thinking that solving water and sanitation problems is easy.

Table 6. Immediate Impact of 'Hidden Paradise' on Adults, Women, and Youth

Table 6. Infinediate impact of Thadeli Faradise of Adults, Women, and Touth			
Adult Men and Women	Women (CAA/BF International)	Youth (Sum-ag)	
The film highlights unity in the Tinagong Paraiso community and its members' determination to solve the community's problems.     Kailangan naming ang matinong lider at hindi nangungurakot (we need a strong and honest leader); CAA residents have been victimized by a bad and corrupt leader.     We have the same problem of water and sanitation as Tinagong Paraiso; the difference (between them and us) is that they were able to overcome this.     We also share the same land tenure problem as Tinagong Paraiso but they were also able to solve this and reallocate land equitably.     Community initiative is important; we should not always rely on politicians to solve our problems.	<ul> <li>The film is very informative and easy to understand.</li> <li>We can identify with the film's characters because they also faced similar problems of water and sanitation.</li> <li>We can identify with the samahan (community organization); we now realize that unity is important in our quest to gain community rights to water.</li> <li>We can identify with the pinamunuan (members of the organization).</li> <li>Leadership is important. We need a leader who can initiate actions and serve as a bridge between us and those that we have to deal with.</li> <li>An effective management scheme (i.e. use of tokens) helps ensure transparency and prevents corruption and cheating.</li> </ul>	<ul> <li>The video tells us that we can go directly to the Bacolod City Water District and that we can secure our land tenure.</li> <li>The story is an inspiration because we face similar problems of water, land tenure, and sanitation.</li> <li>Water management is very important and community organizations play a key role in this.</li> <li>The pail carried by the little girl in the video is leaking; this should be edited to emphasize that water should not be wasted.</li> <li>Young viewers are encouraged to form their own association and to raise funds through community dance or puppet shows.</li> </ul>	
Sum-ag			
<ul> <li>Isang inspirasyon ang video (the video inspires us).</li> <li>The video encourages communities to take risks (e.g., to get a loan for water infrastructure).</li> <li>We learned that unity, cooperation, and leadership are important in solving land tenure and water problems.</li> <li>Magkadto kami sa Tinagong Paraiso (we will visit Tinagong Paraiso) to see how they run their water project and consult with Dionisio and their other leaders.</li> </ul>			

Table 7. Comments and Recommendations from NGO and Government Representatives

#### **Comments on Form and Substance Comments on Video Utility NGO Representatives** • The film is good for public but not for home The film also needs to relate itself to gender issues and the role of women viewing. (facilitator recommended that they look at • The film needs to be translated to local Gujarat film). dialects. . This might send a wrong message that it • Target groups should be defined. is easy to get access to water. • The film can be adapted to a radio drama or · The film does not show the accountability comic book for communities without access to of government and public water utilities. television. The film should highlight policy issues • There should be a study on the effects of the such as poverty, resource depletion, video on indigenous peoples because they pollution, river mortality, land tenure, laws have a different notion of water as a resource. and regulations. · Is the video addressed to ADB staff and policy makers? • There are technical flaws—some mismatch in narration and images. • The film spent more time on land tenure than on the water issue. The issue of control of water resources is not portrayed in the film. **Government Representatives** · Good film, good quality, good story. • The film is useful as an educational tool. · The film makes us aware of what commu-• The film should lead to specific action plans. nities are able to do by themselves. It's good for public but not home viewing. Kailangan natin ang shocker (we need to Schools/students should be included as target shake people up). audiences.

In comparison, the government representatives were more positive in their comments. According to them, the '*Tinagong Paraiso*' video can help show the government what communities are capable of doing by themselves and accordingly map out areas of complementation with them. There were six participants from the government, mostly involved in water policy and management.

"Kailangan natin ang shocker! (we need to shake people up!)," said the president of the Philippine Association of Water Districts. The surfacing of success stories against a backdrop of seemingly unresolvable problems in communities (as in the video) serves as a wake-up call for communities and government to take concerted action. While problems can instigate people to react in many directions, success stories can move them to chart road maps toward solutions.

Table 8. Recommendations from Mixed Group of Adults, Women, and Youth

Adult Men and Women		
CAA/BF International	Sum-ag	
<ul> <li>The video should be used to trigger discussions on existing community agenda on water and sanitation.</li> <li>The video should be shown during organizational meetings or community assemblies.</li> <li>The video should not be distributed to households because it cannot compete with existing preferences.</li> </ul>	<ul> <li>The video should also be in VCD format.</li> <li>Show the video to community members.</li> <li>Viewing (of the video) should be an organized activity.</li> </ul>	
Women	Youth	
<ul> <li>The video should be shown to other barangay residents.</li> <li>The video should also be shown in other provinces.</li> </ul>	Video showing should be followed by discussions on concrete issues and problems.	

### Conclusions and Recommendations

The evidence gathered during the focus group discussions and video testing supports the following conclusions:

- The video effectively communicates the key messages and is able to influence changes in awareness and attitudes of viewers from poor communities. There are strong indications that these changes will also engender processes that might lead to improvements in community practices if taken on by community organizations.
- 2. The video has a differential impact on viewers. This signifies that upon understanding of the key messages, viewers will pick out the most important lessons they can learn from.
- 3. Community viewers find the video very interesting and relevant to their lives, inspiring them into finding solutions to their own problems.
  - **Recommendation:** Promote and support the use of Water Voices films as an educational and organizational tool by community-based organizations (CBOs) and local NGOs to raise awareness and inspire changes in attitudes and practices.
- 4. Philippine NGOs involved in water issues are often focused on policy advocacy. However, there is a growing number of local and national NGOs working directly with communities that are likely to use the videos as inspiration and models for practical solutions to water and sanitation problems.
  - **Recommendation:** Support and engage NGOs as equity-based partners in the promotion of effective water and sanitation practices using the videos as an educational and local policy tool.
- 5. Government agencies are likely to see the video as an opportunity for understanding community-based initiatives and a starting point for collaboration with CBOs and local NGOs (a number of local government people at the 2004 Water Week took whole sets of the videos to show in their communities).

Recommendation: Support local government initiatives in organizing film showings and discussions that bring together representatives of government, communities, and local NGOs. These events should lead to practical collaboration on water and sanitation at the local level.

6. There are indications that urban poor communities in the Philippines are able to access and benefit from rapid changes in communications technology. Television sets, VCD and even DVD players are now commonplace in the homes of the urban poor. Neighborhood video rental shops are also shifting to VCD and DVD.

**Recommendation:** Distribute the videos in VCD and DVD formats except in areas where local partners request for VHS.

7. There is likely to be a strong demand for the Water Voices documentaries for local distribution in poor communities. However, local audiences would prefer to watch the films in local language versions.

**Recommendation:** Support local organizations that can produce and distribute local language versions of the videos.

8. While video is an effective tool to reach poor communities, other materials and media such as comics, art, theater, and radio are very popular especially in rural areas that may not have access to television and video.

**Recommendation:** Support production of Water Voices awareness materials using other popular formats and media.



A mural to community spirit and the benefits of clean, safe water: Tinagong Paraiso community leader Dionisio dela Cruz adds the finishing touches.

### **Annexes**

#### ANNEX I

#### Profile of Barangay Sum-ag, Bacolod City

The village of Sum-ag is a peri-urban community 9 kilometers south of Bacolod City. It lies between the seacoast and the national highway. The focus group discussion was conducted in Purok Mabinuligon, a section of the village inhabited by former squatters of a privately-owned land. The team coordinated with the Mabinuligon Homeowners Association (MHO), the association that represents the former squatters.

The MHO members reside in a 2.9-hectare lot formerly owned by a private landowner who was the fourth in a succession of private owners who made the decision to relinquish his rights in favor of squatters under the government's Community Mortgage Program (CMP). The Makilan family, the first owner, acquired the land in 1957 when it was still a nipa and mangrove area. In 1969, the Benares family acquired the land and converted it into a fishpond. Later, it was acquired by the Yanson family which turned the property into a prawn pond. In 1975, the Mapa family acquired the land and turned it into a sugarcane plantation. It was during this period that people migrated into the area. The landowner himself authorized the land administrator to allow entry in exchange for a certain fee. At that time, land prices were low and there was plenty of space.

In 1992, the occupants who believed that they had the right to stay because they had given entry fees, were served a notice of eviction. It was then that they saw the need to organize themselves and seek the help of the local government. Facing strong resistance, the landowner independently consulted with the National Housing Authority (NHA) for a mutually-beneficial solution to the problem. Subsequently, the MHO, the NHA, and local government negotiated and agreed to settle the issue by transferring land rights at 450 pesos per square meter. The transfer process was brought under the CMP.

Presently, the land is inhabited by 219 families (700 persons). Unlike Tinagong Paraiso where the residents reconfigured the location and size of home lots, the MHO decided to allocate the land according to existing spatial arrangements of the households. Hence, some residents would have bigger lots than others. Although the association is able to reserve some space for communal use, it has found it difficult to re-arrange the size and location of houses in order to carve alleys and canals.

The community is surrounded by privately-owned lands and the only access to the highway is a cemented foot walk that is inaccessible to vehicles. Characterized by high walls, this envelopment has also blocked residents' access to a deep well that has been their source of drinking water. About 200 meters away, on the west side, fishers can access a docking area along the Sum-ag River through a still-unused private land owned by a congressman. The residents do not know yet whether in the near future this land will also be blocked. If that happens, fishers will lose access to the coast.

Household income levels in this community are generally low. Vendors, construction workers, and taxi drivers earn between 100 and 200 pesos per day. Fishers earn a low of 50 pesos to a high of 500 pesos per day depending on the season. The better-off families are those whose family members are employed in the government or private firms, or NGOs. They earn a regular income of 6,000–10,000 pesos per month.

#### Water Supply Situation

Located near the sea and the Sum-ag River, the community is physically close to major bodies of water. In fact, groundwater is available at a shallow depth of 3 fathoms. But this water is salty due to seawater incursion induced by prawn farms around the community. Water taken from deeper wells (200 feet) produces the same saltiness. Nevertheless, almost every household has a dug well in its front or backyard for ordinary water needs like washing, bathing, and watering plants. Poorer families also use this water for cooking. For many who are concerned about health and sanitation, cooking water is bought from private providers who get their supply from a deep well about 1.5 kilometers away.

Water for drinking and cooking eat up a major portion of a family's income. Even better-off families, however, spend as much as 9–15% of their monthly income on water. Low-income wage workers spend significantly more for water at similar levels of consumption. Ironically, the water problem had been foreseen as early as the 1940s when the first settlers moved into the area. However, through generations, its residents have not taken enough action to resolve the problem.

#### **ANNEX II**

#### Profile of Barangay CAA/BF International, Las Piñas, Metro Manila

The village of CAA/BF International derives its name from its location, a government property administered by the former Civil Aeronautics Administration (CAA), which has been renamed the Civil Aeronautics Board. The other name, BF International, is derived from Banco Filipino (BF), a local bank which ventured into real estate and is believed to have carved out a sizable portion of the same government property into a private middle-class subdivision called BF Homes. "International" is believed to be derived from the village's location which is adjacent to the international airport.

The area used to be a Government communications facility. Despite the presence of transmitter and receiver antennas, squatters crept into the property beginning in the 1960s. In 1977, the Government recognized the squatters' claims and sought to improve zoning. Ten hectares were divided into 1,000 lots to be given to the squatters. The Government's move did not prevent further occupation of the property. Those who acquired lands invited their relatives and friends from Central Luzon, Bicol, and the Visayas islands.

By 1995, 17 organizations of squatters vied for government attention through local politicians. They federated under the organization Alyansa ng Mamamayan ng CAA. Their collective claim pressured Government to respond. The local government of Las Piñas initiated the formation of an Inter-Agency Committee composed of the local government unit of Las Piñas, National Housing Authority, Presidential Commission of the Urban Poor, Department of Transportation and Communications, Air Transportation Office, and the Housing and Urban Development Coordinating Council. The work of the committee resulted in the awarding of rights to the squatters.

An estimated 6,000 families (80,000 individuals) occupy the 57-hectare (570,000 square meters) property. In 2003, the government awarded certificates (of ownership) to 5,000 families with a maximum allocation of 150 square meters per claimant family. Around 1,000 other families have not yet received their awards. As physical space available falls short of the aggregate claim based on the maximum allocation, the redistribution created disparities that tended to exclude other claimants. The problem is exacerbated by multiple and conflicting claims owing to selling and reselling of informal rights and political patronage.

The government price of P1,000 per square meter has certainly attracted claims, given the relatively low price compared to prevailing market prices of adjoining lands (in middle-class subdivisions). More than 1,000 family-claimants are still awaiting their awards.

#### Water Supply Situation

The community is not connected to Metro Manila's public water utility system (which is now privately run and divided between Manila Water and Maynilad). Residents are probably not even aware of the changes. They still talk about NAWASA (with reference to the now-defunct National Waterworks and Sewerage Authority) as the public water utility that should serve them or that which they are hoping to access.

Residents buy privately provided potable water from sellers and resellers who claim that their water comes from NAWASA. Although some private providers get their water from piped connections to Metro Manila's water utility system, most get their water from deep wells. Medium-scale private providers are known to operate their own "NAWASA," which means that they distribute piped water to as many as 20 households with the pipe connection paid for by the water user at 1,500 pesos per household. To save on costs, residents would opt for water access through plastic or rubber hoses.

Many years ago, the local government attempted to construct a pumping station for the community using a submersible pump. The project was started but did not operate as promised. Government sources argue the project was shelved because of defects in the pipeline. Residents believe, however, that a neighboring middle-class subdivision lobbied (and won) against it so as to protect its own ground water source. The pumping station has since been transformed into other uses as a barangay hall and a multipurpose covered court.



#### **'Water Voices' Documentaries**

#### Testing Audience Impact in Poor Communities

ADB's Water Awareness Team showed the Water Voices documentary 'Tinagong Paraiso' ('Hidden Paradise') in two poor communities in the Philippines and held focus group discussions after the viewing to analyze the video's immediate effects on the residents' knowledge and attitudes, and to assess the Water Voices documentary series' potential in influencing community practices.

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