

Let it be as local as possible

Dismantling information and communication hierarchies in displacement settings

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Introduction

It is a shocking reality that one in 95 people worldwide have been forced to flee their home. This figure has doubled compared to ten years ago and the numbers are predicted to rise due to inter-related factors such as food insecurity, conflict, political instability, poverty and climate change. The COVID-19 crisis affected the world on an unimaginable scale, increasing forcible displacement and deepening vulnerabilities and inequalities.¹ For people affected by displacement, communication is critical—it is a lifeline.

The term "communication" is broad. It is a means for people to access accurate and vital information, connect with others, voice their concerns and perspectives, and enter into a dialogue with those around them. It is a fundamental human right as set out in Article 19 of the Universal Declaration of Human Rights: the right to freedom of opinion and expression.² Communication is a critical component of humanitarian action that is essential for people to participate in decision making about the services and assistance they receive from aid providers, as well as manage their own self-recovery, whether they are forcibly displaced or part of the host community.

Often what happens in practice is that information hierarchies inherent in large institutions can play out in operational environments, so aid providers are responsible for communication and people in need of assistance can face obstacles to voice their opinions and be heard. This dynamic is changing with an increasing number of projects and initiatives that follow equitybased communication models, enabling people affected by displacement to lead initiatives and put forward their perspectives. There are many examples of community radio, participatory video and citizen journalism projects that provide training, support and equipment for refugees, internally displaced persons (IDPs) and migrants, to help them to play an active role in communication activities and society more generally. These initiatives positively disrupt the traditional notions of "communicator", "audience", "speaker" and "listener", giving agency and control to the people historically perceived as the "recipient", "target audience" or "beneficiary".

The role of media in its broadest sense as a platform, discipline and tool is to create communication channels, give access to reliable information, provide a space for dialogue and ensure people are represented and heard. However, media as a discipline is still perceived narrowly to broadcast information, limiting the possibilities of creating opportunity for people affected by displacement to have agency and opportunity.



This paper highlights projects that utilize and engage media expansively to support equitable communication and information sharing. The case studies provide key insights into different communication models and participatory methods. Each section offers a recommendation, drawing on best practice, to increase opportunities for people affected by displacement to have a say and lead communication initiatives or activities through media.

 $^{^{1}\} https://www.unhcr.org/statistics/unhcrstats/60b638e37/global-trends-forced-displacement-2020.html$

² https://www.un.org/en/about-us/universal-declaration-of-human-rights



Background

Big strides have been taken to improve participatory communication in displacement contexts, helped by global humanitarian commitments³ to dismantle top-down systems and create more responsive mechanisms to enable the participation of affected populations in response, recovery and longer-term development efforts. This is evidenced by recognition of and investment in the areas of communication, community engagement and accountability as pillars of humanitarian action. In this evolving humanitarian communication landscape, media goes beyond professional news gathering and broadcast. It is a flourishing arena encompassing citizen journalists, professional activists, civil society organizations, community groups, interfaith and other interest groups, community leaders, influencers and many more.

This shift in thinking has also been precipitated by the proliferation of affordable technology. More people have the means to connect and communicate on a global scale. The democratization of tools, and the means and opportunity to participate in public life has also brought risk, such as data breaches, online surveillance, fraud and cyberbullying, as people increasingly digitalize their lives and share personal information online.4 Additionally, access to technology and digital information platforms remains highly unequal due to prohibitive device, data and network costs and other barriers, such as government restrictions and cultural and traditional practices limiting women's and girls' access to education, information and communication channels. For forcibly displaced people, it is often the case that regular communication channels are disrupted. Situations arise in which people depend on humanitarian communication specialists, media and other stakeholders to fill information gaps and provide infrastructure and services to enable communication.

In the pandemic, we have seen in sharp focus the damage caused by misinformation, described by the World Health Organization (WHO) as an "infodemic".⁵ It was widely documented that migrants, refugees and internally displaced people faced discrimination, targeted as carriers of the virus, and were prevented from accessing health services and public health information and faced huge challenges. Vaccine access is limited for these groups.

The WHO and other UN and humanitarian organizations issued several calls to action to tackle the spread of misinformation. Providing COVID-19 information in displacement contexts was seen as an urgent priority. The trusted messenger principle was strongly at work as agencies and organizations facing significant operational restrictions mobilized to train local healthcare workers, civil society organizations, community members and groups, faith leaders and media to provide verified information in the pandemic. Established "messenger" networks, such as host community and refugee reporters, were deployed to bring reliable, trustworthy information to displaced people. Media, both as partner and discipline, have been critical in the response.

³ https://interagencystandingcommittee.org/a-participation-revolution-include-people-receiving-aid-in-making-the-decisions-which-affect-their-lives

⁴ https://privacyinternational.org/sites/default/files/2018-12/The%20Humanitarian%20Metadata%20Problem%20-%20Doing%20No%20 Harm%20in%20the%20Digital%20Era.pdf

⁵ https://www.who.int/health-topics/infodemic/the-covid-19-infodemic#tab=tab_1

⁶ https://www.who.int/news/item/23-09-2020-covid-19-pandemic-countries-urged-to-take-stronger-action-to-stop-spread-of-harmful-information

⁷ https://www.dw.com/en/dw-akademie/covid-19-response/s-52965362



1. Focus

This paper serves to explore how we can embrace a more expansive and inclusive view of media by drawing on case studies and examples of good practice, particularly with regards to the COVID-19 response, which necessitated major operational changes and reliance on local partners. By collating and sharing different examples of good practice, the paper encourages communication stakeholders to widen their thinking and practice in displacement contexts and explore ways in which more sustainable communication networks can take shape. To solicit different perspectives for the paper, a broad range of communication specialists, humanitarian professionals and media working in displacement settings were consulted.

DW Akademie survey: Communication and media in displacement settings

According to a brief survey⁸ carried out among communication and media practitioners working in displacement contexts, the four main barriers faced when working with displaced communities in the area of communication and media development are:

- 1. Access
- 2. Language
- 3. Government restrictions
- 4. Funding/resources

When asked about key recommendations for communicating in displacement contexts, most respondents replied that people affected by displacement must be included in all phases of the project.

& Before developing the project, ask the community.

When developing the project, include the community.

When implementing the project, include the community.

DW Akademie survey respondent

Survey respondents identified community leaders as the most important partners for communication in displacement contexts.

The operational restrictions, caused by COVID-19 lockdown and quarantine measures, presented challenges for effective communication in displacement contexts, which is largely face-to-face. Communication practitioners developed creative solutions to deal with enforced distancing and remote working, such as rapid training programs for local partners with remote guided facilitation and customizable information assets for wider dissemination and use. They also addressed the common myth that the virus is a hoax through outdoor drama productions and information points and conducted remote focus group discussions with local partners using tools like Kobo Toolbox.

In terms of addressing and tackling rumors during the pandemic, survey respondents said they used various tactics and channels and made use of established communication networks and systems to get information out fast. Training community reporters or trusted messengers to disseminate accurate information and debunk rumors was a key activity. According to respondents, fact-checking and verifying information was a collective effort led primarily by local partners, also involving other communication stakeholders and community members.

⁸ DW Akademie carried out an online survey among media development and humanitarian communication practitioners working in displacement settings in seven countries. Fifteen respondents, in total, provided information about working with people affected by displacement and the role of media.



2. Participation and local leadership

It is widely established and recognized that people affected by crises must have opportunities to participate in decisions that affect their lives. The participation, voice and agency of affected communities has been championed largely by a growing movement of communication and community engagement practitioners under the banner, "Communication is Aid" (#Commis-Aid). The launch of the Grand Bargain in 2016 at the World Humanitarian Summit marked a milestone in efforts to put people affected by crisis at the center of aid decisions and the "participation revolution" came into effect. However, Grand Bargain commitments are largely focused on funding. The commitment about "localization", widely cited as the imperative to prioritize local leadership, is about "providing more support and tools for local and national responders".9 Communication is critical to fulfil Grand Bargain commitments but is not explicit in the text. According to a > data portal by Ground Truth Solutions, which has captured people's perspectives in crisis situations in 15 countries, the answer to whether people feel they have a voice in aid decisions varies. When people were asked if they felt informed about aid, the majority said no.

66 The more the community is involved, the more effective communications become. The channels or mechanisms sustain only when feedback flows and two-way conversations are maintained.

DW Akademie survey respondent

In the Grand Bargain 2.0, launched in 2021, one recommendation is to increase support for the participation revolution and localization by strengthening local actor engagement and making these organizations true strategic partners in the process, in addition to providing resources to make this happen.¹⁰

66 It is a long way to convince humanitarian organizations that communication is important. Lack of funding, lack of time, lack of trust, there is always something.

DW Akademie survey respondent

Under-representation

A study carried out by the World Association for Christian Communication (WACC) in 2017, titled "Changing the narrative: Media representation of Migrants and Refugees in Europe", presents some stark data. Only 21% of stories about migration and asylum reference a person. In stories portraying individuals' experiences of migration and asylum, only 3% of the people featured were presented in full, with details about their profession and life. Out of the individuals featured in stories about migration and asylum, less than a quarter were women. The report elaborates on the role media can and should play in displacement settings:

"Media can present and explain the existing challenges, provide accurate information on issues and events which can become inflammatory or be misunderstood, and provide a platform for the voices of refugees and migrants themselves. This enables the audience to move beyond a label to a real person with experience and expertise."

In displacement contexts, equitable communication can be challenging. Often, multiple groups present different and varied communication needs. In rapid onset situations, people need information urgently and there can be limited capacity on the ground to provide this. There can also be access issues and coordination challenges among humanitarian organizations and other communication stakeholders.

During the pandemic, mobility restrictions left humanitarian organizations with little choice other than to confer leadership to local actors. The role of media was also thrust further into the spotlight as part of the frontline defense against rising misinformation and harmful rumors. Established community-based media projects in displacement settings deployed trained media workers, local reporters and citizen journalists to disseminate accurate and timely health protection and prevention information to stem the spread of the virus and inform people about lockdowns, quarantine measures and health services.

In a working paper on communication and community engagement in the COVID-19 response produced by the Communicating with Disaster Affected Communities (CDAC) Network, a key lesson noted was to "move to more participatory, two-way com-

⁹ https://gblocalisation.ifrc.org/grand-bargain-localisation-workstream-2

¹⁰ https://interagencystandingcommittee.org/system/files/2021-07/%28EN%29%20Grand%20Bargain%202.0%20Framework.pdf

¹¹ https://www.refugeesreporting.eu/wp-content/uploads/2017/10/Changing_the_Narrative_Media_Representation_of_Refugees_and_ Migrants_in_Europe.pdf

munications and feedback with vulnerable communities and find out what channels they really use, not just what we want them to use" 12

Recommendation 1

Ensure people affected by displacement are prioritized as both communicator and audience.

Misinformation management

Initiatives and projects quickly sprang up during the pandemic, bringing media outlets, local organizations, journalists and community members together to carry out fact-checking, rumor tracking and various activities to provide verified and reliable information to communities affected by displacement. An important dimension of these projects was also to tackle discrimination and hostility towards migrants and refugees, an issue that worsened during the pandemic as fears increased about transmission of the virus. A project led by the International Organization for Migration (IOM) called "Xenofobia Cero" aims to put tools and information in the hands of the general public in Central America to combat hate speech and anti-migrant sentiment, 13 an urgent priority in the pandemic according to IOM and other UN agencies and humanitarian organizations. 14

Case study: The Sentinel Project, Hagiga Wahid, South Sudan

"Hagiga Wahid", which translates as "One Truth", is a misinformation management project working to provide information and facilitate dialogue for South Sudanese refugees and Ugandan host communities in Rhino Camp Refugee Settlement in Arua, Uganda. The project is focused on countering harmful rumors, which contribute to conflict and tension between community groups. During the height of the pandemic, the program provided a free mobile messaging service to distribute verified public information. The information service currently has 5,000 subscribers from different villages in Rhino Camp who received information via this service before the pandemic struck. Through this subscriber base, the team distributed coronavirus-related information. The team received reports of rumors circulating from their subscriber base. "Our approach helps to reduce stress and prevent stigmatization in the community, also establishing a connection and building trust, which is an asset in this misinformation management work," said Barnabas Samuel, the project coordinator in Omugo camp.

66 Let it be as local as possible.

Barnabas Samuel, Co-Founder and Program Manager, Community Development Centre (CDC), Rhino Camp Refugee Settlement, Arua, Uganda

What is evident is that throughout the response, local actors, community members and media played a fundamental role in facilitating dialogue and getting factual and accurate information to people affected by displacement, who often face greater communication challenges. Media in this context represents a broad scope of stakeholders including community radio stations, local non-governmental organizations (NGOs), professional and citizen journalists, people affected by displacement, host community members, community leaders and humanitarian organizations.

We didn't do the communicating, we equipped the community to do the communicating — including knowing where to access reliable information for passing (it) on.

Johnny Fisher, Amplifying Voices, Rhino Camp Refugee Settlement, Arua, Uganda.

Case study: Internews, Rooted in Trust, Global

Described as "a global pandemic information response program", the project, "Rooted in Trust" tracks and responds to harmful rumors at scale in more than 10 countries. 15 According to Internews data, the program has tracked and responded to more than 14,000 rumors and provided reliable information in over 14 languages, reaching an estimated 81 million people. The project focuses on working with communities affected by displacement and insecurity. Information Ecosystem Assessments (IEAs) are carried out in partnership with local information providers in the community as a comprehensive mapping exercise to identify barriers, information preferences and existing communication networks and information flows to trace misinformation back to the source. The project works with community members to provide reliable information via relevant channels in formats people need and want. Internews first developed the rumor tracking methodology in 2014 and has provided guidance for organizations to use and adapt the model for different contexts.

¹² http://www.cdacnetwork.org/tools-and-resources/i/20201116233504-bnmh1

¹³ https://www.oecd.org/fr/sites/netcom/nottranslated/xenophobia-zero.htm

¹⁴ https://www.iom.int/countering-xenophobia

¹⁵ https://internews.org/wp-content/uploads/2021/10/Rooted_in_Trust_Overview_2021.pdf

3. Assessing information needs

Certain tools have been developed by the CDAC Network and other actors to help organizations carry out information needs assessments (see Resources at the end of this section). It is widely recognized that this is the first essential step in any type of communication response and critical in displacement settings when people's regular communication channels are disrupted, and they are in situations where they do not speak local languages and struggle to access information they can understand. Also, in displacement scenarios, diverse groups can converge, presenting complex communication needs. For communication responders, information products, channels and tactics need to meet the needs of different groups.

Data sharing

A key challenge in displacement situations is people come and go and so do humanitarian organizations, therefore information needs assessments can quickly become outdated. Another challenge is that assessment data is not often shared among organizations. Information needs are not always included in other critical needs assessments, so it is often the case that people are subjected to multiple questionnaires or surveys by different organizations, which can be confusing and intrusive.

A pilot launched by the organization Reach in 2019 trained and supported Rohingya enumerators in Cox's Bazaar, Bangladesh to collect data from community groups. The project evaluation found that involving community members in data collection is a viable option but requires careful assessment of potential barriers, such as language, literacy levels, security risks, cultural sensitivities and other community tensions that can arise as a result of people's participation in such projects. The evaluation identified a need for further research to support data collection by lower-literacy enumerators in displacement contexts, specifically regarding questionnaire design and audio-visual cues.¹⁶

Recommendation 2

Make information needs assessments routine and participatory and explore ways to share data with other stakeholders to avoid duplication.

We way people receive and process information. Always make sure information is delivered through multiple channels and repeatedly.

DW Akademie survey respondent

DW Akademie launched a media development project in 2019 to improve access to information, bring to light the perspectives of refugees and host communities, and facilitate dialogue between different groups in Kakuma (Kenya), Gambella (Ethiopia) and Kagera and Kigoma (Tanzania). The DW Akademie Refugees and Migration in Africa team carried out a study to learn about the information needs and communication preferences of these different groups. A Kenyan market research company carried out a survey of more than 1,700 people living in and around refugee camps in the three areas. Findings revealed people in different locations had very different communication preferences and information needs. In Kagera and Kigoma in Tanzania, 54% of respondents listen to the radio as their main source of information. Radio was a less popular medium in Kakuma, Kenya (25%) and Gambella in Ethiopia (20%), where local or international organizations and other people were cited as primary sources of information. Internet usage varied between 9% and 39% and tended to be higher in urban areas and among host communities than in rural areas and among refugees.

Case study: FilmAid Kenya and DW Akademie, Sikika project, Kakuma, Kenya

Drawing on the survey results, DW Akademie developed the "Sikika" project in partnership with FilmAid and in collaboration with target community groups. The name "Sikika" means "be heard" in Swahili. Identifying significant information gaps for refugees in Kakuma and Kalobeyei Settlement and host communities in Turkana, the project seeks to improve information access and foster dialogue, with community members taking the lead. The project facilitates conversations between different community groups by creating content based on the perspectives and concerns of community members and producing an "audio magazine". The program is then distributed to listener groups using WhatsApp, SD cards and USB drives. Community members are trained as reporters or "content generators" to produce the content and are remunerated for their work. The editorial agenda is entirely participatory, meaning the content of the audio programs is designed and created with target audiences.

¹⁶ https://reliefweb.int/sites/reliefweb.int/files/resources/reach_bgd_brief_rohingya_enumerator_pilot_april2019_1.pdf



In total, 18 content generators (eight women and 10 men) from the refugee and host community are working to produce the monthly audio program, which features segments offering news, information about services and assistance, feature stories, topics for debate, drama and sports. To ensure the program reaches as many people as possible, the project formed 240 listener groups each headed by a community member trained to facilitate discussions. Participants with mobile access are encouraged to provide feedback via WhatsApp, which allows the team to ensure information and content is responsive to needs and preferences and provides a way to address concerns or questions.

In the early stages of COVID-19, the team focused efforts on disseminating public health information and encouraging people to adhere to preventative measures, debunking rumors and responding to people's concerns and questions. Another important role the project played was to calm rising community tensions as a result of lockdown restrictions, reduction in services, economic decline, social isolation, fear and uncertainty. In less than a year, Sikika produced seven audio programs covering different aspects of the pandemic, which were aired at 400 listening sessions. The project has made significant inroads countering misinformation, such as the virus being a hoax, by providing scientific information and reflecting the views of people in the communities. It has contributed to behavior change around vaccine acceptance.

The project has provided opportunities for young people from different backgrounds to work together. The young people develop media, communication and leadership skills, as well as build a greater understanding about different groups and people living nearby. This contributes to peacebuilding efforts between refugees and host communities and strengthens community relations.

thoughts through the communities' thoughts through the content that I create. I am collecting their views and presenting this information to wider audiences, so they see we are all similar in a way and have the same issues to address. I have identified issues in my community such as drug abuse, water problems, mental health and poor road infrastructure, which I wish to address.

David Omot, 25, Content Generator, Sikika project, Kakuma, Kenya I can now easily write a manuscript on relevant topics and use the editing software like Adobe Audition to produce audio content and tell my stories. I can now also research and conduct interviews on various topics that my target audience wants to listen to.

Sadia Molu, 26, Content Generator, Sikika project, Kakuma, Kenya

According to the project coordinator, Taphine Otieno, dialogue in the community has improved and tensions have eased as a result of the project and its audio programs. Language is a challenge and the capacity to translate content into different languages spoken by community groups is a necessity but requires a lot of effort and skill, he says. Another challenge is the internal information processes of humanitarian organizations and their response times. The team gathers questions and feedback to present to humanitarian organizations providing local services, but issues of authority arise within these organizations concerning information sign-off and approval. Information flows are slow, running between the local, national, regional and sometimes headquarter offices before information is released. This can result in delays of up to one month before people receive a response. This is problematic for people arriving daily who urgently need information to access services and orientate themselves. Dialogue is a key aspect of the project not just between refugee and host communities but also between service providers (government and humanitarian organizations) and service-users (refugees and host communities). One of the project's key recommendations is to explore new ways to share feedback systematically with humanitarian organizations and improve response times.

I get motivated every time I go back to the community and they tell me the only project they trust is Sikika. I also tell them there are processes involved in getting information from the agencies to manage their expectations. I have devised a strategy to ask (humanitarian) agency staff to accompany me and speak with the community. It's working. It's a new approach. We are changing the approach to feedback and information sharing generally.

Taphine Otieno, Content Development Coordinator, Sikika project, FilmAid Kenya, Kakuma Refugee Camp





4. Feedback

Accountability is a fundamental dimension of humanitarian action, Accountability to Affected Populations (AAP) is part of all Humanitarian Response Plans. With rapid technological development, there are numerous ways in which organizations demonstrate accountability and provide people receiving aid with clear and open channels to give feedback, make complaints and voice their ideas or concerns. The input end—the gathering of feedback—is largely well executed. The output side—response and action—is commonly referred to as "closing the feedback loop" and is more challenging. A study carried out by Internews in Bangladesh in 2018 found 93% of humanitarian organizations collect feedback but despite promises of accountability, there is little evidence this is delivered.¹⁷ Coordination between humanitarian organizations, partners and other key stakeholders remains an issue. The degree to which people can participate in aid decisions and access timely information is largely contingent on feedback mechanisms and the quality of communication between all actors involved.

Using both mobile technology and very simple face-to-face conversive activities, there are many good examples of feedback mechanisms that are tailored to specific contexts. The challenge is connecting localized mechanisms to the data collection and analysis systems of humanitarian agencies.¹⁸ Organizations are continually exploring common services approaches to share data to strengthen accountability, improve the efficiency and relevance of humanitarian assistance, and to avoid overburdening people with surveys and focus group discussions. One example is the Emergency Telecommunications Cluster (ETC) Common Feedback Mechanism, which coordinates feedback through call centers or SMS messaging.¹⁹ Efforts have also been made to codify feedback for entry into the collective data visualization portal, the Humanitarian Data Exchange (HDX), and find ways to make this more streamlined and possible.20

Media partners can play an important role in gathering and responding to feedback from community groups and tailoring content for radio, video reporting and print media that reflects the concerns and views of people affected by displacement. Media already document and air diverse perspectives and expose injustice, wrongdoing and inequalities. However,

¹⁷ https://odihpn.org/magazine/jumping-hurdles-key-barrierscommunity-feedback-mechanisms

¹⁸ https://www.rescue.org/sites/default/files/document/2183/ designingforachangeinperspectivewebcopy.pdf

¹⁹ https://www.etcluster.org/services/common-feedback-mechanismcfm

²⁰https://data.humdata.org

despite being a key actor, media are often overlooked in the development and set-up of common feedback mechanisms in humanitarian contexts. One of the main reasons cited for not including media in these processes is concern about information leaks. Yet, media organizations and media development programs are already gathering feedback and usually have close ties to the community. Call-in radio shows, citizen reporting, listening groups, public debates and video reporting are just some of the many channels used by media partners to document and respond to people's experiences and concerns, and produce content based on this information.

Serious complaints

With regards to serious complaints, specifically relating to sexual exploitation and abuse (SEA), there are several resources to support organizations to set up complaints mechanisms and build an understanding that they are distinct from feedback mechanisms and need to have measures in place with regards to escalation, confidentiality and redress. Following public exposure of abuse cases in the aid sector in 2018 and the global "MeToo" movement, the international community stepped up efforts to strengthen practice in the areas of safeguarding and protection from sexual exploitation and abuse (PSEA), specifically with regards to informing people about their rights, the responsibilities and conduct of aid organizations, and raising awareness about reporting channels. Approaches have become increasingly community-centered, prioritizing training and funding for local organizations and downstream partners to raise awareness and co-design community-based complaints mechanisms with people accessing humanitarian aid. These initiatives are supported by the > PSEA Taskforce and → Safeguarding Resource and Support Hub.

Case study: UNHCR and International Council of Voluntary Associations, Community Outreach and Communication Fund, Global

The Community Outreach and Communication Fund launched in 2020 supported 19 NGOs to carry out projects to raise awareness about PSEA and provide training. Many of the projects worked closely with media. For example, in Cameroon, the Society for the Promotion of Initiatives in Sustainable Development and Welfare (SOPISDEW) partnered with the Cameroon Community Media Network (CCMN), which encompasses more than 100 media outlets, to inform communities about PSEA and the process to make complaints in six regions in the North-West Region and South-West Region of Cameroon. As shown by this example, there is an important role media partners can play in developing informative content to raise awareness among target audiences and supporting people to participate in the design, development and maintenance of feedback

and complaints mechanisms. Humanitarian organizations can work with media to communicate and reinforce codes of conduct. Media development organizations can build local partnerships to train people affected by displacement to report on issues in their community and to promote debate and dialogue. These communicator networks are central to building sustainable and effective complaints and feedback mechanisms.

Recommendation 3

Invite media and media development organizations into humanitarian coordination mechanisms to play an active role in feedback collection, reporting, response and action.

 $^{^{21}} https://interagency standing committee.org/psea-community-outreach-and-communication-fund \\$

²²https://www.unhcr.org/5f741f164.pdf

5. The role of local partners

Commonly, people perceive media in humanitarian contexts in a more traditional sense, as a channel to broadcast information. But as the response to the pandemic has demonstrated, local partners and intermediaries are key to connecting and communicating with communities, particularly in contexts where access is restricted, and connectivity is weak. Trust is another major issue and forms the basis of behavior change initiatives aimed at convincing people to listen and adhere to scientific and fact-based information rather than rumors and misinformation. Building trust is a long process, so at the beginning of the pandemic, and in other crisis situations, humanitarian organizations, media and other communication stakeholders rely on established networks and local actors to disseminate information and convince people to act in ways that serve their best interests.

"Media" in these settings covers a broad range of actors and is not limited to news outlets and community media. It also encompasses affected populations, civil society organizations and community groups. Critical local partners, including people affected by displacement, often do not have a background in media and require training in the basics of ethical journalism, information gathering and verification, security, and working with vulnerable groups on sensitive issues.

People who share the same experiences as those they communicate with and report on do not always understand the impact of their work and possible ramifications. People facing challenging life situations require continual support to carry out initiatives safely. Essentially, local partners possess first-hand experience and critical knowledge about the communities but have not necessarily undergone training to manage the challenges their intervention could surface. Therefore, basic humanitarian principles need to be reinforced for media work to be carried out effectively and safely.

Partnerships

A network of international NGOs called "Accelerating Localization through Partnerships" looked at how to strengthen the role of local NGOs in humanitarian response. The research found that partnerships were seen as one of the best routes to a locally led response. However, only a quarter of research participants believed the partnerships they had experienced were genuine in terms of equal power and input into project design, budget, management and review.²³ The research identified five key factors that need to be in place for an authentic local partnership to develop: 1) Budget—adequate funds are allocated

to the local partner; 2) Capacity building—continual training and support is given; 3) Responsiveness to feedback; 4) Equality in partnerships; 5) Ethical recruitment. UNHCR describes partnering with communities as "a continuous process that engages communities as analysts, evaluators and implementers of their own protection". The organization advocates for partnering with communities to be integrated into humanitarian programs.²⁴

The authors of the paper also mention disrupting the traditional roles of "communicator" and "provider", i.e., the aid organization and the audience, or the recipient of aid. Providing opportunity for people affected by displacement to take on the communicator role is key to dismantling communication hierarchies that intentionally or unintentionally take root as a result of the institutional structures of aid in displacement and other humanitarian settings.

A key consideration for developing local partnerships in media development initiatives, particularly working with displaced communities, is the heavy limitations placed on people in this situation. Often, they are not afforded basic rights and face mobility restrictions and exclusion from public life. It is well documented that displaced people face higher levels of discrimination and marginalization due to their refugee, migrant or IDP status. They often do not have the right to work, move freely, access public services, apply for residency or legal status and cannot return home. Host communities can perceive them as outsiders or a threat, particularly in situations where resources are scarce, and competition is high. Another consideration about participation is how it will affect social and cultural practices and challenge existing barriers with regards to ethnicity, age and gender. The following case study highlights some of the challenges faced by Rohingya women living in Cox's Bazaar who are taking part in a community radio project.

Recommendation 4

Consider ways to build authentic partnerships with forcibly displaced people, which means sharing decision-making, balancing power, and providing funds and capacity building to enable local initiatives to take root.

²³https://www.christianaid.org.uk/about-us/programmes/accelerating-localisation-through-partnerships

²⁴https://emergency.unhcr.org/working-with-partners



Case study: DW Akademie, Palonger Hota radio project, Cox's Bazaar

Sabera is one of several Rohingya refugees to join the community radio project "Palonger Hota", translated as "Voice of Palong", which is supported by DW Akademie. The NGO Young Power in Social Action (YPSA) produces the radio magazine program together with the community radio station, Naf in Cox's Bazaar. The weekly show is produced by refugees and host community members aimed at local audiences. Sabera received training as a radio reporter and went on to produce news and information for her community. "I had to convince my mother because she was worried about how my neighbors and relatives would react. But when she and the others started listening to my reports, they gradually changed their minds," Sabera says. In the radio program, Sabera has covered issues relating to women in the camp, such as juggling motherhood and caring for the family while longing for major changes in society. "It's important, especially for young women, to get a different view of life,"25 says Sabera.

66 For me, the biggest change was when I started asking people questions and raising my voice.

Sabera (name changed), 21, Kutupalong Refugee Camp, Cox's Bazaar

For this project, the local implementing partner is not a media organization but an NGO, which is developing expertise in media to provide information for refugee and host communities in Cox's Bazaar and increase understanding and dialogue between communities. The project offers an opportunity for people like Sabera to learn new skills and participate in communication initiatives, which would otherwise be impossible as Rohingya people are not permitted to work and face severe restrictions on their movements. The project hinges on the local partner maintaining good relations with the Rohingya community and the government. The project coordinators are exploring ways in which they can move beyond a broadcast approach to information sharing by creating participatory methods to involve the Rohingya community in all aspects of communication and reflecting people's perspectives in the content they produce. Participatory approaches are relatively new to the NGO, and it has been important to allow time for people to adapt to new ways of working in contexts where more traditional communication methods have prevailed.

Recommendation 5

Allocate adequate time to support organizations to adopt participatory approaches in contexts where top-down, hierarchical communication methods have dominated.

²⁵ https://www.dw.com/en/the-voice-of-the-rohingya-refugees/a-43178408



6. Participatory editorial agenda

The success of media projects in displacement contexts to facilitate communication between different groups and enable people to have a say is rooted in a participatory editorial agenda. This means people can express their information preferences, which are then reflected in the content produced and disseminated via different media. The editorial agenda is co-produced with migrants, refugees and IDPs, who are trained to gather and produce information and content. In this instance, editorial control is handed over to the people who are typically reported on. Although this approach favors active participation, it also raises questions about the wider impact it will have on community relations and the status and security of individuals involved, particularly those in vulnerable and high-risk situations with few or no rights, as is the case for the Rohingya people in Cox's Bazaar, Bangladesh.

66 Engage journalists who are part of the displaced communities. Develop training programs that encourage collaborative work between local and displaced journalists that have a human rights perspective.

DW Akademie survey respondent

Placing the affected person at the center and enabling them to produce the information and act as the communicator, positively disrupts information hierarchies and breaks down social constructions that marginalize people further.

66 Communities need to be engaged from the outset — in identifying channels and developing messages.

DW Akademie survey respondent

Recommendation 6

Assess and manage potential participation risks in the project's early phases and develop strategies that allow people to take part without causing them or those around them harm.

Case study: Réseau Africa Volontaire and the World Association for Christian Communication, Burkina Faso

Community media projects fill a critical information gap for people in displacement settings and other contexts. It is often the case that the most vulnerable groups are not considered or heard. Taking part in these projects and using media as both a tool and platform is the only way for people to express their views and ensure information meets their needs. This is clearly illustrated in a series of projects supported by the World Association for Christian Communication (WACC) in Burkina Faso. The projects provide different community groups with training and equipment to establish local media channels and publicize information about the effects of climate change. The project seeks to train people whose livelihoods depend on agriculture in journalism skills, which helps them to develop and share information that supports local climate mitigation strategies.²⁶ This is an example of providing vulnerable communities with the means to develop editorial agendas according to their information needs.

The community reporter is central to creating a more joined up, connected communication network.



²⁶ https://waccglobal.org/burkina-faso-project-will-train-citizen-reporters-to-highlight-environmental-issues



7. Social cohesion and connectedness

There is no universal definition for social cohesion; the term is broadly defined as solidarity between different community groups, a sense of togetherness and strong social relationships.²⁷ An indicator of social cohesion is social capital, the networks of relationships that exist between people living in a community. Social networks spread social capital but can also drive adverse behaviors such as discrimination and marginalization. Communication and dialogue are key for unlocking social capital and increasing social cohesion.

Media play an important role in building connections between diverse community groups and supporting the integration of refugees, migrants and IDPs into local communities. Community radio, theatre and discussion groups, and collaboration with local journalists are some examples of ways communication brings attention to different viewpoints, addresses conflict and tensions, tackles discrimination and promotes collaboration between different groups to improve socio-economic outcomes. The Organisation for Economic Cooperation and Development (OECD) describes social cohesion as "both a desirable end and a means to inclusive development". In displacement settings, factors that support social cohesion can be disrupted or absent, leading to situations where conflict and tensions run high, especially when there is a large influx of people arriving in areas where local communities are already struggling to access water, food and health care and other resources. Tensions can arise in situations where forcibly displaced people are accommodated in camps managed by humanitarian organizations, which provide resources and assistance local communities cannot access

66 Lockdowns and distancing exaggerate differences and can lead to conflict rekindling, so good communication that brings people together is essential.

DW Akademie survey respondent

Local journalists play an important role in disseminating verified information and representing balanced viewpoints, which allows people to consider different perspectives. A large area of media development in displacement settings is to train and support journalists from host communities or refugees, migrants and IDPs to produce stories about different community groups and individuals to bring attention to different realities and experiences and improve social relations.

This has been particularly important in the pandemic as migrants, refugees and IDPs have been disproportionately affected. Fears about the transmission of the virus and mobility restrictions have led to further discrimination and exclusion of these groups. A sharp increase in misinformation has also contributed to the problem. The virus has been attributed to certain ethnicities and people arriving in some communities have been treated with suspicion, or worse, attacked. Creating communication channels for dialogue and the distribution of accurate information is fundamental to allow people to manage situations as they evolve.

Case study: Search for Common Ground and UNHCR, Kallo Karayé, Niger

The NGO, Search for Common Ground in partnership with UNHCR led a project in 2017 in Diffa, Niger, close to the border with Nigeria, called "Kallo Karayé". The project's aim is to promote leadership and community engagement and strengthen community resilience.²⁸ Part of the project involved carrying out a "conflict scan", a survey to collect information about conflict and tensions among refugee and host communities to inform the programmatic decisions of the actors operating in the target areas. Focus group discussions and key informant interviews were carried out with different representatives. The survey findings showed that the main tensions identified predated the arrival of refugees. Displacement, however, exacerbated tensions, which then led to violence between different groups, resulting in several deaths. The project's summary report recommendations note a need for humanitarian organizations to clearly communicate that all community groups are treated equitably and more activities that bring together different segments of the community to increase trust, cooperation and positive interactions.

Initiatives involving media contribute to reducing tensions and enabling dialogue and cooperation, but these projects are often not prioritized or considered as much as they could be to improve social cohesion.

²⁷ https://migrationobservatory.ox.ac.uk/resources/briefings/immigration-diversity-and-social-cohesion

²⁸ https://www.sfcg.org/tag/displacement

Another important aspect of social cohesion is to promote a sense of belonging and connectedness for people who have been displaced. This is vital for people who have lost contact with friends and family through their usual communication networks and are isolated. People who are forcibly displaced are at high risk of losing contact with their social networks, homes and belongings, all of which tie them to a sense of "home". Media can offer some respite by providing content that helps people focus on something else other than their daily reality and by sharing familiar reference points like music. Content can include drama, music, chat shows, sports, and more. It can help provide some structure and an anchor in situations where people have little control over what is happening to them, their environment and those around them. A study carried out in 2018 exploring the role of radio, specifically the interventions of a First Response Radio, in the aftermath of Typhoon Haiyan in the Philippines found radio helps communities in their transition from survival to recovery well beyond crucial information sharing.²⁹ The author Karen Hugelius at the Örebro University in Sweden noted that radio helped people on a number of levels to connect with loved ones, take rest from "the fight of surviving", regain some hope and confidence, and retake some control. Both information and music were contributing factors for recovery, she found. Hugelius classifies community radio as a positive health intervention and advocates for further research to assess the longer-term effects of radio on people's mental health post-disaster. It could also be argued that participatory approaches to involve local communities affected by displacement in the creation and production of community media also creates positive outcomes for those involved, including improving their mental health and wellbeing. This outcome has been frequently reported by participants of DW Akademie projects.

Radio should be a sane, comforting voice in times of tension or difficulty. Like a friend, your local station should tell you the truth in a calm, unemotional way — and help you to focus on solving the problem.

Taphine Otieno, Content Development Coordinator, Sikika project, FilmAid Kenya, Kakuma Refugee Camp

An important dimension of media development work and interventions in displacement contexts is that people who have lost jobs and contact with familiar networks can find new opportunities to develop skills and generate livelihoods. Similarly, professional journalists who are forcibly displaced are likely to struggle to maintain their career and can face discrimination unless supportive interventions are made for them to re-en-

ter the sector in another country or location. DW Akademie, along with other organizations, provides training to professional journalists affected by displacement. This helps them to re-enter the workforce and report on displacement issues to raise awareness among different community groups, as well as address discrimination and stigmatization and ensure different perspectives are represented in the media.

Social isolation and rising levels of mental illness have been a key feature of the pandemic due to severe mobility restrictions, lockdown measures and economic decline. Forcibly displaced people endured the acute effects. Stranded, detained, pushed back, rejected at borders and facing extreme poverty, danger and serious health risks — this is the reality of millions seeking refuge. In the recovery period, it is imperative people in these situations have the means to develop coping strategies through media and communication interventions. This is also vital for improving community relations and supporting integration.

Dialogue

Fostering dialogue is a key objective for media development projects in displacement settings. Communication and community engagement centers on bringing different groups together to discuss concerns and ideas and learn more about each other. This is particularly important for people who are not afforded basic rights and do not have the opportunity or outlet to express their views. Bringing people together from different community groups requires careful management and measures to establish safe, accessible spaces that respect certain cultural practices and enable the participation of women, for example, and both younger and older people. Media, such as radio, participatory video, community meetings and theatre, can provide a neutral space for people to interact with others outside their usual networks to learn about different cultural practices, social values and perspectives. Social cohesion and connectedness go together, and open communication is core.

Recommendation 7

Consider media as a partner, tool and platform to build connectedness, purpose and solidarity for people affected by displacement, including host communities.

²⁹ https://www.firstresponseradio.org/radio-response-for-recovery.html

8. Common services and coordination

It is widely acknowledged that coordination is essential for effective humanitarian action and over the last decade increasing efforts have been made to develop common services for communication, community engagement and accountability in the form of inter-agency working groups, alliances and common service platforms.

"Coordination tends to be one of the most heavily criticized areas in humanitarian response operations, either because a lack of coordination leads to operational shortfalls or because the coordination mechanics are a drain on resources. Even though most organizations agree that coordination is essential, coordination mechanisms tend to be severely underfunded."

The humanitarian Cluster System is the main architecture for coordination. It was applied for the first time following the earthquake that hit Pakistan in 2005. 31 It consists of 11 thematic sectors, such as education, health and protection. Decisions to activate certain clusters in an emergency depend on the nature of the crisis and are taken by the Humanitarian Country Team (HCT). In smaller disasters, it is not uncommon for clusters to be merged at the country level, for example, shelter and camp management. Each cluster has a global cluster lead agency, which most of the time also coordinates the cluster at the country level. As communication and community engagement is recognized as a key pillar of disaster response, it is included in the system as a sub-cluster or inter-agency working group. UN agencies lead most global clusters. However, some are led by non-UN agencies (IFRC and Save the Children, for example). The system was created by the Inter-Agency Standing Committee, which comprises UN and non-UN actors and one of the goals was to make coordination less UN-centric.32

To ensure the participation of local responders and people affected by crises in the response and recovery, the CDAC Network advocates for a "National Platform" approach to create permanent or longer-term communication systems led by local actors and closely connected to the government, where possible. These systems should support ongoing communication and community engagement in countries facing recurring or ongoing crises. The organization describes the platforms as "innovative coordination mechanisms that bring together community engagement activities and sit within, or influence, overall response leadership" to "ensure community engagement efforts are coordinated, systemic and locally-led".³³

The speed and magnitude of the pandemic precipitated new alliances to meet the scale of need, such as "The Collective Service for Risk Communication and Community Engagement" (RCCE). This alliance follows a commons-based approach "enabling collaboration between a wide range of organizations to increase the scale and quality of RCCE approaches". Resources are developed and shared with different audiences in mind to respond to COVID-19 and beyond. These resources can also be useful in other contexts, to involve community groups at all phases of communication and media activities. 34

Cross-border communication

In displacement contexts, coordination and communication challenges also arise from the movement of people across borders. For refugees and migrants arriving in a new place, access to information and services is a huge challenge, as is the consistency and coordination of information provided by humanitarian actors. It is obvious that information and communication with affected populations is stronger when there is funding, levels of which are activated depending on the classification of the emergency by the UN. At all levels of emergency, provisions are made for communication and community engagement, the extent of which depends on available funding. For people in longer-term displacement situations such as those in detention, temporary residency or transit, it is often the case that information will be provided by government, non-governmental organizations and UN agencies (IOM and UNHCR). In these situations, cross-border coordination in terms of communication is a challenge. Media can and should play a bigger role in addressing gaps in information provision and provide opportunity for people affected by displacement to express their views.

Case study: DW Akademie, Cross Border Network, South Sudan and Uganda

The Cross Border Network project focuses on strengthening collaboration between journalists in neighboring Uganda and South Sudan. Supported by DW Akademie, the project has been running since 2017. The network includes 22 media outlets, 13 of which are in Uganda and nine in South Sudan. The project produces stories for radio broadcast and its online news platform. Key objectives are focused on strengthening the capacity of journalists and media organizations to report on cross-

³⁰ Lüge, T. 2020. Brief Introduction to Humanitarian Coordination. Deutsche Welle Akademie

³¹ https://www.humanitarianresponse.info/en/coordination/clusters/what-cluster-approach

³² Ibio

³³ http://www.cdacnetwork.org/tools-and-resources/i/20200202015921-43d78

³⁴ https://www.rcce-collective.net/the-collective-service





border issues ethically, safely and sensitively; providing content that brings to light the perspectives of migrants, refugees and IDPs; providing timely information to these communities; and networking with other media organizations to improve reporting and defend press freedoms.³⁵

collaboration, because the journalists are now making more friends. Sometimes a journalist who is closer to a (refugee) settlement can be asked by a journalist who is in a distant district to follow up on something, and they work on the stories together. So, this has encouraged collaboration.

Jane Okwera, Journalist and Media Trainer, Gulu, Northern Uganda³⁶

Commons-based approaches

Another important dimension to coordination and collective services is commons-based approaches to information, learning and software. This approach was particularly important in the pandemic as people relied on remote collaboration to gather and deliver information, with local partners very much in the driver's seat. For example, the regional working group for Risk Communication and Community Engagement (RCCE) in West and Central Africa established an online toolbox of assets and messaging freely available for the public and organizations responsible for communicating public health information. The information products are deliberately unbranded to allow for common use. The tools also included campaigns and activities to boost morale, bring people together and encourage preventative behaviors, such as the 'Stay Home and Dance Challenge', developed by IOM.³⁷

Recommendation 8

Apply commons-based approaches to sharing know-ledge, resources and the production of information, keeping in mind accessibility and language for local partners.

³⁵ https://crossbordernet.org

³⁶ https://www.dw.com/en/the-beauty-of-collaboration/a-56930564

³⁷ https://coronawestafrica.info

Conclusion

In displacement contexts, significant improvements have been made over the years to involve affected communities in decision-making and to improve the speed and relevance of information provided. However, funding remains an issue, particularly in situations that are not categorized as an emergency. It is apparent that once humanitarian actors withdraw or reduce operations, forcibly displaced people have very limited means to access information and connect with family, service providers and others, making it difficult to manage the challenges they face. Language is a significant barrier as are the multiple restrictions placed on migrants, refugees and IDPs, who are not afforded basic rights. In these situations, media as a channel, tool, discipline and platform can provide opportunity for people to participate in public life and express their views. It

can also provide livelihoods. Used at its best in participatory ways, media dismantle communication hierarchies and disrupt "communicator" and "audience" designations. Media provide a space for dialogue and exchange, as well as fulfilling the role of providing balanced, factual and reliable information. More can be done to expand the role of media in displacement contexts to facilitate the participation of forcibly displaced people and increase their representation in all aspects of communication.

To consider media as a driver to breaking down information and communication hierarchies in displacement settings, this paper puts forward eight key recommendations drawn from the survey, consultations and featured case studies for further discussion and action.

Recommendations

- 1. Ensure people affected by displacement are both the "communicator" and "audience".
- 2. Make information needs assessments routine and participatory and explore ways to share data with other stakeholders to avoid duplication.
- Invite media and media development organizations into humanitarian coordination mechanisms to play an active role in feedback collection, reporting, response and action.
- Consider ways to build authentic partnerships with forcibly displaced people, which means sharing decision-making, balancing power, providing funds and capacity building to enable local initiatives to take root.

- 5. Allow adequate time to support organizations to adopt participatory approaches in contexts where top-down, hierarchical communication methods have dominated.
- 6. Assess and manage potential participation risks in the project's early phases and develop strategies that allow people to take part without causing them or those around them harm.
- 7. Consider media as a partner, tool and platform to build connectedness, purpose and solidarity for people affected by displacement, including host communities.
- 8. Apply commons-based approaches to sharing knowledge, resources and the production of information, keeping in mind accessibility and language for local partners.

End note

This paper aims to trigger new ideas and encourage collaboration to improve communication for and with people affected by displacement by expanding the role of media.

Resources

2. Participation and local leadership

Ground Truth Solutions' Data Portal https://groundtruthsolutions.org/data/

Internews Managing Misinformation in a Humanitarian Context

https://internews.org/wp-content/uploads/2021/10/ Rooted_in_Trust_Overview_2021.pdf

CDAC Network Practice Guide to Working with Rumours http://www.cdacnetwork.org/i/20181011171746-m6xuh

3. Assessing information needs

UNHCR Information and Communication Needs
Assessment Tool

https://www.unhcr.org/innovation/information-and-communication-needs-tool

CDAC Information Needs Assessment and Access Questions http://www.cdacnetwork.org/i/20140721170540-7vd0o

4. Feedback

PSEA Taskforce

https://psea.interagencystandingcommittee.org

Safeguarding Resource and Support Hub https://safeguardingsupporthub.org

UNHCR Community Consultations on Feedback and Complaints Mechanisms

https://www.unhcr.org/handbooks/aap/documents/UNHCR_ AAPTool_FR_Consultations_on_Feedback_and_Complaints_ Mechanisms.pdf

Plan, Community Feedback and Complaints Mechanisms https://www.alnap.org/system/files/content/resource/files/ main/TZA-Feedback_Mechanisms_Good_Practice-Final-IO-Eng-May19.pdf

Inter-agency community-based complaints mechanism
https://interagencystandingcommittee.org/system/files/
2021-03/Best Practice Guide Inter Agency Community Based
Complaint Mechanisms.pdf

UNHCR Ten Steps to Setting up an Effective Feedback Mechanism

https://www.unhcr.org/innovation/10-steps-to-setting-upan-effective-feedback-mechanism

IFRC Closing the Feedback Loop

https://communityengagementhub.org/resource/cea-leafletsand-posters-closing-the-feedback-loop

5. The role of local partners

ODI Humanitarian Practice Network, Building effective partnerships: Local views

https://odihpn.org/magazine/building-effective-partnerships-local-views

Care, Working the Partners in an Emergency

https://www.careemergencytoolkit.org/partnership/ 1-working-with-partners-in-an-emergency

IFRC, Exit strategy communication (Managing expectations) https://www.ifrc.org/sites/default/files/2021-08/TOOL-16-Exit-strategy-quidance 0.pdf

7. Social cohesion and connectedness

First Response Radio

https://www.firstresponseradio.org

8. Common services and coordination

UN Office for the Coordination of Humanitarian Affairs (UNOCHA), New and Emerging Technologies in Humanitarian Action

https:/www.unocha.org/sites/unocha/files/OCHA Technology Report Overview.pdf

UNOCHA, What is the Cluster Approach?

https://www.humanitarianresponse.info/en/coordination/clusters/what-cluster-approach

CDAC Network, How to Guide: Collective Communication and Common Services

http://www.cdacnetwork.org/tools-and-resources/i/ 20190205105256-aoi9j

Humanitarian Policy Group, Overseas Development Institute, Collective Approaches to Communication and Community Engagement

https://www.alnap.org/help-library/collective-approachesto-communication-and-community-engagement-modelschallenges-and-0

Social Science in Humanitarian Action Platform (SSHAP), COVID-19 RCCE Strategies for Cross Border Movement in Eastern and Southern Africa

https://reliefweb.int/sites/reliefweb.int/files/resources/SSHAP_ ESAR_Cross_Border_RCCE.pdf

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