SOUTH SUDAN COMMUNICATION WITH COMMUNITIES GAPS AND NEEDS ANALYSIS
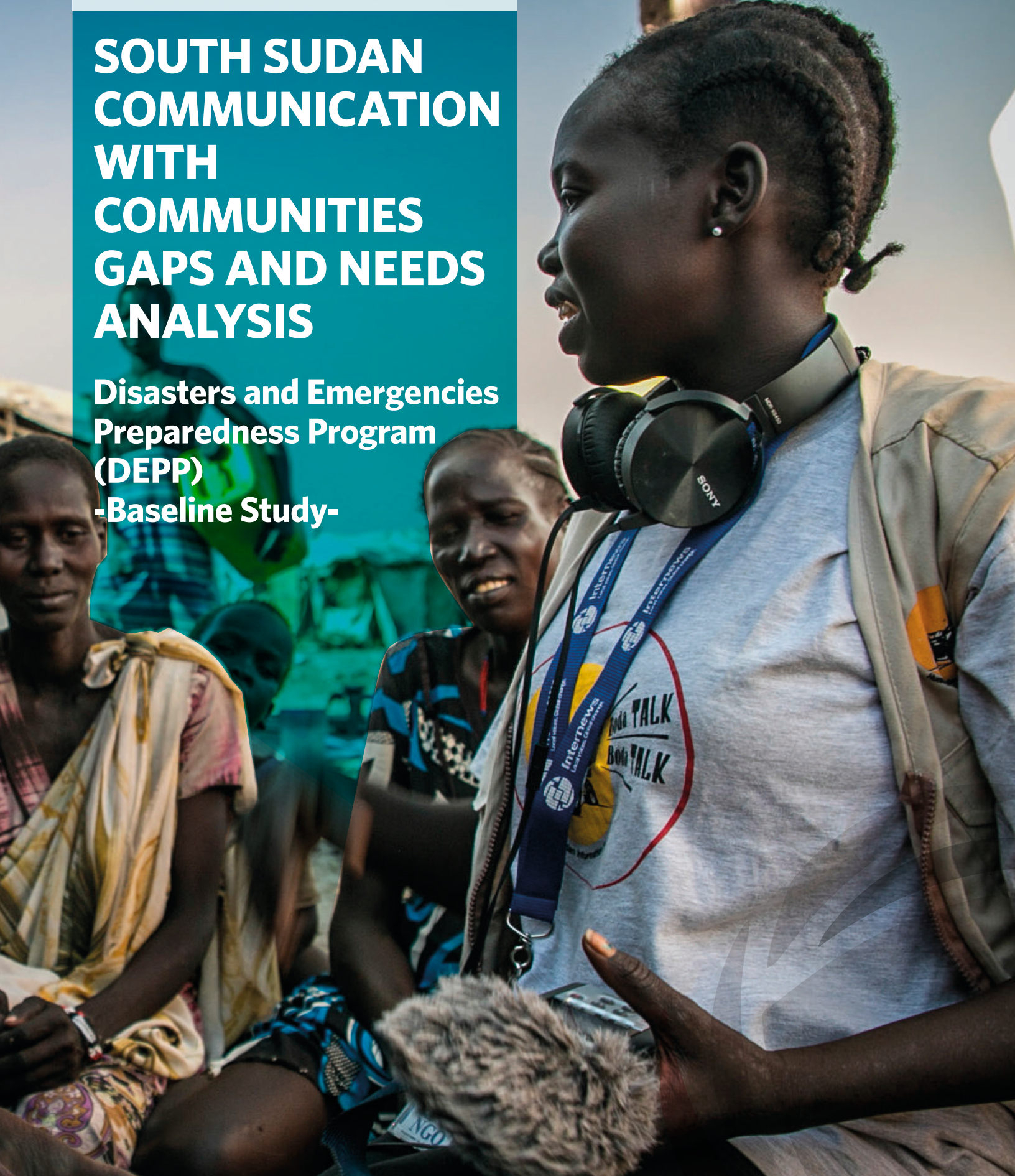
Disasters and Emergencies Preparedness Program (DEPP)
-Baseline Study-

Acknowledgements

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COVER PHOTO: Internews Boda Boda Talk Talk community correspondent interviewing women in the Bentiu Protection of Civilian site. WTYSL/INTERNEWS

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CAPI	Computer-Assisted Personal Interviewing
CBO	Community-Based Organisation
CCCM	Camp Coordination and Camp Management
CDAC Network	Communicating with Disaster Affected Communities Network
CEPO	Community Empowerment for Progress Organisation
CHF	Common Humanitarian Fund
CPA	Comprehensive Peace Agreement
CwC	Communicating with Communities
DEPP	Disaster and Emergency Preparedness Program
FBO	Faith-Based Organisation
FGD	Focus Group Discussion
FP2020	Family Planning 2020
HIS	Humanitarian Information Service (Internews)
OCHA	Office for the Coordination of Humanitarian Affairs
IDP	Internally Displaced Person
IGO	Inter-Governmental Organisation
IOM	International Organisation for Migration
IRNA	Initial Rapid Needs Assessment
KII	Key Informant Interview
M&E	Monitoring & Evaluation
NGO	Non-Governmental Organisation
PoC	Protection of Civilians
RRM	Rapid Response Mechanism
SPLM	Sudan's People Liberation Movement
UNMISS	United Nations Mission in the Republic of South Sudan
WASH	Water, Sanitation and Hygiene

Map[1]

Republic of South Sudan - Counties
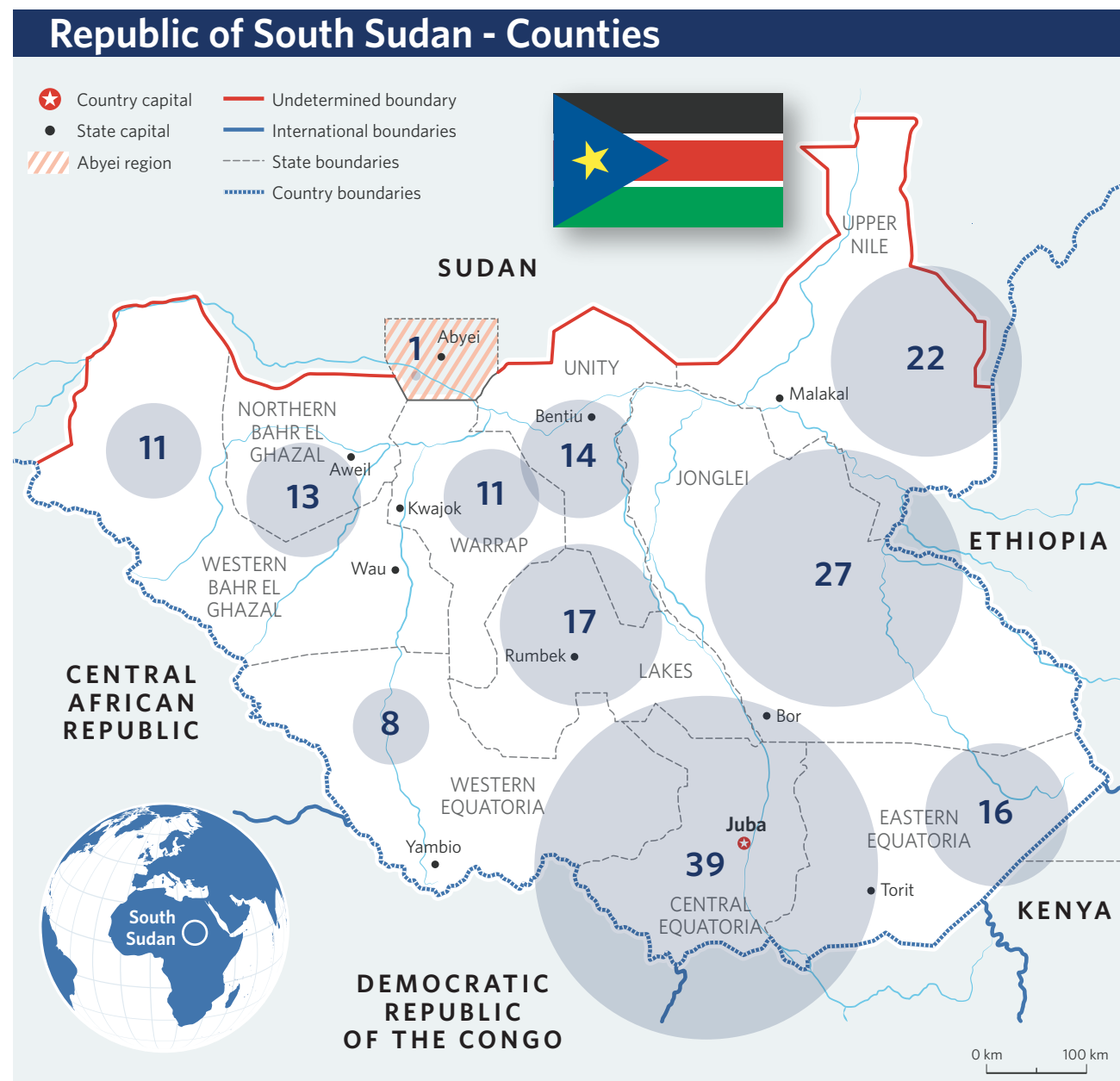
1. The map marks the locations where quantitative data was collected (both for the HIS and CAWI surveys). The large, black dots mark locations where the HIS surveys were conducted. Additionally, the digits in the circles indicate the number of CAWI respondents who work for organisations operating in each state. The circles are roughly proportional to sample size. As expected, most organisations are concentrated around Juba and in the areas more affected by the conflict.

EXECUTIVE SUMMARY

Formal Protection of Civilian (PoC) sites and informal settlements provide refuge for the nearly 2.5 million internally displaced persons (IDPs) who were forced to leave their homes as a result of the most recent conflict in South Sudan. Despite the presence of various humanitarian agencies, conditions in both PoC sites and informal IDP settlements are precarious. This is largely due to continued insecurity or lack of infrastructure that limits physical access. In these complex settings, it is paramount that communication channels maximise access to trustworthy information and allow for the active engagement of all members about the efforts and interventions concerning their community.

Two-way Communicating with Communities (CwC) is the process of integrating on-going dialogue between crisis-affected communities and emergency response actors, as well as within communities, into relief and aid efforts. Strong communication channels ensure information needs are being met, identify gaps in coverage, and inform future project implementation. CwC focuses on addressing people's needs by building on existing local capacities; affected communities are seen as experts in their environment and not as a mere audience or occasional source of feedback. Successful channels are trustworthy and provide reliable, relevant information to communities and humanitarian agencies alike.

The Disaster and Emergency Preparedness Programme (DEPP), established by the Communicating with Disaster Affected

Communities (CDAC) Network, focuses on establishing accountability on the part of emergency response actors in South Sudan to the affected population they serve. This baseline addresses the DEPP objective by investigating the information needs of the IDP community in South Sudan and the relevance, timeliness, and effectiveness of information sharing responses on the part of humanitarian agencies. To meet these objectives, Forcier Consulting designed a mixed methods study involving Key Informant Interviews (KIIs) with six Juba-based emergency response actors and a quantitative survey conducted online with 71 members of the South Sudan CwC Working Group. These studies were designed in close consultation with the CDAC Network and were conducted in November and December 2015, respectively.

This report also incorporates the findings of previous Forcier research commissioned by Internews: KIIs with humanitarian agencies active in the Bentiu PoC site and a series of quantitative surveys conducted with a total of 4,385 IDPs in PoC sites and informal IDP settlements across the country. The qualitative work was conducted in October 2015; the quantitative surveys spanned from early 2014-2015. While these Internews-commissioned studies were not explicitly designed to be a part of the DEPP baseline, they provide a wealth of relevant information and further contextualise the findings.

Findings are presented from both the perspective of IDPs and emergency response actors. Subsequently, recommendations are given for the improvement of two-way CwC in South Sudan.

Main findings

	TOPIC	FINDINGS
Communication needs of IDPs	**Information availability**	More information is needed in the PoC sites. When asked if they have enough information to make good decisions in their day-to-day life in the IDP settlements, 20% of respondents indicated that they have no access to any relevant information. Additionally, 43.8% of IDPs reported having access to some information, but that the information was not sufficient. 46.8% of the IDPs have access to mobile phones. Nonetheless, pervasive illiteracy and language barriers constrain the potential uses of this method as a means of mass communication. There is widespread reliance on word-of-mouth to communicate important information. This is particularly the case in Leer, where 42% of respondents declared usually receiving important information from friends and family.
	Trust	In general, emergency response actors' preferred communication methods are not the most trusted by IDPs. This is particularly the case with community meetings, workshops and direct contact with aid workers. Radio is both a popular and a trusted means of receiving and transmitting information. IDPs consider the information provided by Boda Boda Talk Talk (BBTT) to be relevant and reliable.[2]
	Preferred communication methods	A high percentage of IDPs report listening to the same radio stations (eg. Radio Miraya throughout the country, Mingkaman FM within the Mingkaman Spontaneous settlement and Naath FM in Leer). IDPs show an increasing interest in BBTT, given that the information it provides is considered reliable. Drama groups are well received by IDPs.[3] Different age groups in various IDP sites show diverging preferences with regard to communication methods. This suggests that the right combination of communication systems needs to be context and group-specific.
Current communication strategies	**Approaches to CwC**	Most emergency response actors seem to share a preference for community meetings, workshops and aid workers in order to communicate relevant messages to local populations. CwC is sometimes seen as 'information blasting' and two-way CwC as 'systematically asking for feedback'. Emergency response actors find it difficult to build trust due to short project cycles.
	Attitude towards two-way CwC	Two-way CwC is a top priority for 50% of the surveyed organisations. Nevertheless, communication with locals tends to be non-systematic. As a result, not all community voices are heard. Emergency response actors affirm to be willing to collaborate through information sharing, although concrete sharing procedures have yet to be established. Information collected through surveys, FGDs, KIIs, etc. is not always analysed; because of a lack of time or capacity, this information is sometimes stored and not shared, leading to a duplication of efforts by other humanitarian stakeholders. NGOs current interest in web-based/written approaches does not necessarily promote efficient CwC.

2. Boda Boda TalkTalk (BBTT) is an Internews initiative first implemented in the Tong Ping PoC in January 2014 with the goal to provide IDPs with relevant, accurate and timely information. Each week, the BBTT team produces two 25-minute audio programmes, which include details about humanitarian services, as well as community inputs, stories and commentaries. These programmes are played in selected BBTT stops through a set of loudspeakers attached to the back of a quad bike.

3. Emergency response actors often utilise performances (including acting and singing) as a way to get important messages across to the IDP population.

In sum, there are large gaps between IDPs and emergency response actors with regards to their communication preferences. With the exceptions of radio and BBTT, many of the international non-governmental organisations' (INGOs) resources appear to be centred on communication mechanisms that are not among IDPs' preferred communication methods (for example, community meetings, workshops and aid workers). In other instances, some means of communication, such as BBTT, seem to be under-utilised. In general, IDPs prefer radio, BBTT, loudspeaker announcements, and, to a lesser extent, word-of-mouth as a means of receiving information. Therefore, the humanitarian community could benefit from innovative approaches that are able to satisfy both IDP and emergency response actors' preferences.

Feedback is necessary for the design of effective humanitarian approaches. However, while several communication mechanisms are used to conduct CwC, these methods do not always include explicit, systematically maintained channels to collect feedback from local communities. Indeed, Focus Group Discussions (FGDs), Key Informant Interviews (KIIs) and Computer-Assisted Personal Interviewing (CAPI) surveys are still very helpful in this regard.

Recommendations

1. Develop partnerships between emergency response actors, the local population, and existing South Sudanese media outlets in order to advance the CwC and two-way CwC agenda.

2. Promote the engagement and use of local radio stations with a focus on providing important humanitarian information and/or establishing partnerships with existing radio networks.

3. Underscore the importance of CwC when dealing with funding mechanisms and financial resources.

4. Gain a better understanding of the information ecosystem that organisations work in. For this purpose, undertake more specialised studies on information practices in different environments in South Sudan. An option would be to include a communication section in any future Initial Rapid Needs Assessments (IRNAs).

5. Ensure local participation in the promotion, development, and management of two-way mass communication systems.

6. New communication strategies should take into account shifting power dynamics within communities. For example, power is slowly shifting between the youth and the elderly.

7. Extend the use of BBTT, both geographically and by promoting wider usage within the PoC sites where it is already being implemented.

8. Promote community Monitoring & Evaluation (M&E) as a means of fostering accountability.

1. **BACKGROUND**

Woman IDP in the Un House POC 1. WTYSL/INTERNEWS

1.1 **BACKGROUND ON SOUTH SUDAN**

The state of Sudan was ravaged by civil wars for most of the last half century. Its government emerged from the 1983-2005 conflict, where more than 1.5 million people lost their lives, through the signing of the Comprehensive Peace Agreement (CPA) in January 2005.[4] The deal paved the way for the independence of South Sudan by calling for a referendum on the matter. Following an overwhelming majority vote in favour of independence, South Sudan became the world's youngest country in July 2011.[5]

Independence failed to bring stability or significant economic development to the new state. In fact, internecine violence broke out in the South Sudanese capital, Juba, in December 2013 spreading throughout the country,

. . . .

4. Internal Displacement Monitoring Centre. 'South Sudan: Greater humanitarian and development efforts needed to meet IDP's growing needs', July 2014. http://bit.ly/1LKN3OY

. . . .

5. Ibid.

particularly in the Greater Upper Nile region.[6] As of March 2016, it is estimated that 50,000 people have died as a result of the conflict, while close to 2.5 million South Sudanese have been driven from their homes.[7] Almost 1.7 million of those are still displaced within the country, often with no access to basic information regarding the security of the areas they are in.[8]

1.2 BACKGROUND ON POC SITES IN SOUTH SUDAN

Humanitarian crises across the globe have led to the formation of different kinds of IDP settlements. IDP camps, or locations where humanitarian organisations provide long-term assistance to individuals driven out of their homes by conflict, are the most common example. Traditional IDP camps are commonly designed with the goal of facilitating (semi) permanent humanitarian cooperation; as a result, they tend to be well structured and feature management plans with clear-cut responsibilities for each humanitarian organisation working within them.[9]

In the case of the on-going South Sudanese conflict, a new type of IDP settlement emerged: Protection of Civilians (PoC) sites.[10] In the days after the outset of the current civil war, thousands of South Sudanese went to the United Nations Mission in the Republic of South Sudan (UNMISS) compounds across the nation in search of safety.[11] Concerned that they would attract even larger numbers of IDPs, UNMISS gave these PoC sites a status defined in direct opposition to IDP camps, thus aiming to underscore their temporary nature.[12]

PoC sites differ from other settlements in that they were not pre-planned areas designed to guarantee the safety of civilians. On the contrary, they were seen as last resort and temporary solutions to cope with outbursts of violence. In theory, PoC sites should only operate until more sustainable forms of protection and humanitarian assistance can reach a conflict-affected area.[13] In practice, however, the situation of IDPs in PoC sites and the situation of those in IDP camps do not differ significantly. Given the dimensions and length of the conflict, it soon became evident that IDPs in PoC sites would need protection and services for at least several months, making humanitarian standards a pressing concern. This forced UNMISS and humanitarian agencies to cooperate within PoC sites, often in

unprecedented ways that required both parties' flexibility. However, in general, UNMISS limits its role within the sites to providing physical safety and basic logistical support to humanitarian activities.[14]

As of December 2015, close to 10% of IDPs were in the eight PoC sites that UNMISS operates in Greater Upper Nile, Central Equatoria, and Western Bahr el Ghazal. These PoC sites include: UN House I, II and III, Bor, Malakal, Melut, Bentiu, and Wau.[15] The majority of the remaining 90% live in informal IDP settlements or towns spread out throughout the country. Some of these locations are near PoC sites, but many are in remote and sometimes inaccessible areas.[16]

IDPs in most of these informal settlements subsist in egregious conditions, with insecurity and heavy rainfall often impeding the delivery of basic resources. Adding to the hardship, continued violence is likely to lead to famine in large areas of the country.[17] As a result, competition over limited resources often causes conflict between IDPs, as well as between IDPs and host communities. In addition, health standards are often inadequate, and the increased risk of the spread of contagious diseases has manifested itself through several cholera, malaria, and kala-azar outbreaks.

These circumstances, exacerbated by the constant displacement of people taking place both within the country and through its borders, call for effective communication strategies that are able to provide vulnerable populations with life-saving information.

1.3 BACKGROUND ON CWC

Due to the extent of the conflict, more than 1.3 billion dollars of humanitarian aid have been channelled to South Sudan in 2015 alone.[18] In order to utilise this funding in an efficient manner that targets the needs of the local population and allows aid to draw from already existing local capacities, community engagement is essential. This community engagement approach requires open and continuous two-way communication between affected communities and emergency response actors.[19]

The importance of effective two-way communication with local communities affected by a humanitarian emergency has been gaining momentum in humanitarian circles in recent years. In any crisis, local communities need reliable information to be able to assess the options for their future and to make informed decisions about their situation. This includes live-saving information such as how to access food, water and shelter in a

6. OCHA South Sudan. 'South Sudan: Humanitarian Response Plan 2015', December 2014. http://bit. ly/1StXIbt

7. Al-Jazeera. 'UN: Tens of thousands killed in South Sudan war', 3 March 2016, http://www.aljazeera. com/news/2016/03/tens-thousands-killed-south-sudan-war-160303054110110.html

8. UNHCR. 'South Sudan Humanitarian Snapshot', December 2015. http://bit.ly/1KozLY

9. Humanitarian Practice Network. 'Protection of Civilians sites: a new type of displacement settlement?', September 2014

10. Ibid.

11. The Guardian.'South Sudan president says military has foiled coup', 16 December 2013. Accessed 18 January 2016.

12. Humanitarian Practice Network. 'Protection of Civilians sites: a new type of displacement settlement?', September 2014.

13. Ibid.

14. Ibid.

15. UN House II was closed in 2015, with IDPs being relocated to UN House I and III.

16. UNHCR. 'Global Appeal 2015 Update', 2015. http://www.unhcr.org/5461e6016.html

17. Ibid.

18. Financial Tracking Service. 'Republic of South Sudan 2015. Total funding per donor'. https:// fts.unocha.org/reports/daily/ocha_R24_ E16521___1603100231.pdf

19. UNICEF. 'UNICEF in South Sudan: Strategic com-munication'. http://www.unicef.org/southsudan/ Strategic_communication.pdf

timely manner. Two-way CwC is centred not only on transmitting information, but also on gaining feedback that can help to identify gaps in humanitarian coverage and on integrating community engagement at the core of all future project implementation. CwC is therefore a specific approach to programming and goes beyond simply obtaining feedback or blasting information at local communities.

Persistent conflict presents very specific challenges to CwC in South Sudan. Fighting in a given location often limits humanitarian organisations' capacity to communicate with local communities. Localised violence also interferes with phone and radio networks and impacts access to energy sources. Language barriers, extremely low literacy rates and institutional constraints further limit the use of communication technologies and make the CwC process highly labour-intensive. Moreover, local media is still in its initial stages of development, making it difficult to set up large-scale communication programmes.

In spite of these barriers, which vary greatly depending on location and the characteristics of the local population, standardised interventions are more common than context-specific communication strategies. Part of the problem lies in the difficulty of undertaking any sort of overarching and detailed analysis on the best CwC tools for conflict and post-conflict settings.

In addition, despite the presence of a wide variety of emergency response actors on the ground, information sharing among them is insufficient in most cases. As a result, successful advances in CwC are often not replicated in other locations and areas of humanitarian work.[20]

There is therefore a need both to amplify connectivity between humanitarian organisations and to enable communication with local communities. In this sense, it would be helpful to bring humanitarian players together in a forum that encouraged them to share experiences and seek opportunities for collaboration.[21] Further, more research should be undertaken on CwC methods, levels of community trust in different communication strategies and opportunities in cross-sector communications.

1.3.1 Current CwC solutions

As previously mentioned, South Sudan's media infrastructure is in a phase of initial development. Few households have televisions, computers, or Internet access. Print media is only distributed in the capital; in addition, low literacy rates make it virtually inaccessible to the majority of the population. As a result, radio has for a long time been the most popular source of information in South Sudan.[22]

The years following the CPA were accompanied by an increased demand for information. Most of the details regarding the rapid political changes in the country (such as the results of the CPA, the referendum, elections, etc.) were spread thanks to newly created FM radio stations.[23] The government helped this process with the foundation of nine radio stations in state capitals across the country. However, there is a lack of support for freedom of expression and the Government of South Sudan (GoSS) maintains a tight control on public radio broadcasts, compromising their transparency.[24]

Nonetheless, a recent survey revealed that 51% of South Sudanese respondents list the radio as one of their sources of information; radio is reported to have a weekly reach of 38% at the national level.[25] While the largest radio networks in the country are UN-run (Radio Miraya), community based (such as The Radio Community/Eye Media) or faith-based (such as the Catholic Radio Network) commercial stations are growing in popularity and coverage. Radio broadcasts tend to have very wide coverage areas, giving direct access to information not just to the urban areas, but to most of rural South Sudan as well.[26]

In the case of PoC sites, radio is often the only mechanism available with which to receive news from the communities outside the site. Emergency response actors also need ways to communicate with the population in the PoC regarding internal matters (day-to-day activities, events, security arrangements, WASH trainings, etc.). Since providing such information over the radio could pose security concerns for aid workers and it may not encourage two-way communication, a wide range of initiatives has been developed in an effort to adapt communication to the local context.

In general terms, these initiatives aim to take the following lessons into account:[27]

1. *Design communication strategies in accordance with the local context:* An effective CwC strategy requires an understanding of how information flows between the affected communities, emergency response actors, local and national governments, and any other relevant stakeholders. For example, following this principle, UNICEF created the Communication For Development (C4D) programme, which focuses on "understanding people, their beliefs and values, the social and cultural norms that shape their lives."[28] The final goal is to build communication capacity and to establish

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20. KIIs with selected humanitarian workers, South Sudan, November 2015.

21. Ibid.

22. *Internews et al. (2015).* 'We're Still Listening: A Survey of the Media Landscape in the Accessible Areas of South Sudan in 2015'*. Juba, South Sudan.*

. . . .

23. Although some of the most important radio stations in the country, such as Miraya or Bakhita FM predate the CPA.

24. Ibid.

25. *Internews et al. (2015).* 'We're Still Listening"

26. Internews et al. (2014). 'Information in the midst of crisis: Addressing the information needs of IDPs at the Tong Ping PoC site, Juba, South Sudan'

. . . .

27. Humanitarian Practice Network (HPN). 'Ten lessons on communicating with communities in complex emergencies', October 2015. http://odi-hpn.org/blog/ten-lessons-on-communicating-with-communities-in-complex-emergencies/ Last accessed on 13 March 2016.

28. UNICEF. 'Communication For Development'. http://www.unicef.org/cbsc/. Last accessed on 13 March 2016.

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social mobilisation networks that can contribute to overall development.[29] For this purpose, UNICEF uses a combination of media approaches: mass media, as well as contact during health and routine immunisation campaigns and formal and informal continuous assessments and surveys, which allow local communities to identify problems, share ideas, and propose solutions.

2. *Generate trust among the local population:* Trust can only be achieved through consistent fulfilment of the promises made during the communication phase. Furthermore, no matter the communication method used, it is important to avoid reporting based on unconfirmed rumours. Propaganda can also lead to misinformation.[30]

Indeed, information verification is one of the main elements of BBTT. This system was introduced by Internews in some of the UNMISS sites as a means to extend the informational reach of emergency response actors working in those areas.[31] Using a set of speakers built upon quad bikes that drive around the sites, BBTT plays a pre-

recorded tape with useful information at selected 'listening stops'. Each broadcasted programme is produced in advance by trained correspondents recruited within the local population and with access to factual and useful information. BBTT also provides a permanently accessible platform for site residents to share their impressions and experiences with site management and other site members about all aspects of life at the site.

3. *Create meaningful dialogue that fulfils community expectations*: Response is the most important part of CwC. It is not enough to ask local communities the right questions; a dialogue must exist in a way that directly affects programme implementation. Communities must see progress as a result of CwC. For this purpose, the use of monthly assessments, surveys, suggestions and complaints boxes, community working groups, etc. is common among most emergency response actors. While these tools play a critical role, their use should be constrained by each organisation's capacity to process the new information and to appropriately utilise it to improve project activities.

4. *Understand the local information environment:* It is fundamental for emergency response actors to be aware of all the means of communication available in each area and the level of trust that locals place on them. For example, because of the popularity of radio programmes, BBC Media Action decided on the creation of a radio drama entitled 'Life in Lulu'. The programme is set in a fictional village in rural South Sudan; it explores the consequences that arise when villagers make good or bad decisions regarding their health. It specifically focuses on health and WASH issues affecting women and babies in Lulu.[32]

Free Voice South Sudan and the United States Institute of Peace (USIP) produce a similar initiative named 'Sawa Shabab'. The radio programme follows the lives of a group of young South Sudanese as they learn to be confident and open-minded and to participate in their diverse communities, thus becoming local peace builders. Episodes are produced in English, Arabic, Nuer and Dinka, and are aired in Radio Miraya, the Catholic Radio Network, the Internews BBTT projects, and other local stations across South Sudan.[33]

5. *Restore local connectivity*: Present in all of the examples cited above, it is fundamental that IDPs and host communities take control of the communication process. While initially they may only be able to collaborate through the translation or design of the different programmes, the long-term goal should be to provide them with training, and to bet on local initiatives and opportunities wherever they are available.

6. The restoration of local connectivity should also include the promotion of social mobilisation networks. For example, the Youth Interfaith Forum on Peaceful Coexistence is a project by the Initiative for Peace Communication Association (IPCA) that aims to bring young people from different religious communities together. During the meetings, they discuss the common future of their communities, and seek ways to achieve peace and respect diversity. The participants are then encouraged to promote this kind of activity and thinking in their local areas and homes, thus trying to promote a culture of respect independent of ethnicity or belief.

7. *Aim for more collaboration and better research*: CDAC aims to bring a wide range of organisations and people together.[34] The promotion of further collaboration between organisations in terms of research efforts as well as resources is likely to generate more efficient aid delivery and a more effective

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29. UNICEF. 'UNICEF in South Sudan: Strategic communication'. http://www.unicef.org/southsudan/Strategic_communication.pdf

30. Humanitarian Practice Network (HPN). 'Ten lessons on communicating with communities in complex emergencies', October 2015. http://odi-hpn.org/blog/ten-lessons-on-communicating-with-communities-in-complex-emergencies/ Last accessed on 13 March 2016.

31. Internews et al. (2014). 'Information in the midst of crisis: Addressing the information needs of IDPs at the Tong Ping PoC site, Juba, South Sudan'.

. . . .

32. BBC Media Action. 'Life In Lulu: saving the lives of mothers and babies in South Sudan'. http://www.bbc.co.uk/mediaaction/where-we-work/africa/south-sudan/life-in-lulu Last accessed on 13 March 2016.

33. USIP. 'Sawa Shabab, A Peacebuilding Radio Drama for Youth in South Sudan'. http://www.usip.org/programs/projects/sawa-shabab-peacebuilding-radio-drama-youth-in-south-sudan Last accessed 13 March 2016.

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34. ICRC. '10 Best Practices to Reach Communities in Complex Emergencies', December 2015. http://blogs.icrc.org/gphi2/2015/12/04/10-best-practices-to-reach-communities-in-complex-emergencies/ Last accessed 13 March 2016.

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UN House POC 3 water point. WTYSL/INTERNEWS

CwC. It should be noted that engaging local communities might not necessarily require high levels of technical capacity; instead, in most cases "the technology already exists to deliver what is needed."[35] In fact, tapping into existing technology or modalities is a commonality in many of the successful initiatives highlighted above.

8. Despite the existence of good practices, much remains to be done to improve CwC in South Sudan. While most humanitarian

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35. Ana de Vega, as cited in ICRC. '10 Best Practices to Reach Communities in Complex Emergencies', December 2015. http://blogs.icrc.org/gphi2/2015/12/04/10-best-practices-to-reach-communities-in-complex-emergencies/ Last accessed 13 March 2016.

agencies agree that this area of work is central to humanitarian response, organisations are at very different levels of expertise and prioritisation. In addition, the quality of data available varies dramatically depending on location, time, and source. In general, information collected from communities is often too fragmented to be directly useful and obtaining information on a large scale presents important problems. Further, because humanitarian response is usually sectoral, collaboration across sectors is sometimes overlooked. While these are substantial problems, one way to start looking for CwC improvements and collaboration possibilities is to analyse local information preferences as well as current communication practices by emergency response actors on the ground.

2. PURPOSE OF ASSESSMENT AND METHODOLOGY

2.1 AIMS OF THE ASSESSMENT

The overall objective of this report is to assess the accountability of emergency response actors to the affected population that they serve, with a specific focus on information sharing and two-way communication engagement.

In particular, this baseline has the following objectives:

- Identify local communities' current information needs and gaps;

- Establish the relevance, timeliness, effectiveness, and appropriateness of response – if any – of the information sharing techniques by affected populations by emergency response actors to date, going beyond just receiving and providing messages that response actors think populations need to hear;

- Propose solutions for a better response to communities' needs.

2.2 METHODOLOGY

This report is based on an analysis of both qualitative and quantitative data, collected in four different research efforts (two qualitative and two quantitative) undertaken at different points in time. First, a mixed methods study commissioned especially for DEPP included

six KIIs with Juba-based emergency response actors, as well as an online quantitative survey (Computer-Assisted Web Interviewing – CAWI) with 71 members of the South Sudan CwC Working Group. These were carried out in November and December 2015, respectively.

In addition, this report includes the results of previous research conducted by Forcier Consulting for Internews: 27 KIIs with emergency response actors operating in the Bentiu PoC site (October 2015), and several quantitative (Humanitarian Information Service – HIS) surveys conducted with 4,385 IDPs based in informal IDP settlements and PoC sites across South Sudan (carried out between the beginning of 2014 and early 2015). While these studies were not designed as part of the DEPP baseline, they do provide relevant information on IDP communication preferences. They thus help to outline the context within which the DEPP-commissioned research should be understood.

For the sake of clarity, the terminology explained on table 1 is used throughout this report to refer to the findings from each of these sources.

Table 1: REPORT TERMINOLOGY

Commissioned by:	Research	Terminology
DEPP	KIIs with Juba-based emergency response actors	DEPP qualitative data
	CAWI with members of the South Sudan CwC Working Group	CAWI data
Internews	KIIs with emergency response actors in the Bentiu PoC	Bentiu qualitative data
	HIS quantitative surveys (Malakal, Leer, Mingkaman, Bentiu, Bor and UN House)	HIS data

2.2.1 DEPP-commissioned research

2.2.1.1 Qualitative research with Juba-based emergency response actors

Between October and November 2015, Forcier Consulting conducted a set of six KIIs with Juba-based emergency response actors in order to gain insight into CwC strategies currently utilised on the ground and the challenges associated with their implementation. Participating organisations were chosen by the CDAC Network in an effort to include a wide range of emergency response actors involved in CwC-related activities (see table 2).

2.2.1.2 CAWI

The DEPP-commissioned quantitative data was collected through an online survey (CAWI) from individuals that work for relevant emergency response actors operating in South Sudan, both national and international. The questionnaire was developed in consultation with the South Sudan CwC Working Group and made available to respondents during the month of December 2015.

The survey provided information that allowed for the mapping of humanitarian organisations' areas of activity per state; it also provided details on strengths, weaknesses, opportunities and threats affecting aid organisations' CwC and two-way CwC strategies. A total of 71 individuals from 60 different organisations completed the online survey.[36]

2.2.2 Previous Forcier research commissioned by Internews

2.2.2.1 Qualitative research in the Bentiu PoC site

Internews commissioned Forcier Consulting to conduct qualitative interviews with emergency response actors in the Bentiu PoC site in regards to their current communication challenges and needs. Upon receiving research tools from Internews, Forcier Consulting liaised with appropriate humanitarian agencies to set up appointments for interviews. The objective of

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36. See annex for a comprehensive list.

Table 2: KIIS (DEPP-COMMISSIONED RESEARCH)

Organisation	Position
Office for the Coordination of Humanitarian Affairs (OCHA)	Department Head of Office
Community Empowerment for Progress Organisation (CEPO)	Member of the Communication and Research Department (Media and Advocacy)
Radio Miraya (UNMISS)	Head of Radio Programmes - Public Information Department
Internews	Head of HIS Department
Oxfam	Program Quality Department Manager
International Organisation for Migration (IOM)	Camp Coordination and Camp Management (CCCM) Cluster Coordinator

the survey was also introduced at a partners coordination meeting on site. As per Internews instruction, the research team endeavoured to conduct interviews with one national and one international staff member. Over the course of four days during the month of October 2015, two Forcier Consulting staff conducted a total 27 interviews. Due to the survey length, conflicts with agency schedules, non-consent, or leaves of

absence, Forcier Consulting was not able to reach every organisation operating in the Bentiu PoC. However, the team gained a substantial amount of data on the current communication channels and needs of humanitarian organisations.

2.2.2.2 Quantitative HIS research and desk review

A detailed desk review of Internews' HIS reports and background documents was performed to contextualise this report. Data collected within Internews' HIS on communication preferences among IDPs living in different settlements was also utilised as part of the quantitative analysis.[37]

The HIS surveys were conducted in both PoC sites and in informal IDP settlements via face-to-face interviews with adults over 15 through random walks; respondent selection occurred via a 20-column Kish Grid. Because of potential differences in responses between different location types, the analysis in this report clusters PoC sites together and provides a separate account of findings in Mingkaman (Spontaneous settlement) and Leer (a town where many IDPs have settled). The table 3 summarises the main characteristics of the HIS data.

The surveys listed above were based on a common questionnaire. As a result, the majority of questions were the same for all HIS surveys, created for the purpose of maximising

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37. Internews aims to bring critical news and information to conflict-affected communities in South Sudan. With this purpose and once the fighting forced some radio stations to stop their emissions, Internews created HIS to implement programmes centred on making life-saving and trustworthy information available to vulnerable communities on the ground.

Table 3: DESCRIPTION OF HIS DATA

Location	Location type	Date	Observations collected
UN House (PoCs I,II and III) Wave 1	PoC sites	August 2014	631
UN House (PoCs I,II and III) Wave 2	PoC sites	January 2015	760
Malakal Wave 1	PoC site	July 2014	564
Malakal Wave 2	PoC site	January 2015	612
Leer	Town	August 2014	604
Mingkaman	Spontaneous settlement	August 2014	623
Tong Ping	PoC site	August 2014	591
TOTAL			**4,385**

Bentiu POC. WTYSL/INTERNEWS

comparability between unalike locations. However, each survey was adapted to the specifics of that location by adding additional questions or updating response options in pre-existing questions.

2.2.3 Data and analysis limitations

The qualitative data gathered in the Bentiu PoC site and the HIS surveys used in this report to gain insight into communication preferences among IDPs were not initially designed for this CwC study. The surveys' original aim was instead to assess information needs within different IDP settlements and to help inform Internews' planning in those environments.

As a result, there is an important distinction between Internews commissioned-research and DEPP-commissioned research. Specifically, the former took place exclusively in IDP settlements (PoC sites and informal sites), while the latter included individuals working for aid organisations in very diverse locations across South Sudan (all states; not just IDP settlements).

Because daily life in any given IDP settlement is inherently different from life outside it, many of the approaches preferred by aid organisations in other locations could be valuable and still not be appropriate for communication in such an environment (or vice versa). Levels of trust in aid workers, along with mobile SMS or radio programmes, may be very different in the Mingkaman Spontaneous Settlement and in a village in Aweil North county (Northern Bahr el Ghazal), for example. These differences in communication needs and preferences between

IDP settlements and other locations should be taken into account when reading the rest of this report.

In addition, the diversity of locations where HIS data was collected complicates comparability. Whether between locations, or even within a given location, these surveys are not easily comparable. This is due to changing contexts (date of first arrival of IDPs, for example), population fluctuation, communication methods (different kinds of CwC methods are present in each location – such as Mingkaman FM and BBTT) and differences in time frames.

Further, in the case of HIS data, areas surveyed usually undergo fluctuations in security, as well as weather and health issues. These external factors usually force IDPs to change locations, which may limit the comparability of findings

between waves and locations.[38] All these factors can affect the overall interpretation of the results in this document, since the information used for the production of this report is sourced from a merged dataset of all HIS locations cited above.

Regarding the CAWI, many emergency response actors started the survey but did not complete it, thus leaving a large number of missing values. In addition, CAWI responses are affected by self-selection bias and are thus not a representative sample of the whole population. The survey had to be accessed through a link that was sent by e-mail to aid organisations in the CwC working group's contact list. Respondent participation depended both on being a part of that network and on their level of commitment with the topic in question.

38. Since IDP communities in a specific area may have completely different profiles depending on the time of research.

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3. FINDINGS

Malakal POC Nile FM community correspondent delivering information in the camp. COLLISON WARE/INTERNEWS

The following section presents the findings of the research efforts conducted with IDPs in PoC sites and informal IDP settlements across South Sudan, as well as with a diversity of emergency response actors. Each section addresses the major points of analysis, focusing on the needs of the communities in the IDP settlements and on the current CwC methods used by emergency response actors during their daily activities. Ultimately, the findings attempt to identify the existing gaps between communication needs and the approaches used to meet them, and to provide solutions to bridge those gaps.

As explained in the methodology section, HIS data was collected in several PoC sites (UN House I, II and III, Malakal and Tong Ping), one spontaneous settlement (Mingkaman) and a town where many IDPs have settled (Leer). Since significant differences (at the 95% confidence level) in communication methods exist among those locations, the communication needs analysis is further broken down by settlement type.

3.1 COMMUNICATION NEEDS IN IDP SETTLEMENTS

Main findings

▶ There is an apparent lack of information in all IDP settlements. More than 20% of respondents affirm that they do not have any relevant information to make good decisions. Over 43% agree that communication efforts could improve.

▶ Mass communication mechanisms appear to be more efficient ways to provide relevant, trusted and timely information.

▶ There is a preference among IDPs for mass communication methods over face-to-face interaction. In general, the local population mistrusts information provided by aid workers and a diversity of local leaders; they favour radio, BBTT and loudspeakers.

After identifying the overall information needs of IDPs, the following subsections describe various elements related to the quality of communication and information sharing with the IDP population. Three elements in particular are addressed:

a. The **relevance** of information and information sources.

b. The **timeliness** of the information.

c. The **reliability** of information as determined through its coherence and consistency.

3.1.1 Demand for quality information

Life in an IDP settlement is marked by a diversity of information needs that are often unpredictable. From obtaining safe drinking water and food to being able to contact lost relatives, relevant and timely information is of critical importance for IDPs to make decisions that affect themselves and their families. The following graph shows the aggregate percentages of people with sufficient information to take informed day-to-day decisions within the settlements.[39]

Figure 1: IDPS WITH ENOUGH INFORMATION TO MAKE GOOD DECISIONS WITHIN THEIR IDP SETTLEMENTS
(HIS quantitative surveys; N=4,055)[40]
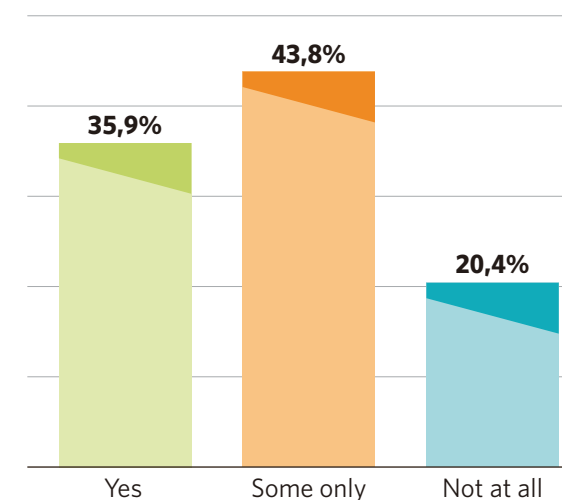
39. HIS quantitative survey in six locations of which four were PoCs, South Sudan, 2014 and 2015.

40. There are no statistically significant differences between PoC sites, the Mingkaman spontaneous settlement, and Leer Town in this regard.

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At roughly 36%, the percentage of IDPs receiving sufficient information is quite low. What is more concerning is that a staggering 20% of respondents have absolutely no access to the information that they need to survive in the IDP settlements. This pattern indicates that efforts should be focused on two main communication elements: providing more and higher quality information, so that people who appear in the 'some only' category can move onto the 'yes' category; and reaching more people, especially those that currently have no access to information.

High-quality communication requires that the information being shared be relevant for the audience in different IDP settlements. The table below highlights the wide variety of information that IDPs require in order to make well-informed decisions. In general terms, there is an apparent interest in the immediate events occurring inside and close to any IDP settlement. Listed relevant information that IDPs desire includes general news on day-to-day settlement activities (listed by close to 32% of respondents), the security situation in the area (10.5%), as well as on how to obtain specific goods or services within the IDP settlement (such as food, aid, shelter, or getting in touch with lost relatives and friends).[41]

Table 4: MOST IMPORTANT INFORMATION FOR IDPs
(%; HIS quantitative surveys; N= 4,385, of which PoC sites = 3,158; Mingkaman = 623; Leer = 604)[42]

	PoC sites	Mingkaman	Leer	Total
General news on what is happening in the area	34.0%	27.0%	25.8%	31.9%
The security situation in the area	9.2%	5.1%	23.0%	10.5%
How to register for aid	2.2%	5.0%	26.0%	5.9%
Finding people I have lost contact with	7.7%	0.6%	1.3%	5.8%
News on what is happening at home	7.3%	1.8%	1.7%	5.7%
How to get food	4.4%	10.3%	4.0%	5.2%
How to get shelter/accommodation	2.5%	18.5%	5.3%	5.2%
How to get medical attention	2.9%	6.4%	1.0%	3.1%
Other	20.8%	23.0%	10.3%	19.7%
Don't know/Refused to answer	9.2%	2.4%	1.7%	7.2%

. . . .

41. HIS quantitative survey in six locations of which four were PoCs, South Sudan, 2014 and 2015.

42. The 'Total' column is an average of the results obtained in each location, weighted by total population in each location.

Information needs vary significantly by location. While all IDPs are interested in obtaining general news on what is occurring in the area, the concern for the level of local security is much higher in Leer (23%). Respondents in Leer, who were both IDPs and members of the host community, are also much more interested in how to register for aid (26%) than respondents in other locations. Both of these preferences are associated with the fact that humanitarian presence in Leer is not organised within a PoC site or an IDP camp; it is therefore likely that the lack of coordinated management for the whole area might make this information harder to come by.

Food and shelter appear to be more pressing issues in the Mingkaman spontaneous settlement (10.3% and 18.5% of IDPs, respectively, list them as the most important information they would like to receive) than in any other location (where values are below 6%). In contrast, in PoC sites, there is a significant preference for getting in touch with lost relatives (7.7%) and getting news about the situation at home (7.3%).

Thus, location is linked to large differences in IDPs' preference for certain information topics. Communication approaches should then be specifically targeted to the local context. It is therefore important to find out what the local information needs are before designing CwC tools. Indeed, accurate knowledge of IDPs' information needs and preferences is likely to increase CwC effectiveness.

3.1.2 Current sources of information

3.1.2.1 Most common sources of information

The second factor underlying the provision of high-quality CwC is the ability to deliver consistent, timely information. Because there are significant differences between IDP settlements, this subsection will provide graphs illustrating each specific situation:

PoC sites

The graph below highlights the most common sources of information among IDPs in the four surveyed PoC sites. It emerges that radio (56.7%) and BBTT (41%) are the communication channels that IDPs in PoC sites use the most. Television and loudspeakers (19.6% and 19.4%, respectively), phone calls (15.4%), and community events (12.4%) follow in terms of importance. It should be noted that, except for mobile phone calls and community events, all of these are mass communication methods. This suggests that, at least in PoC sites, mass communication mechanisms fare better in terms of information availability and timeliness.

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Figure 2: SOURCES OF INFORMATION MOST COMMONLY USED BY IDPs IN PoC SITES
(HIS quantitative surveys; N=3,158)[43]

Source	%
Radio	56,7%
BodaBoda Talk Talk	40,9%
Television	19,6%
Loudspeakers/megaphone	19,4%
Mobilephone call	15,4%
Community events	12,4%
Newspapers	10,4%
Internet-other	9,6%
Friend/family	8,7%
Facebook	6,3%
Aidworker	5,3%
Elected community leader	5,1%
Home Health Visitor	5,0%

Indeed, it should be noted that aid workers, in spite of being one of humanitarian organisations' preferred communication mechanisms (see figures 11 and 15 below), only account for 5.3% of the responses.[44] This insight aligns with DEPP qualitative data and the CAWI data that found that aid workers have trouble reaching the entire population of a camp or site, as well as verifying all the information they receive on the ground.[45]

Certainly, because word-of-mouth is an important communication source, emergency response actors sometimes need to rely on rumours.[46] While this finding is concerning in terms of the reliability of the information being shared, this pattern also highlights an opportunity: a combination of word-of-mouth and different communication mechanisms has the potential to reach isolated groups within the PoC sites and therefore amplify the effect of any specific CwC strategy. It is however important to strike a balance where word-of-mouth does not severely compromise the quality of information.

Elected community leaders, and religious and traditional leaders also rank very low on the list of most common sources of information. They all recorded values of 5.1% or less.[47] This pattern suggests that traditional structures, although

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43. This survey question read: 'Which kinds of information is most important for you to find out?' and allowed for the selection of multiple responses, so percentages do not add up to 100.

44. Home health visitors and UN police obtain even lower results.

45. KIIs with Juba-based emergency response actors, South Sudan, November 2015.
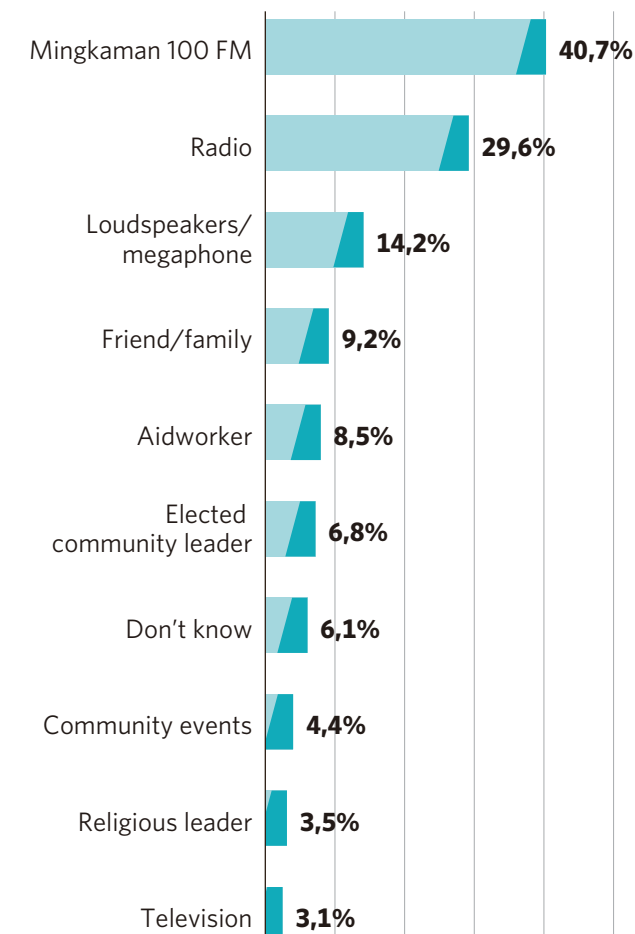
46. Ibid.

47. Question responses listed by fewer than 5% of surveyed individuals have not been included in the graph.

helpful, do not reach the vast majority of the population. Emergency response actors should therefore avoid overly relying on them.

Mingkaman spontaneous settlement

Figure 3: SOURCES OF INFORMATION MOST COMMONLY USED BY IDPs IN THE MINGKAMAN SPONTANEOUS SETTLEMENT
(HIS quantitative surveys; N=623)[48]

Source	%
Mingkaman 100 FM	40,7%
Radio	29,6%
Loudspeakers/megaphone	14,2%
Friend/family	9,2%
Aidworker	8,5%
Elected community leader	6,8%
Don't know	6,1%
Community events	4,4%
Religious leader	3,5%
Television	3,1%

- - - - - - - - - - - - - - - -

48. This survey question allowed for the selection of multiple responses, so percentages do not add up to 100. In addition, question responses listed by fewer than 5% of surveyed individuals have not been included in the graph.

The Mingkaman spontaneous settlement features many of the patterns listed above. One exception is that while television remains virtually unused, the reliance on radio systems as a source of information is much higher.[49] This is mostly due to Internews' creation of Mingkaman FM in February 2014. This radio station aims to broadcast relevant information to the thousands of people in the area who have been displaced by fighting or are affected by the conflict. With the support of an Internews' community radio manager, several IDPs were provided with training in order to become Mingkaman FM's presenters and community correspondents.[50] Since then, the radio station's popularity has soared to become the spontaneous settlement's most common communication method.

Leer Town

Leer Town once again features some differences regarding the most common communication methods. While radio (65.3%) plays a similarly large role as in other locations, the reliance on face-to-face contact is much higher.[51] For example, friends and family were listed as information sources by 42.2% of interviewees, community events were mentioned by 38.8% of respondents and elected community leaders accounted for 19.3% of the responses (slightly ahead of megaphone announcements – with

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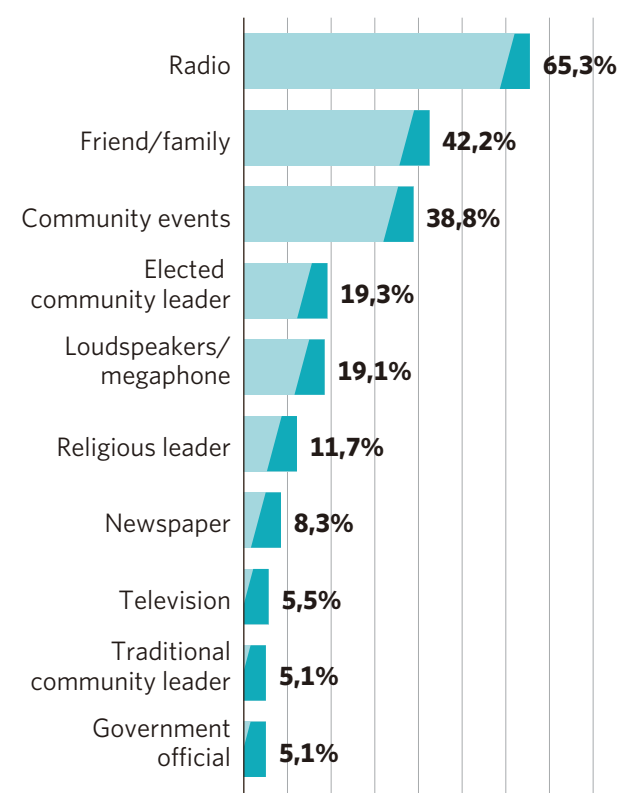
49. Mingkaman FM was included as a separate category from radio in the original dataset.

50. Internews. 'Radio Mingkaman Broadcasts Important Lifesaving Information in South Sudan', May 2014.

51. Radio in this location includes Naath FM, which was the most popular radio station in Leer. 68.7% of Leer survey respondents reported listening to it more than once a day.

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19.1%). This trend indicates the existence of stronger community bonds, which may be associated with life in a town instead of a PoC site or an IDP camp. In any case, these communication patterns should be taken into account when designing a CwC strategy for Leer. Particularly, emergency response actors should focus on verifying available information and avoiding excessive reliance on rumours, which risk rapidly spreading throughout the community.

Figure 4: SOURCES OF INFORMATION MOST COMMONLY USED BY IDPs IN LEER TOWN
(HIS quantitative surveys; N=604)[52]

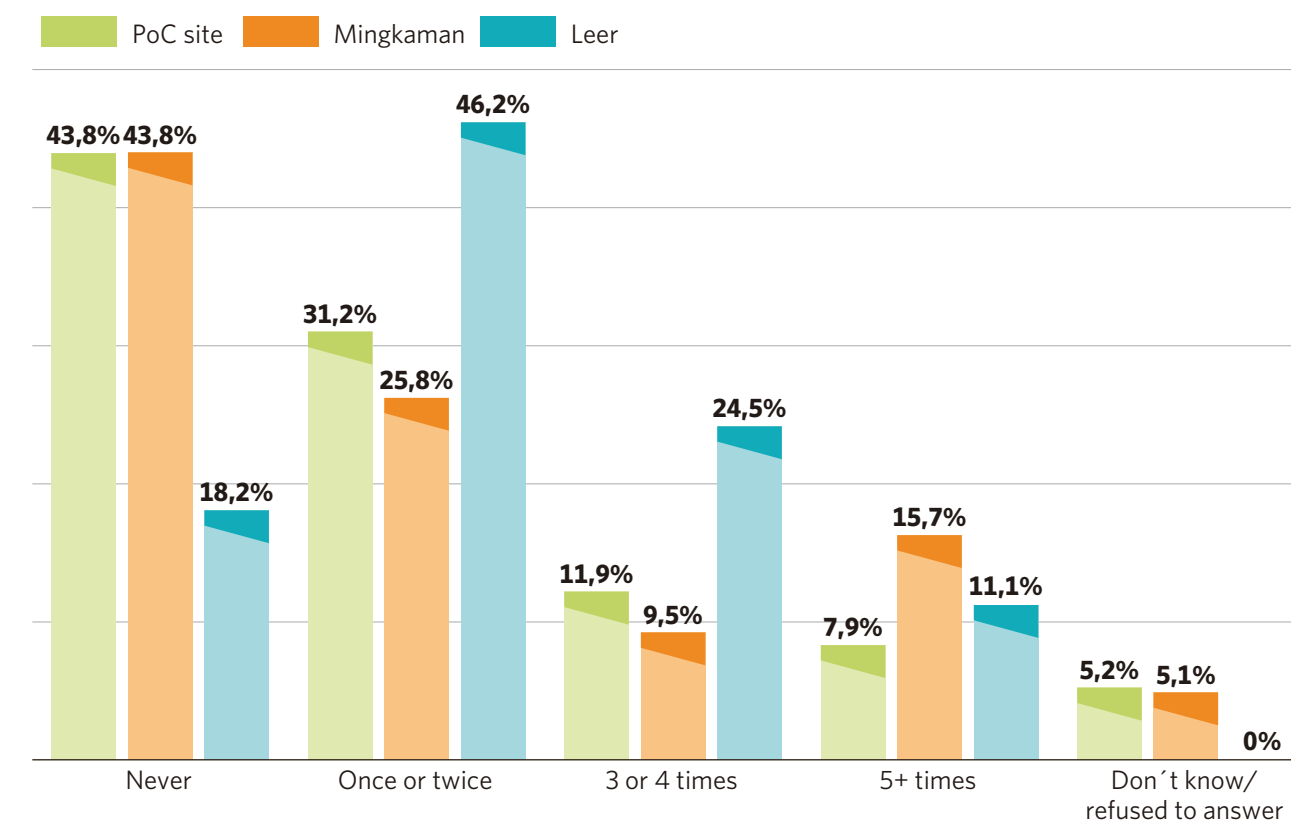| Source	%
Radio	65,3%
Friend/family	42,2%
Community events	38,8%
Elected community leader	19,3%
Loudspeakers/megaphone	19,1%
Religious leader	11,7%
Newspaper	8,3%
Television	5,5%
Traditional community leader	5,1%
Government official	5,1%

3.1.2.1 Timeliness

In terms of timeliness, DEPP qualitative data indicates that mass communication methods like the radio and loudspeakers tend to be more efficient. This is simply due to the fact that they are more easily accessible, as well as available more often over the course of a normal week.[53] As a comparison, the graph below illustrates how many times an average IDP talks to an aid worker over the course of a normal week (as found in the HIS data).

More than 43% of all IDPs both in PoC sites and in the Mingkaman spontaneous settlement never have face-to-face contact with an aid worker. This value indicates that other communication methods are more likely to be able to transfer information in a timely manner. Particularly, it is in these locations where mass communication media is likely to have the most impact.

The numbers regarding IDP contact with aid workers are much higher in the town of Leer, where 81.8% of respondents reported interacting with aid workers at least once or twice per week.

Figure 5: IDP WEEKLY CONTACT WITH AID WORKERS (average frequency; HIS quantitative surveys; N=4,385, of which PoC sites = 3,158; Mingkaman = 623; Leer = 604)

Legend: PoC site, Mingkaman, Leer

	PoC site	Mingkaman	Leer
Never	43,8%	43,8%	18,2%
Once or twice	31,2%	25,8%	46,2%
3 or 4 times	11,9%	9,5%	24,5%
5+ times	7,9%	15,7%	11,1%
Don't know/refused to answer	5,2%	5,1%	0%

3.1.2.1 Trust in different sources of information

The popularity of some sources of information is linked to both availability and timeliness. However, a third factor associated with the quality of communications is the reliability of the information being delivered.

As mentioned in the previous section, it is common for IDPs and emergency response actors to rely on rumours, given that often there is no time to verify the information received through a wide variety of informal channels.[54] As a result, both IDPs and emergency response actors may sometimes believe and spread inaccurate pieces of news. Consequently, IDPs have learned to mistrust large parts of the information they receive.[55]

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52. This survey question allowed for the selection of multiple responses, so percentages do not add up to 100

53. KIIs with Juba-based emergency response actors, South Sudan, November 2015.

54. KIIs with Juba-based emergency response actors, South Sudan, November 2015.

55. Ibid.

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Figure 6: MOST TRUSTED SOURCE OF INFORMATION, AS REPORTED BY IDPs (HIS quantitative surveys; N=4,385, of which PoC sites = 3,158; Mingkaman = 623; Leer = 604)[56]
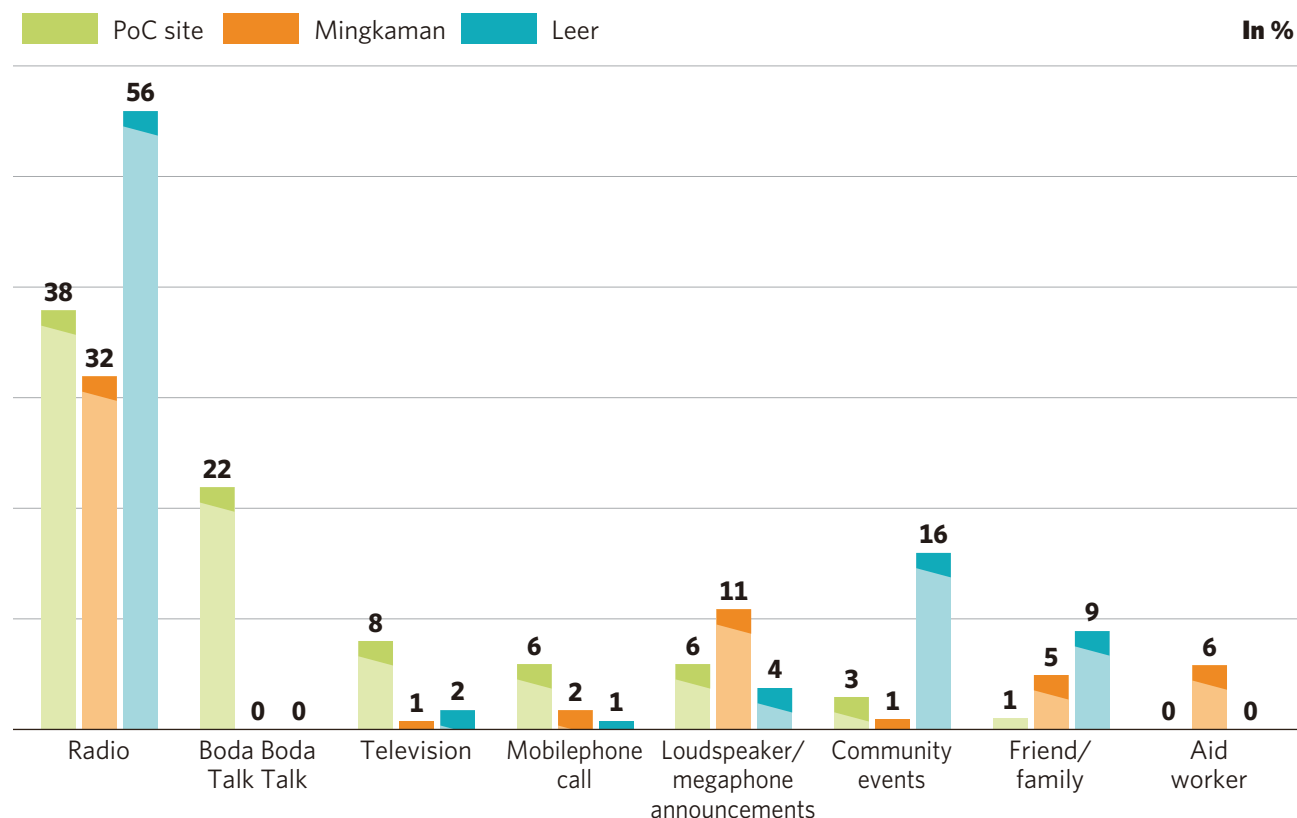
The chart above provides an indication of the level of trust in different communication mechanisms.[57] Radio, BBTT, and loudspeakers are once again the most trusted communication methods. This order in the levels of trust highlights the usefulness of mass communication systems in all settings. The most important factor in these examples is that the information is centralised. As a result, it becomes easier to verify and its subsequent modification by means of word-of-mouth is less likely, thus increasing trustworthiness.

Indeed, all direct interactions with individuals (even if it is through community meetings, or meeting with aid workers or other types of officials) rank lower in the trust scale (although much less so in Leer, where, as was explained earlier, they are also more prevalent). IDPs

are aware of the fact that at least some of the information that aid workers, local leaders, UN officials, or similar actors obtain comes from word-of-mouth and is therefore not necessarily reliable.[58] Given the importance of aid workers' roles in IDP settlements, it is important that the information they provide be verified. Further utilisation of radio and other mass communication methods to provide general information could reduce some of the pressure aid workers face to continually provide information, or at least provide them with a reliable source of information. More radio information that corroborates word-of-mouth might increase trust in both of these sources of information.

3.1.2.1 Preferred information channels

The table below shows IDPs preference for specific communication methods.[59] Mirroring their popularity and status as trusted sources of information, mass media channels such as radio and BBTT are listed as the preferred sources of information.

Among the different radio stations, Mingkaman FM deserves particular attention. It is the most trusted and preferred communication source in the Mingkaman spontaneous settlement (32% of respondents report that they both trust and prefer it as a source of information). These positive results give grounds for attempting

similar projects in other locations and highlights the usefulness of radio broadcasting as a way of matching IDPs' preferences.

BBTT, although only present in PoC sites (among the locations in this study), has been a very successful communication mechanism since its inception. For example, it was the most preferred source of information in UN House II during the second wave of surveying (44% of respondents). In addition, 99% of the people who listen to it describe it as at least somewhat helpful.[60] It is a valid alternative to the radio, and an interesting project to initiate in those locations where it does not yet exist. Due to its unique structure, BBTT could be considered as a kind of 'group face-to-face communication'. As groups of IDPs gather at BBTT listening stops, there is an opportunity to further convey relevant information through the Information Officers operating the quad bikes. In addition, it is a communication method that delivers information to mass numbers while also providing an opportunity for interaction among community members, thus optimising the communication process.

In short, there is a preference among IDPs for mass communication methods over face-to-face interactions.[61] This pattern suggests that resources should be shifted from the more onerous face-to-face mechanisms, such as

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56. Other sources of information were listed by less than 5% of respondents in any given location.
57. HIS quantitative survey in six locations of which four were PoCs, South Sudan, 2014 and 2015

58. KIIs with Juba-based emergency response actors, South Sudan, November 2015.
59. HIS quantitative survey in six locations of which four were PoCs, South Sudan, 2014 and 2015

60. HIS quantitative survey in six locations of which four were PoCs, South Sudan, 2014 and 2015.
61. This trend is less pronounced in Leer, which features high reliance on face-to-face interactions as well as a preference for that kind of communication mechanism.

group meetings (preferred by just 2-6% of respondents) and community events (close to 2%) to mass media communications.

Nonetheless, depending on the context, face-to-face interactions can be complementary to mass communication methods. Most of the types of information that IDPs need require the communication of details that are similar or exactly alike for every IDP living in a specific location (for example, general news on the area around an IDP settlement or where to find food are likely to be the same for IDPs living in the same location). In those cases, some form of mass communication should be more efficient than any other information-sharing mechanism. This is not the case in the instances where IDPs want to locate lost relatives, or receive information on the security situation at home. In such instances, face-to-face, individual interaction is likely to be more effective. Hence, depending on the context, emergency response actors should aim for the combination of different sets of communication approaches, namely mass communication and face-to-face interactions.

TABLE 5: MOST PREFERRED SOURCE OF INFORMATION, AS REPORTED BY IDPS
(HIS QUANTITATIVE SURVEYS; N=4,385, OF WHICH POC SITES = 3,158; MINGKAMAN = 623; LEER = 604)[62]

	PoC sites	Mingkaman	Leer
Radio	27.2%	23.0%	63.0%
Mingkaman 100 FM[63]	N/A	32.0%	N/A
Boda Boda Talk Talk[64]	24.0%	N/A	N/A
Loudspeaker/megaphone announcements	18.3%	16.0%	3.0%
Community leader	2.4%	8.0%	2.0%
Group meetings	1.7%	2.0%	6.0%
Friends/family	0.8%	3.0%	7.0%
Leaflets	0.0%	0.0%	9.0%
Mobile call	4.2%	3.0%	0.0%

. . . .

62. Only the main sources of information (where any result surpasses 4%) have been included in the table.

63. Only available in the Mingkaman spontaneous settlement.

64. Only implemented in PoC sites.

3.2 EMERGENCY RESPONSE ACTORS' CWC STRATEGIES

The previous section described existing communication preferences in different types of IDP settlements focusing on the ability to reach the largest number of people while providing high-quality information (relevant, timely and reliable). In addition to these elements, emergency response actors also need to consider cost efficiency and organisational capacity. As a result, communication approaches available to emergency response actors may diverge from the communication methods preferred by IDPs.

Main findings

‣ Regarding CwC, there is a clear gap between emergency response actors' perceptions and preferences and those of IDPs, particularly regarding the effectiveness of community meetings, workshops, local leaders and aid workers. While emergency response actors favour these activities, most people living in IDP settlements do not trust them.

‣ In contrast, both groups value radio and megaphone announcements.

‣ Emergency response actors perceive FGDs, KIIs and surveys as good ways to gather feedback.

‣ Limited financial resources, the security situation on the ground, short project cycles and low levels of literacy are the main barriers to effective CwC practices.

3.2.1 Aid organisations in South Sudan: CwC

Since the renewed onset of the violence in December 2013, the number of organisations working in South Sudan has increased significantly. Most of the funds are concentrated around the capital and in different IDP settlements, although a variety of organisations manage humanitarian and development projects across the country. The principal objective of the CAWI survey conducted for this study was to gauge the kind of communication strategies that are being used by the main humanitarian organisations in South Sudan.

Figure 7: NUMBER OF AID ORGANISATIONS SURVEYED, BY TYPE (CAWI survey)
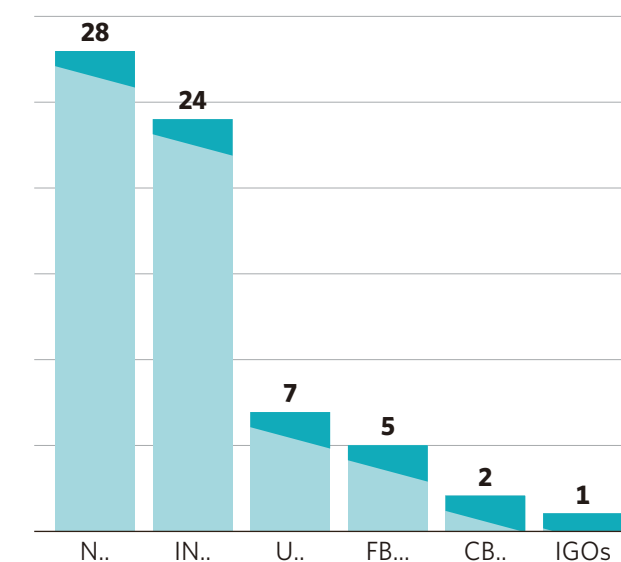
There is an important presence of both national and international organisations in the country, and UN agencies play a particularly prominent role. The graph above shows the number of

CAWI respondents working for organisations that are currently operating projects in South Sudan dedicated to different humanitarian response and development areas of work. Most of these organisations concentrate their efforts on the protection of different communities (reported by 34 survey respondents), WASH infrastructure and education (28 survey respondents), and food security (27 survey respondents). Livelihood enhancement, education and health are also frequent areas of work.[65]

Figure 8: EMERGENCY RESPONSE ACTORS' OPERATING PROJECTS IN DIFFERENT WORKING AREAS (CAWI survey; N=71)
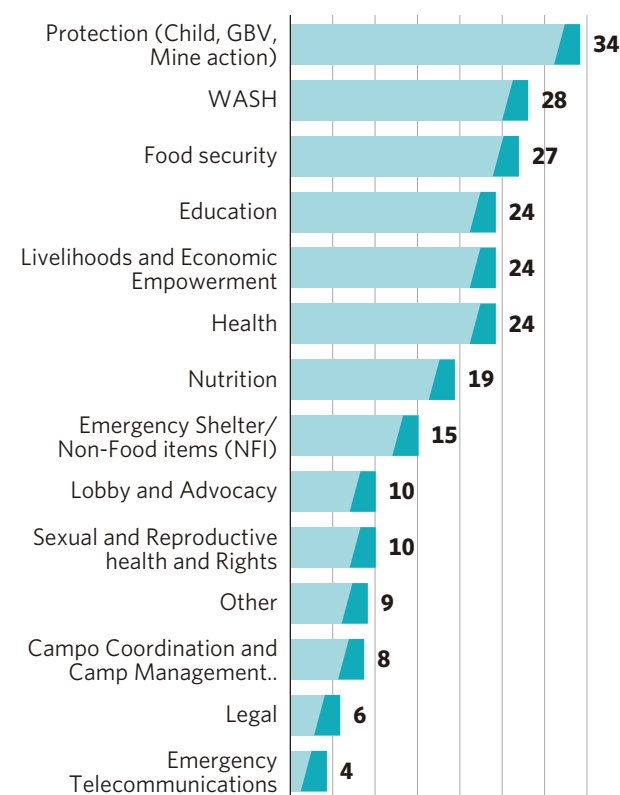
42.9% (n=84) of the CAWI survey respondents work for organisations that currently take part in the Rapid Response Mechanism (RRM).[66] The RRM is an initiative designed to assess and respond to rapidly changing needs on the ground. It provides funds for projects that deploy teams with experts in nutrition, WASH, livelihoods, health, child protection and education and support staff to address unplanned and critical gaps in humanitarian coverage. The food security situation is used as a key benchmark to select specific interventions.[67]

In contrast, only four CAWI respondents report conducting projects specifically dedicated to emergency communication, in spite of its importance for survival in conflict-afflicted areas. Furthermore, just 21% of CAWI respondents indicated that they have received funds that were specifically allocated to CwC. Out of these, 88% receive the funds (at least partially) on an on-going basis as part of their core funding.[68] Nonetheless, CwC appears to be a priority for many emergency response actors: 50% of organisations list CwC as a top priority in terms of project implementation.[69] Moreover, 69% of the emergency response actors studied indicated that they take CwC into account in the design of their projects, while 79% relayed that they account for it in the management of most

- **65.** CAWI with members of the South Sudan CwC Working Group, December 2015.
- **66.** Ibid.
- **67.** UNICEF and WFP. 'The WFP-UNICEF Rapid Response Mechanism in South Sudan'. http://www.unicef.org/appeals/files/WFP_UNICEF_RRM_One_Year_Report.pdf
- **68.** CAWI with members of the South Sudan CwC Working Group, December 2015.
- **69.** Ibid.

Figure 9: EMERGENCY RESPONSE ACTORS' DEPARTMENT IN CHARGE OF CwC (CAWI survey; N=42)
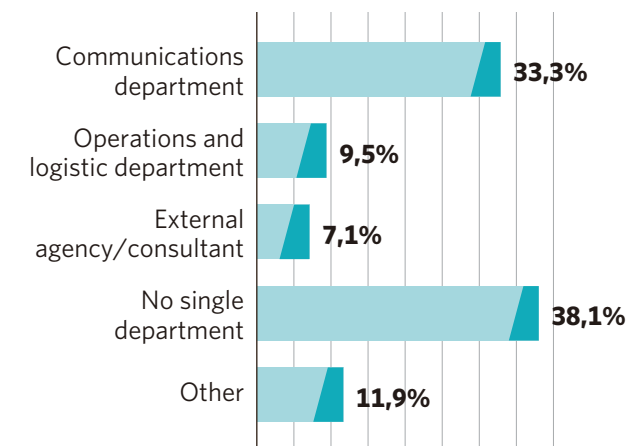
projects.[70] 37.5% of emergency response actors surveyed (n=40) pointed out that their agencies have at least one full-time staff committed exclusively to developing sound CwC strategies. In this case, the number of people dedicated to this task differs greatly across organisations (from one person to a maximum of 40 in the sample).[71]

The logistic and organisational approach to CwC also varies greatly across emergency response actors. In a third of the instances (n=42) there is a communications division that deals with CwC. However, it is particularly noticeable that 38% (n=42) of the CAWI respondents declared that their organisations have no specific department to fulfil this role.[72] This finding is in line with the fact that, according to 58.8% of the CAWI responses (n=41), decisions regarding CwC are

- **70.** Ibid.
- **71.** Ibid.
- **72.** Ibid.

Figure 10: PERCENTAGE OF EMERGENCY RESPONSE ACTORS WHOSE DECISIONS REGARDING CwC ARE: (CAWI survey; N=41)
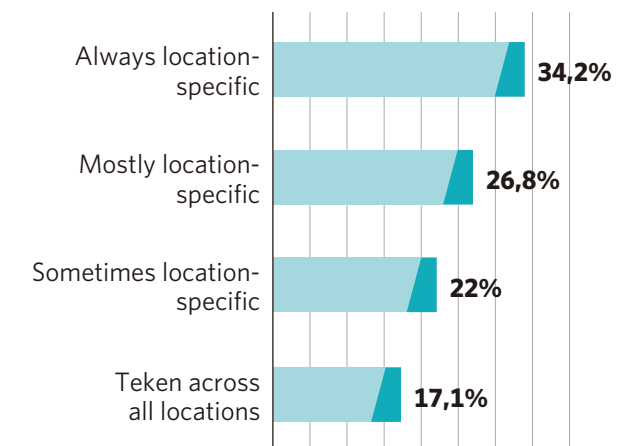
always or mostly taken on a project-specific basis.[73] Consequently, the work of the operations department becomes more important with regard to communication strategies, and so does the collaboration between different departments on the topic of CwC.

Concerning location, CwC strategies also diverge between different emergency response actors. The figure below shows that 34% of the CAWI respondents' organisations opt for a local approach, while 17% indicate that their organisations develop strategies to be implemented across all locations.[74] Given that many IDPs require information about nearby areas, adapting CwC strategies to the local context is more likely to yield better results and positively impact how both IDPs and host communities view humanitarian programmes.

- **73.** Ibid.
- **74.** Ibid.

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3.2.2 Preferred communication methods

Different communication methods are used in day-to-day CwC. Each emergency response actor chooses among them according to the gaps and needs of specific location, and according to organisational and local preferences for CwC or two-way CwC.
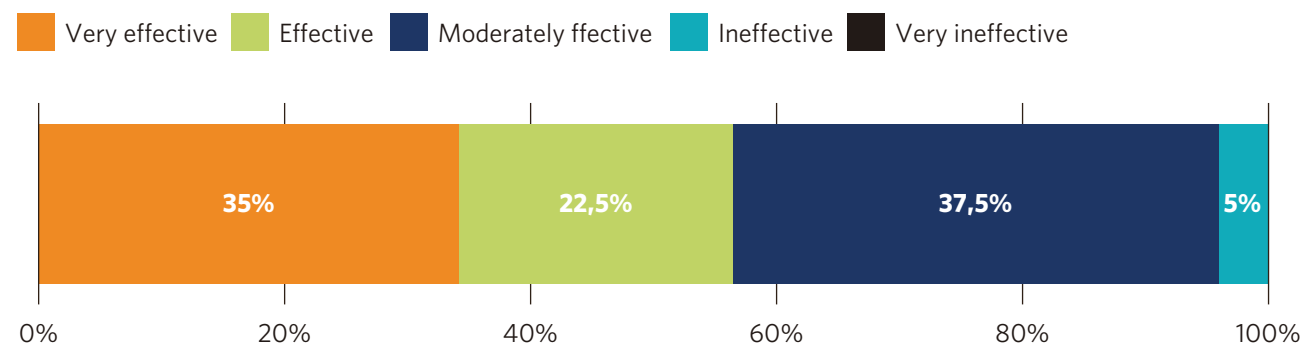
3.2.2.1 Communicating with Communities (CwC)

Effectiveness, coherence and consistency

Effective communication approaches aim to reach the largest number of people while maintaining high standards of information quality – where the details being shared are relevant, timely, and reliable.

As demonstrated in the figure below, the differences in the organisation and execution of CwC lead to marked divergences in the perception of its effectiveness and appropriateness. Specifically, 5% of CAWI respondents consider their institutions'

approaches to CwC as ineffective; this figure contrasts with the 59% who describe their organisation's method as at least effective.[75]

Indeed, the success of programmes varies across organisations and locations.[76] For example, Mingkaman FM has been an effective new attempt at CwC in a spontaneous settlement setting. Among other objectives, Mingkaman FM contributed to further cohesion of the local community through the elaboration of programmes with the input of IDPs. As a result, Mingkaman FM is the most popular radio station in the Mingkaman spontaneous settlement. On the other hand, amongst other issues, many organisations all across South Sudan report setbacks due to issues with translating messages to the appropriate languages, building trust given the short project cycles and with safety conditions. [77] Wherever these problems

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75. Ibid.

76. KIIs with Juba-based emergency response actors, South Sudan, November 2015.

77. Ibid.

Figure 11: EMERGENCY RESPONSE ACTORS' PERCEIVED EFFECTIVENESS OF THEIR CwC EFFORTS OVER THE PAST 12 MONTHS (CAWI survey; N=40)

are very prevalent and not directly addressed with an appropriate CwC strategy, perceived effectiveness is bound to decline.
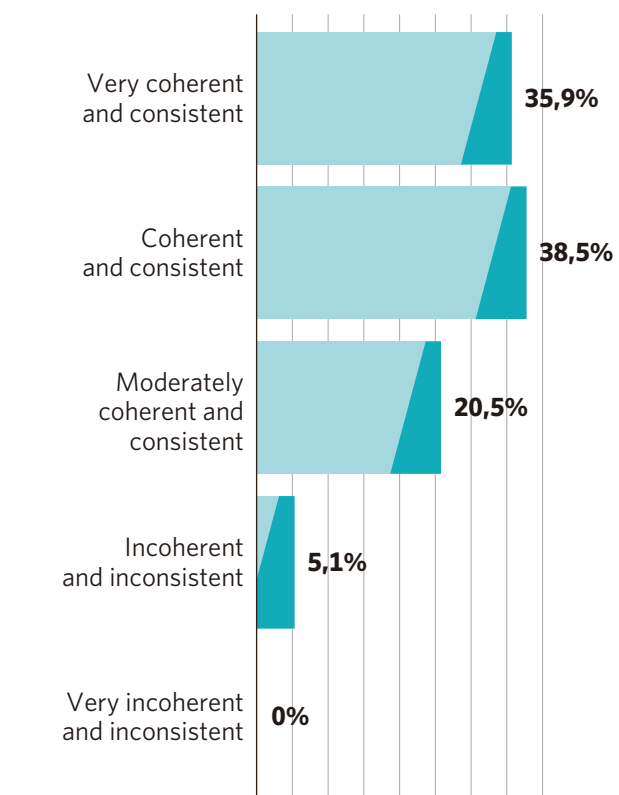
In general terms, emergency response actors appear to be aware that there is room for improvement in CwC effectiveness.[78] For example, in the DEPP qualitative data, several respondents mentioned that there is a strong tendency to direct funding towards the use of technology to amplify messaging, even though other simpler channels may not have been exploited to their full capacity. This is especially problematic because written, web-based and phone-based modalities are not the most appropriate tools due to issues of literacy and communication network access.[79] In addition, all respondents underscored that further collaboration between emergency response actors is necessary for increased effectiveness.[80]

Coherence and consistency are other important elements that affect CwC quality, as they impact the timeliness and reliability of information. Emergency response actors' perceptions of the coherence and consistency of their communication approaches also vary greatly between organisations. A majority of CAWI survey respondents (74.4%) consider their approaches to be coherent and consistent (see figure below), while about 5% describe them as incoherent and inconsistent.[81] In this regard, a DEPP KII participant pointed out that it is difficult to maintain open communication channels with a local community

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78. Ibid.

79. Ibid.

80. Ibid.

81. CAWI with members of the South Sudan CwC Working Group, December 2015.

when the organisation has no permanent presence in the area.[82] Another even stated that interactions with the South Sudanese community are minimal and non-systematic in certain regions.[83] There is therefore a need to focus on developing more systematic CwC strategies in underserved or remote project areas. This is particularly important in terms of earning trust.

Figure 12: EMERGENCY RESPONSE ACTORS' PERCEPTION THAT THEIR CwC EFFORTS WERE COHERENT AND CONSISTENT OVER THE PAST 12 MONTHS (CAWI survey; N=39)

....

82. KIIs with Juba-based emergency response actors, South Sudan, November 2015.

83. Ibid.

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In spite of the caveats outlined above, emergency response actors appear confident that the information is reaching the desired groups.[84] This result markedly contrasts with views of IDPs in the IDP settlements (see figure 1), where 20% of respondents said they had no access to information for making good decisions for themselves and their families. Further, almost 44% of IDPs highlighted that they received only some of the information they needed to make good decisions.[85] Indeed, sharing information with an entire community is challenging; these results suggest a gap in perceptions between emergency response actors and local populations regarding the availability of information.

Figure 13: EMERGENCY RESPONSE ACTORS' LEVEL OF CONFIDENCE THAT CwC INFORMATION REACHED THE ENTIRE COMMUNITY (CAWI survey; N=39)
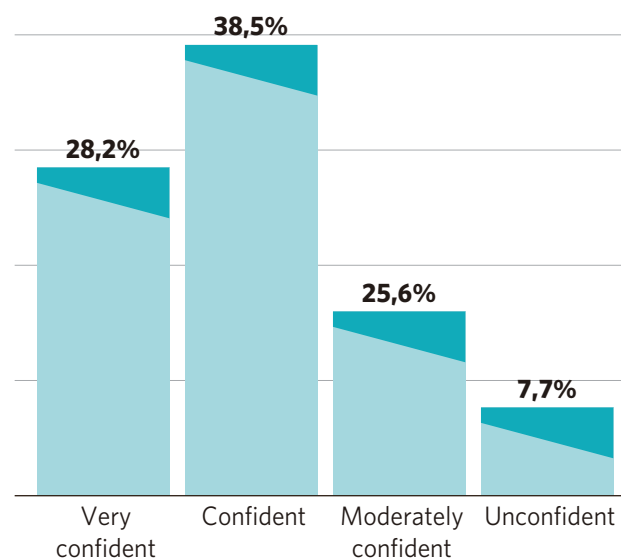
In terms of cooperation, organisations report adequate levels of coordination: 82% of CAWI respondents (n=39) described their relationship with local authorities as good or very good; 79% say the same about coordination with traditional local structures. Finally, 76% would rate the coordination with the rest of the humanitarian community as at least good.

Nonetheless, all organisations could benefit from increased coordination and information sharing (7.69% of CAWI respondents described coordination with other NGOs as bad or very bad).[86] Indeed, in global terms, higher levels of coordination, especially when conducting research on a specific population and area, have the potential to tap into unused synergies and reduce the number of instances where there is a duplication of efforts. It is encouraging that this factor was underscored in many of the KIIs in the DEPP qualitative data.[87]

Communication methods

This section outlines emergency response actors' preferences regarding communication channels. It should be kept in mind the results from the HIS quantitative surveys suggest that radio, BBTT, and loudspeakers were the most trusted and preferred information sources (see figure 3 and table 2).

HIS data collected from IDP communities contrasts with the results obtained in the CAWI survey with emergency response actors in Juba. Figure 14 below shows the percentage of emergency response actors included in

the survey that use specific communication channels. Community meetings and workshops are among the most common CwC methods (with 84.6% and 82%, respectively). However, they rank very low in terms of popularity among IDPs (2.08% for community meetings – see table 2). Specifically, IDPs reported low levels of trust in community meetings and workshops, since information in such kinds of face-to-face meetings appears to be unreliable.[88] Therefore, when utilised within a CwC strategy, fewer resources should be allocated to those activities.

IDPs' preference for radio and megaphone messages is in line with the efforts put in by emergency response actors (61.5% use radio talk shows, 48.7% radio announcements, and 43.6% megaphone messages). Further, these methods of communication are both trusted by the local population and the aid community.[89] Hence, more investment in them could prove useful.

Local government officials and community mobilisers are widely utilised resources (41% and 56.4% of CAWI respondents, respectively).[90]

Figure 14: CwC METHODS MOST UTILISED BY EMERGENCY RESPONSE ACTORS
(CAWI survey; N=39)

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84. CAWI with members of the South Sudan CwC Working Group, December 2015.

85. HIS quantitative survey in six locations of which four were PoCs, South Sudan, 2014 and 2015.

86. CAWI with members of the South Sudan CwC Working Group, December 2015.

87. KIIs with Juba-based emergency response actors, South Sudan, November 2015.
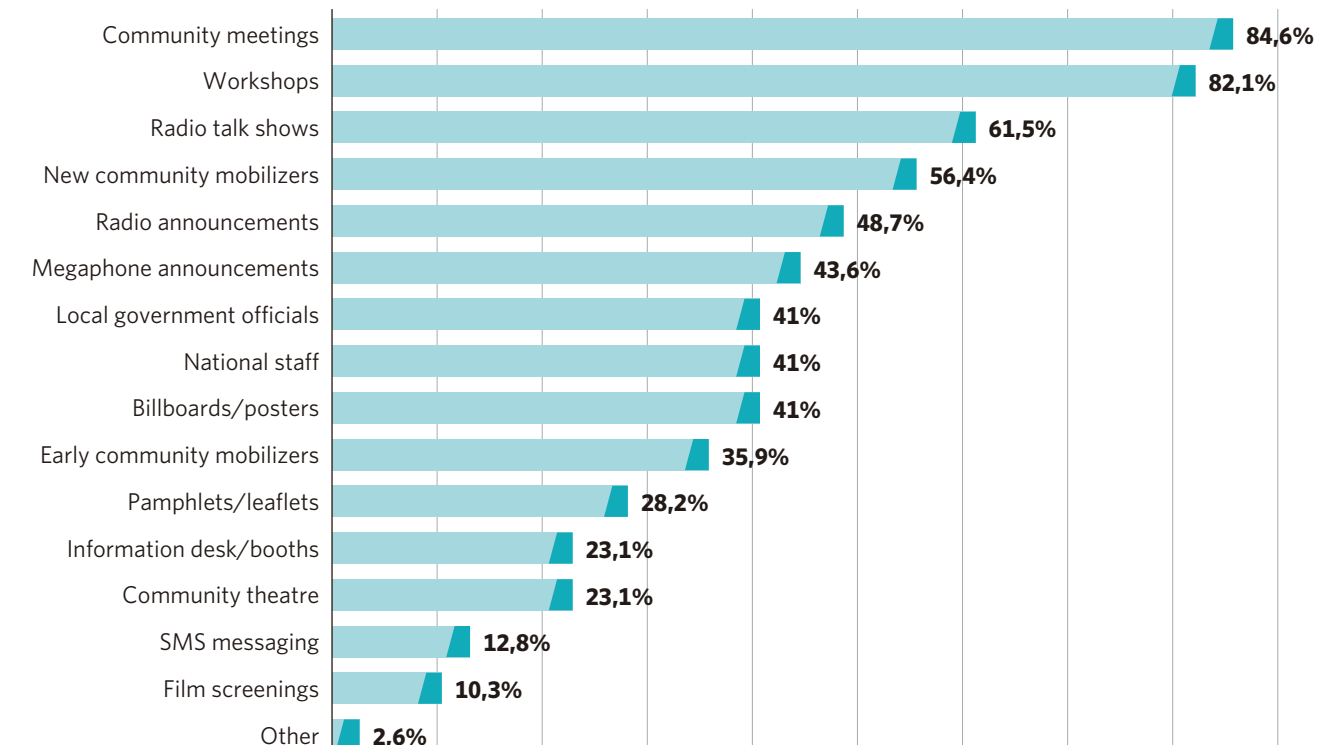
88. HIS quantitative survey in six locations of which four were PoCs, South Sudan, 2014 and 2015.

89. Ibid.

90. The survey distinguished between new community mobilisers and early community mobilisers.

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Nevertheless, as was mentioned in earlier sections, these are sources of information that are neither trusted nor preferred by IDPs (see table 2).

To sum up, at least in the case of PoC sites and informal displacement sites, there is potential to increase effectiveness by shifting more resources towards mass communication methods (such as radio, BBTT, and loudspeaker/megaphone announcements), and away from community meetings and home visits.

3.2.2.2 Two-way CwC

As mentioned earlier, the goal of two-way communication is to promote the dialogue between emergency response actors and affected communities, and within those same affected communities. This is particularly important for emergency response actors because it allows them to continuously receive feedback on their projects in order to adjust them to varying local needs on the ground.

Despite its usefulness, none of the organisations participating in the CAWI survey has a specific department to handle two-way CwC. However, 36% (n=39) of CAWI respondents reported that their organisations employ full-time staff for this purpose.[91]

Effectiveness, coherence and consistency

59% of CAWI respondents described their organisation's approach as at least effective.[92] This should imply that their approaches are able to achieve a satisfactory constant stream of two-way communication with the local communities. However, some KII participants (DEPP qualitative data) affirmed that there is a general perception of CwC and two-way CwC as 'information blasting' or 'systematically asking for feedback'. In fact, according to a number of KII participants, most organisations describe CwC as an on-going two-way communication
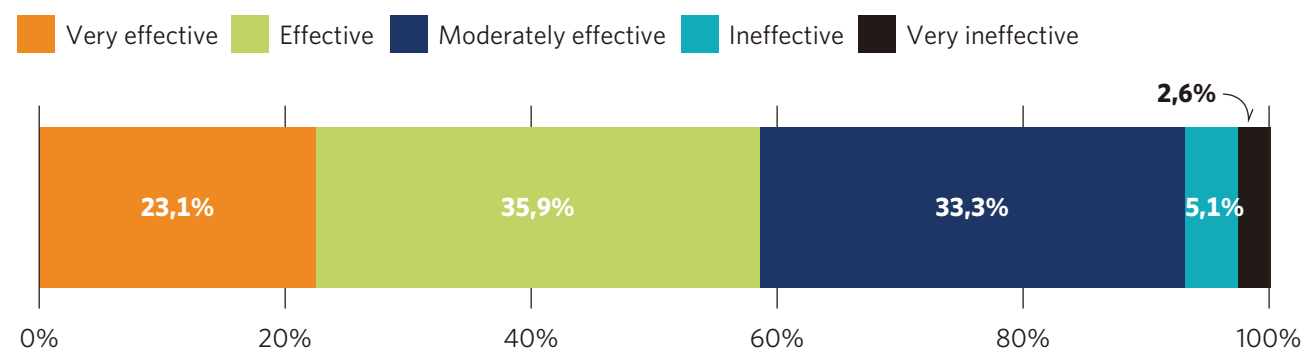
process with local communities, although in reality it just entails continuously asking for feedback.[93]

Systematic feedback collection (through FGDs or surveys, for example) is helpful in understanding communities' needs. However, this approach is organised around the timeframes and needs of emergency response actors. As a result, it may not include all voices in a specific community, it can lack sufficient detail, and is often not available when it is most needed. In addition, it might not be the preferred means of giving feedback.[94] That is, these mechanisms can be helpful when improving service delivery but more innovative approaches are needed to improve two-way communication.

This ties in with the finding that 52.78% of CAWI respondents (n=36) feel confident that all voices in the community are being heard (see figure below). Most emergency response

actors understand that aid workers cannot be in permanent contact with all individuals and that traditional leadership structures are sometimes not sufficiently representative. As a result, organisations make efforts to design new methods with which to expand their coverage.[95]

A combination of different communication channels is likely to be the most effective solution to achieve good two-way CwC. Initially, however, emergency response actors should focus on exploring low-tech options that are more likely to reach the most marginalised groups. For example, meeting with women in the location where they collect firewood is likely to lead to a more effective two-way CwC than creating a web-based complaints page.[96]

Regarding the coherence and consistency of efforts, 64% of CAWI respondents consider emergency response actors' two-way

Figure 15: EMERGENCY RESPONSE ACTORS' PERCEIVED EFFECTIVENESS OF THEIR TWO-WAY CwC APPROACHES OVER THE PAST 12 MONTHS (CAWI survey; N=39)

Legend: ■ Very effective ■ Effective ■ Moderately effective ■ Ineffective ■ Very ineffective

23,1% | 35,9% | 33,3% | 5,1% | 2,6%

Figure 16: EMERGENCY RESPONSE ACTORS' LEVEL OF CONFIDENCE THAT ALL VOICES IN THE TARGET COMMUNITIES ARE BEING HEARD (CAWI survey; N=36)

Legend: ■ Very confident ■ Confident ■ Moderately confident ■ Unconfident ■ Very unconfident

22,2% | 30,6% | 33,3% | 13,9%

91. CAWI with members of the South Sudan CwC Working Group, December 2015

92. Ibid.
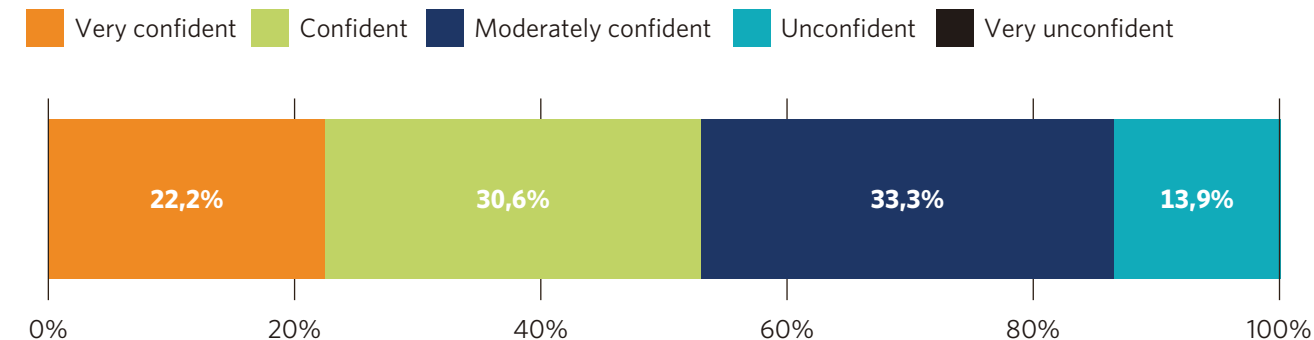
93. KIIs with Juba-based emergency response actors, South Sudan, November 2015.

94. Ibid.

95. Ibid.

96. Ibid.

communication approaches to be adequate (see figure below).[97] Once again, the lack of regular presence in certain areas (due to short project cycles or the threat of violence) is likely to generate mistrust from the local community.[98]

Even if two-way CwC efforts are coherent and consistent, some CAWI respondents referred to a lack of capacity to process all the feedback that is collected on a regular basis.[99] The focus should therefore be set on processing and utilizing available information. Only 64% of emergency response actors (n=39) report having effective mechanisms to use feedback collected from communities to improve project implementation.[100] The same percentage affirms that feedback is effectively used to develop targeted policy changes.[101] Indeed, there are instances where information has been collected but there is no capacity to immediately analyse it. As a result, this information is usually stored but not shared, leading to a duplication of efforts by emergency response actors as time goes by, without significant program growth or learning.[102] Therefore, enhancing collaboration and information sharing is key for the development of more efficient policy and programs across South Sudan.

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97. CAWI with members of the South Sudan CwC Working Group, December 2015.

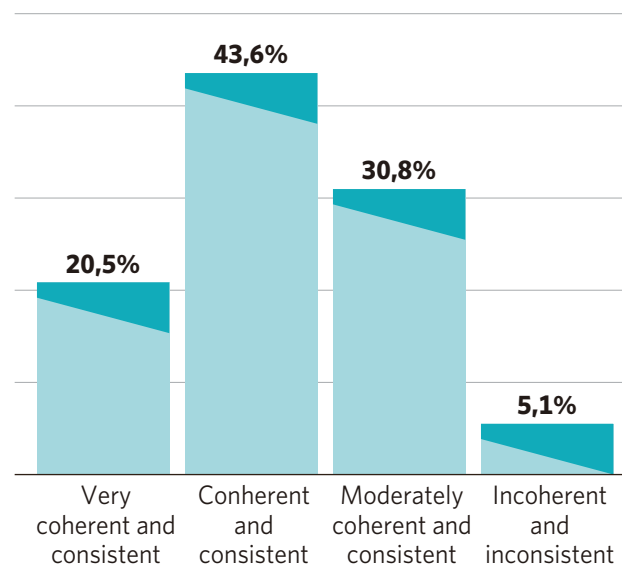**98.** KIIs with Juba-based emergency response actors, South Sudan, November 2015.

99. Ibid.

100. Ibid.

101. Ibid.

102. Ibid.

Figure 17: EMERGENCY RESPONSE ACTORS' PERCEPTION OF THE COHERENCE AND CONSISTENCY OF THEIR TWO-WAY CwC EFFORTS OVER THE PAST 12 MONTHS
(CAWI survey; N=39)

Communication methods

Emergency response actors show a clear interest in the topic of two-way CwC. This is reflected in the efforts (both in terms of time and money) being placed on obtaining feedback and listening to the needs of local communities.[103] Indeed, KII participants (DEPP qualitative data) clearly understood that local issues are multi-faceted and therefore listening to all perspectives is important. Due to this fact, most emergency response actors are continually trying to improve their two-way CwC approaches.[104] Nevertheless, they usually focus

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103. Ibid.

104. Ibid.

on community meetings, research (FGDs and KIIs) and face-to-face interactions to develop their two-way CwC strategies, in spite of their lack of popularity among IDPs.[105]

Additionally, it should be noted that mobile technology appears to be a largely unused two-way CwC resource (only 5.1% of respondents listed the SMS hotline). Although there may be problems associated with low literacy rates and unreliable network service, more than 46% of IDPs report having access to a mobile phone. This percentage is in fact driven down by the results in Leer (16%) and Mingkaman (26%), which suggests that, at least in some locations, the mobile phone field appears to be worth investigating.[106] Making use of voice messaging, for example, only requires the use of 2G and it could surpass the issues with low literacy rates.

3.2.3 Barriers to communication

The following graphs show the diversity of barriers to communication reported by CAWI respondents.[107] It should be noted that the values provided for both information provision and CwC follow similar patterns.

Most CAWI respondents list donor-related issues as the main barriers to communication. Indeed, the improvement of many communication methods is dependent on investment in mass communication-related infrastructure. This means that lack of sufficient

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105. CAWI with members of the South Sudan CwC Working Group, December 2015.

106. HIS quantitative survey in six locations of which four were PoCs, South Sudan, 2014 and 2015.

107. CAWI with members of the South Sudan CwC Working Group, December 2015.

Figure 18: EMERGENCY RESPONSE ACTORS' PREFERRED TWO-WAY CwC CHANNELS
(CAWI survey; N=39)
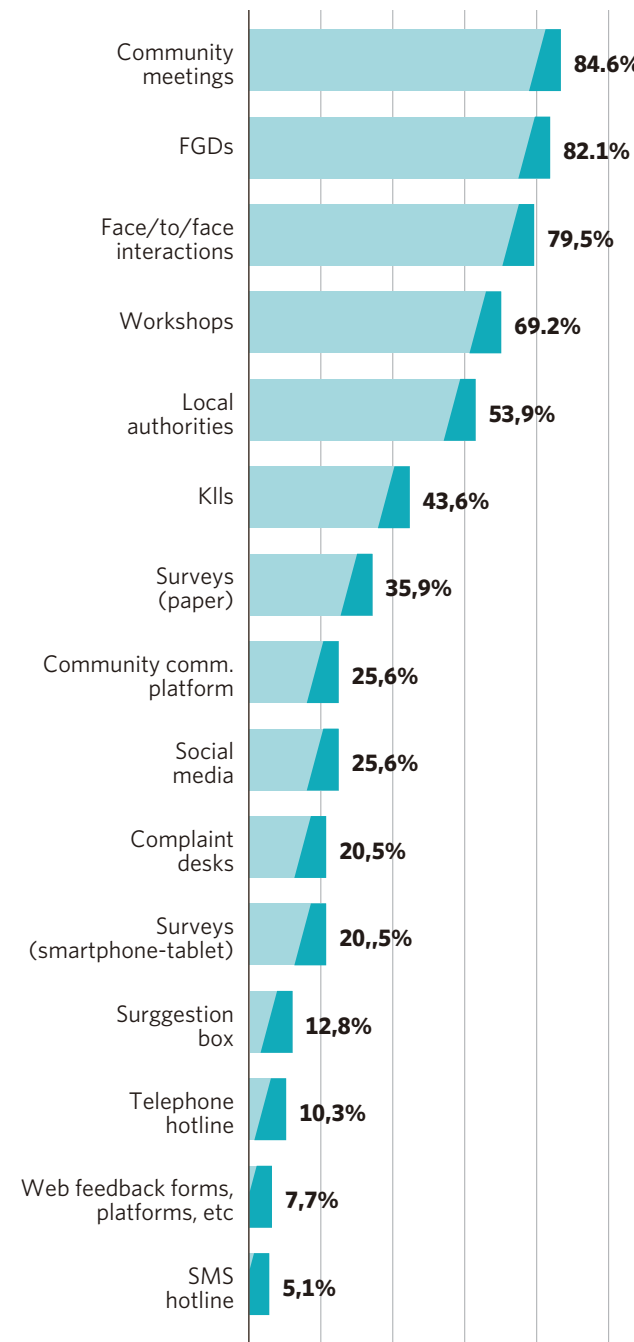
financial resources (61.5% for information provision and 55.6% for CwC)[108] and short project cycles (46.2% and 25%, respectively) are linked: communication infrastructure is not only costly, but would also require an important time commitment.

The security situation complicates both types of communication efforts,[109] as do heavy rainfall and other elements that impede accessibility to certain areas (15% and 25% for information provision and CwC, respectively). Moreover, low levels of literacy among the local population limit communication efforts as well (30.8%

Figure 19: REPORTED CHALLENGES TO INFORMATION PROVISION (N=39)

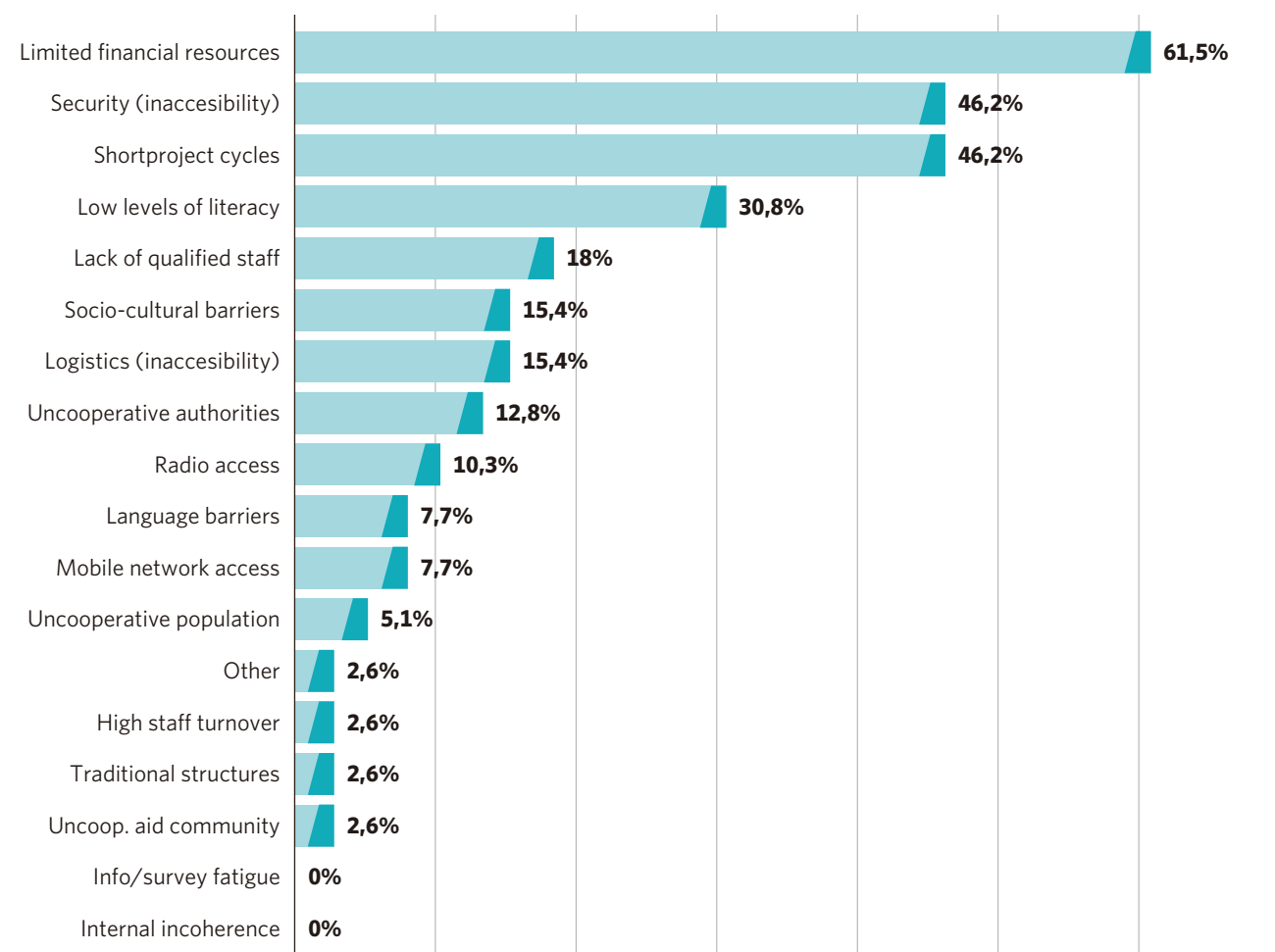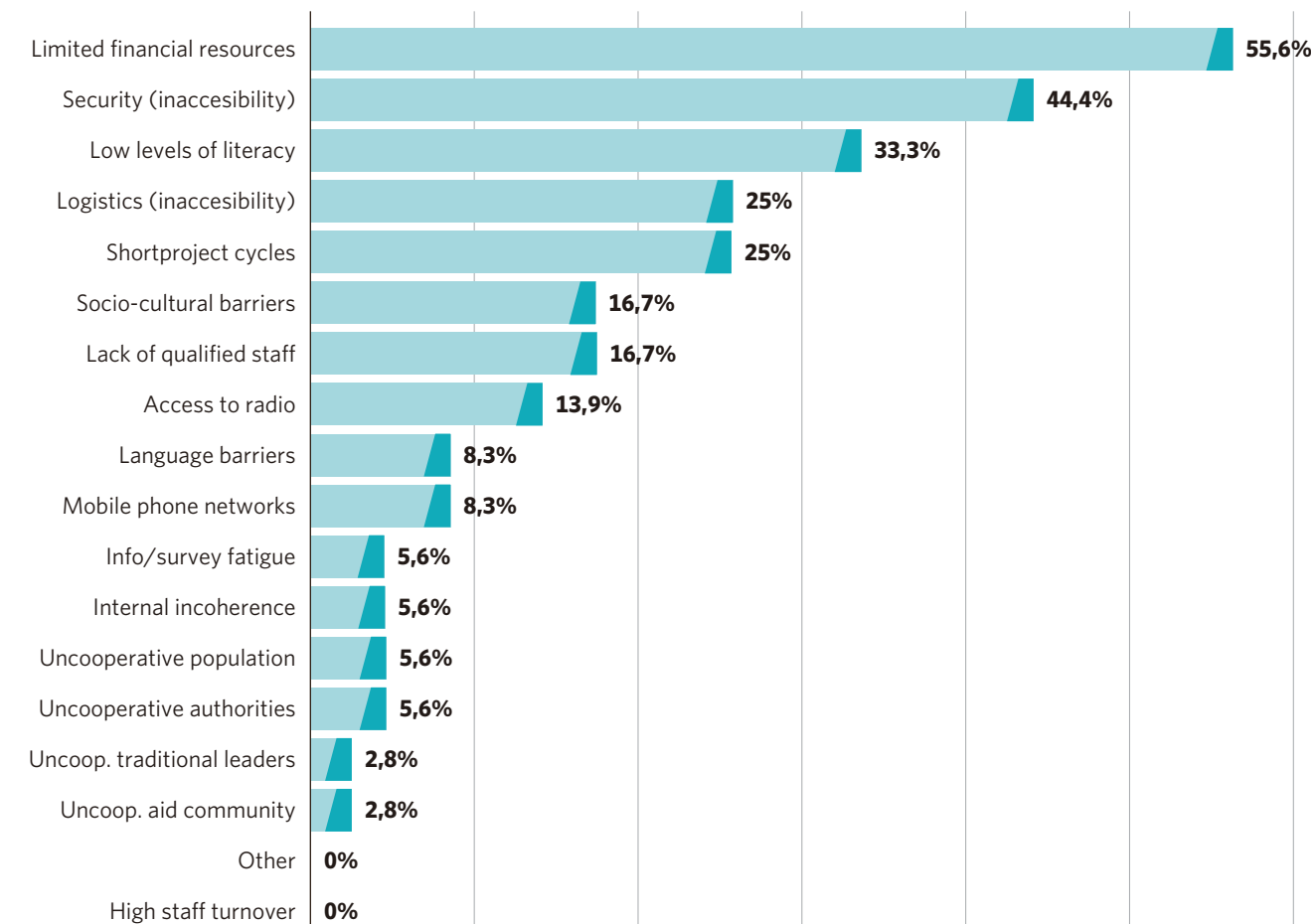| Challenge	Percentage
Limited financial resources	61,5%
Security (inaccesibility)	46,2%
Shortproject cycles	46,2%
Low levels of literacy	30,8%
Lack of qualified staff	18%
Socio-cultural barriers	15,4%
Logistics (inaccesibility)	15,4%
Uncooperative authorities	12,8%
Radio access	10,3%
Language barriers	7,7%
Mobile network access	7,7%
Uncooperative population	5,1%
Other	2,6%
High staff turnover	2,6%
Traditional structures	2,6%
Uncoop. aid community	2,6%
Info/survey fatigue	0%
Internal incoherence	0%

Figure 20: REPORTED CHALLENGES TO CwC (N=36)

Challenge	Percentage
Limited financial resources	55,6%
Security (inaccesibility)	44,4%
Low levels of literacy	33,3%
Logistics (inaccesibility)	25%
Shortproject cycles	25%
Socio-cultural barriers	16,7%
Lack of qualified staff	16,7%
Access to radio	13,9%
Language barriers	8,3%
Mobile phone networks	8,3%
Info/survey fatigue	5,6%
Internal incoherence	5,6%
Uncooperative population	5,6%
Uncooperative authorities	5,6%
Uncoop. traditional leaders	2,8%
Uncoop. aid community	2,8%
Other	0%
High staff turnover	0%

and 33.33% for information provision and CwC respectively). This last factor is a particularly important constraint to consider when aiming to tap into mobile technology, since the use of text messages will have limited reach. It should be noted, however, that mobile phone access appears to not be a major issue (only listed as a challenge by 7.7% and 8.3% of CAWI respondents for information provision and CwC, respectively); neither is radio access (just 10.3% and 13.9% for information provision and CwC, respectively).

It is also worth emphasising that local populations appear amenable towards the programmes organised by emergency response actors, and that traditional community structures tend to support them. These facts should be considered important advantages, as they can help with information provision as well as CwC programme design and implementation. That is, communication will likely be enhanced through the use of local social networks, since they allow for increased accountability and empowerment.

108. All values given in this section follow the same pattern as these: the first one refers to CwC barriers and the second one to two-way CwC constraints.

109. 46% and 44% of respondents, respectively list this as a major barrier to communication.

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4. CONCLUSIONS

4.1 KEY FINDINGS

1. Communication needs in PoC sites and displacement settlements:[110]

▶ More information is needed in IDP settlements, 20% of respondents have absolutely no access to the information that they require to make good decisions. At the same time, 43.8% of IDPs report receiving some, but not all, of the information they need to make good decisions.

▶ In general terms, emergency response actors' preferred communication methods are not among the methods that are most trusted by IDPs. This applies specifically to methods such as community meetings, workshops and face-to-face encounters with aid workers. Nevertheless, interactions with aid workers are perceived as helpful (64.5% of respondents who interacted with an aid worker described their last interaction as very helpful).

▶ Indeed, some emergency response actors mentioned during interviews that verifying every piece of information that they receive on the ground is too lengthy a process. As described by a KII participant: "there can be a lot of conflicting information going around

that takes time to verify and something may happen in between [when information is first received and when it is verified]".[111] However, needs on the ground generate a pressure to pass on information as soon as it is received. As a result, aid workers are sometimes forced to rely on unverified information.[112]

▶ Radio is a popular and trusted means of sharing information. Further, very high percentages of IDPs listen to the same radio stations (Radio Miraya is very popular across the country; Mingkaman FM is widely heard in the Mingkaman spontaneous settlement and Naath FM in Leer).[113] Drama groups are also well received by the local population.

▶ There is an increasing interest in BBTT, given that the information it provides is reliable. HIS data suggest that 99% of the people who listen to BBTT find it at least somewhat helpful.

▶ There are important differences in communication preferences between different age groups in various IDP settlements (although not between genders). For example, IDPs older than 65

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110. These findings focus mostly on the IDP situation as described by the HIS quantitative surveys and the KIIs with emergency response actors in the Bentiu PoC, but are nonetheless useful and can be extrapolated to general programming in South Sudan.

111. KIIs with Juba-based emergency response actors, South Sudan, November 2015.

112. Ibid.

113. Although Naath FM has been out of operation for over a year.

Bentiu POC IDPs reading NGOs announcements. WTYSL/INTERNEWS

in Malakal would rather receive messages through loudspeaker announcements (67%), health workers, and mobile calls (17% each). However, young people (under 19) prefer radio announcements (37%).[114] In all camps, the variation in messaging preferences depending on age suggests that a mix of radio, BBTT, loudspeakers, and some use of aid workers is necessary. Emergency response actors should remain aware of which groups their methods of communication may be excluding, taking careful steps to ensure they are reaching the widest audience possible.

....

114. HIS quantitative survey in six locations of which four were PoCs, South Sudan, 2014 and 2015.

▶ A notable percentage of the IDPs have access to cell phones (46.8%). However, high levels of illiteracy and language barriers limit the potential uses of this communication tool by aid providers aiming to use mobile communication to share information. Text messaging is therefore likely not a reliable communication method.

2. Current communication strategies used by aid organisations:

▶ Two-way CwC is a top priority for 50% of the surveyed emergency response actors. However, communication with the local population tends to be non-systematic. As a result, not all community voices are heard.

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▸ Emergency response actors demonstrate a willingness to collaborate through information sharing. However, some of these organisations are currently not very active in information sharing within the aid community (non-Juba-based organisations – community or faith-based – as well as some of those operating in opposition-held areas). In addition, there are issues regarding the time available for the staff on the ground to verify information.

▸ Most emergency response actors appear to share a preference for community meetings, workshops and aid workers. However, IDPs do not trust them as preferred communication mechanism, and therefore do not pay attention to them.

▸ Information collected (through surveys, FGDs, KIIs, etc.) is not always analysed. Due to a lack of time or capacity, this information is often stored and not shared, leading to a duplication of efforts by other organisations. In addition, lack of analysis implies a failure to learn from the feedback received and to make interventions more relevant for the local communities' needs.

▸ The humanitarian community describes itself as "tech savvy."[115] This is both positive, since technology has great potential to find innovative methods for CwC, and negative, since it is broadly understood that the current interest in

web-based/written approaches that many emergency response actors champion does not promote efficient CwC.

▸ Emergency response actors sometimes see CwC as 'information blasting' and two-way CwC as 'systematically asking for feedback.' That is, some organisations have the perception that because they produce weekly announcements or regularly conduct FGDs or quantitative surveys among the local communities, their CwC activities are ongoing. However, such approaches miss the collaborative and proactive elements that two-way CwC aims to promote. In particular, two-way CwC implies a deeper, more integrated approach to every step of the design, planning, implementing and follow-up of a project.

Systematic feedback collection (through KIIs, FGDs, surveys, etc.) helps in understanding communities' needs. However, this approach is organised around emergency response actors' timeframes. Therefore, it may be unavailable when needed or it may lack depth and not include all voices in a specific community.[116]

▸ Emergency response actors struggle to build trust with local communities due to short project cycles.

▸ New communication strategies should take into consideration changing power dynamics within local communities.

4.2 COMMUNICATION GAPS BETWEEN IDPS AND AID ORGANISATIONS

The following table provides a comparison between IDP perception and preference for specific communication channels and their use by surveyed emergency response actors. The column on the right lists some of the specific barriers to communication for each of the channels. It does not include a discussion of popularity, since this factor is reflected in the column describing IDP's preferences. Additionally, it should be noted that three other barriers to communication are common to all communication channels: insecurity, short

project cycles, and the availability of sufficient financial resources. For this reason, they have not been included in the barriers column.

As demonstrated in the table below, there are significant differences between IDPs and emergency response actors with regards to their communication preferences. With the exception of radio and BBTT, many of the emergency response actors' resources appear to be devoted to unpopular communication mechanisms (such as community meetings, workshops and aid workers). In other cases, such as BBTT, popular and trusted communication channels seem to be under-utilised.

TABLE 6: PREFERENCE FOR SPECIFIC COMMUNICATION CHANNELS (comparison between IDP and emergency response actors; HIS quantitative surveys and CAWI survey, respectively)[117]

Communication channel	IDP level of preference	Use by aid organisations	Barriers
CwC			
Radio	High	High	▸ Radio access ▸ Language barriers ▸ Lack of qualified staff
BBTT	High	Moderate	▸ Language barriers ▸ Lag in breaking news due to production time
Megaphone announcements	Moderate	Moderate	▸ Language barriers
Word-of-mouth	Moderate	Moderate	▸ Unreliability
TV	Low	Low	▸ TV access
Mobile phone calls	Low	N/A	▸ Mobile network access
Mobile SMS	Low	Low	▸ Mobile network access ▸ Low levels of literacy
Newspapers/magazines/leaflets	Low	Moderate	▸ Low levels of literacy
Billboards/posters	Low	Moderate	▸ Low levels of literacy
Community theatre	N/A	Moderate	▸ Limited audience
Film screenings	N/A	Low	▸ TV access/electricity

117. Thresholds: Low < 20%; 20% < Moderate < 50%; High > 50%.

115. KIIs with Juba-based emergency response actors, South Sudan, November 2015.

116. Ibid.

Communication channel	IDP level of preference	Use by aid organisations	Barriers
Two-way CwC			
Community meetings	Low	High	▸ Language barriers ▸ Representation
FGDs	N/A	High	▸ Info/Survey fatigue[118] ▸ Language barriers
KIIs	N/A	High	▸ Info/Survey fatigue ▸ Language barriers
Surveys	N/A	Moderate	▸ Low levels of literacy ▸ Info/Survey fatigue ▸ Language barriers
Workshops	Low	High	▸ Info fatigue
Aid workers	Low	High	▸ Language barriers
Social media	N/A	Moderate	▸ Internet access/phone networks ▸ Low levels of literacy
National staff	Low	Moderate	▸ Capacity issues
Elected community leaders	Low	N/A	▸ Uncooperative authorities[119]
Religious leaders	Low	Moderate	▸ Uncooperative authorities ▸ Representation
Home health visitors	Low	N/A	▸ Resource/time intensive
Traditional leaders	Low	N/A	▸ Uncooperative authorities ▸ Representation
Home visitors	Low	N/A	▸ Resource/time intensive
UN police	Low	N/A	▸ Mandate limitations
Army/police	Low	N/A	▸ Uncooperative authorities ▸ General mistrust
Government officials	Low	Moderate	▸ Uncooperative authorities ▸ General mistrust
Religious leaders	Low	Low	▸ Uncooperative authorities
Suggestion box	N/A	Low	▸ Low levels of literacy
Web feedback forms	N/A	Low	▸ Internet access
Information desks/booths	N/A	Moderate	▸ Geographic constraints

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118. The incidence of this type of constraint seems to be very small. Only 5.6% of respondents reported it for two-way CwC.

119. The incidence of this type of constraint is also small. Only 5.6% of respondents reported it for two-way CwC, while 12.8% did the same for CwC.

It is also apparent from the table that IDP preferences are limited to radio, BBTT, megaphone announcements, and word-of-mouth. For emergency response actors, the issue with these mechanisms is that they do not necessarily collect feedback in the traditional sense that emergency response actors are used to.[120] Because of this, FGDs, KIIs and surveys are still very helpful in that regard. In any case, the goal should also be for sources of information to allow for interactive and continuous communication between and among IDPs and emergency response actors.

4.3 RECOMMENDATIONS

The following recommendations may assist the CwC Working Group in developing a system to advance their goals and improve CwC and two-way Cwc in South Sudan:

1. **Develop partnerships between emergency response actors, the local population, and existing South Sudanese media outlets with an aim to advance CwC and two-way CwC agendas.**

   Existing cross-collaboration between emergency response actors should be fostered. Specifically, the goal should be to develop more evidence-based projects, thus allowing all organisations to use the

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120. BBTT does foster communication between Information Officers and other IDPs. However, this kind of two-way communication and feedback reception is clearly very different from the one obtained through surveys, for example.

most efficient CwC mechanisms. For example, individual organisations on the ground may find it difficult to undertake the necessary research to develop innovative communication tools (because of a lack of both resources and time). By promoting networked data sharing platforms, which allow a survey undertaken by one emergency response actor to be accessed by others (similar to data sharing in a Food Security and Livelihoods – FSL – cluster meeting), surveys will not need to be repeated. This particular approach has the potential to solve the issue with the information being collected and not always used, since having a pool of data available to every organisation is likely to promote higher-quality research and more evidence-based projects.

Partnerships are also likely to help organisations to surmount challenges linked to logistics, traditional community structures, and short project cycles. Most emergency response actors have specific areas of expertise, and as a result they may face difficulties when trying to tackle challenges in a different area of specialisation. Partnerships create synergies between organisations, allowing them to improve their service delivery. For example, local NGOs tend to have an advantage in tapping into local informal community structures (they may also be less affected by short project cycles); other organisations may focus on radio or mobile network infrastructure, while others still provide research in emergency situations. A potential partnership between these three types of institutions may help to significantly improve CwC methods.

Additionally, the possibility of involving the local government and other relevant informal institutions in the different CwC partnerships should be considered. The ultimate goal of any developmental approach should be for it to be sustainable over the long-term. Including all relevant local actors in a partnership is more likely to empower the local community and ensure sustainability.

2. **Promote the engagement and use of local radio stations with a focus on providing important humanitarian information and/or establishing partnerships with existing radio networks.**

Radio is the primary means of communication in South Sudan. This pattern is no different among IDPs, who list it as their most trusted and preferred CwC mechanism. Nevertheless, it is subject to problems linked to network access, language, and socio-cultural barriers.

In terms of access, which is often affected by conditions of insecurity, emergency response actors should make a strong investment into radio infrastructure over the long term. In the short term, local radio stations could be supported wherever the network functions well. More investment should be sought for better utilization of existing stations, including by expanding available stations' signal strength.

Local radio stations (such as Mingkaman FM) also provide a solution to some of the language and socio-cultural barrier issues to CwC, since they are specifically designed to be run by locals.[121] Local radio stations should therefore be able to cover the main languages spoken in a given area. Their biggest advantage is that they provide relevant and credible information and promote the representation of all voices in a given area. It is therefore particularly important to make sure that they provide (at least) daily updates with verified information on the general situation in the area.

In the short term, or in those cases where the objective of creating a new FM station or partnering up with a local one may be unattainable, it should be noted that high percentages of IDPs report listening to the same radio stations. BBC World Service and Radio Miraya reach at least 40% of respondents in all PoC sites (50%-70% of IDPs in most PoC sites, except Mingkaman). To increase their impact in the communities that tune into their broadcasts, both BBC and Radio Miraya could benefit from systematic reporting from specific locations across the country. Using this kind of local reporting would necessitate the production of content by local journalists from different locations in South Sudan, which might contribute to increased livelihoods and increased relevance of the content of radio programming.

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121. The participation of marginalised communities in the area should also be encouraged in order to promote social cohesion.

Bentiu POC IDP woman washing clothes in the drainage pools in the POC. WTYSL/INTERNEWS

3. **Promote the engagement and use of other mass media, with a focus on providing important humanitarian information.**

BBTT and loudspeakers should be utilised in more displacement sites. There is a general preference and trust among IDPs for these sources over community meetings and workshops. Therefore, the possibility exists for resources to be shifted from the latter to the former. If so, extra funding to cover the use of BBTT and loudspeakers may not be necessary.

The main advantage of mass communication methods, such as BBTT, is that they allow for information to be distributed from a centralised source, where it should be easier to verify its validity. As a result, less trust-related issues are likely to arise. In addition, they provide larger coverage and allow for emergency information to be distributed in a short time span.

However, several main constraints to mass media come into play. These constraints include access to networks, logistical issues, language and socio-cultural barriers. When it comes to access to networks, BBTT works well in a PoC setting due to its utilization of mobile loudspeaker messaging. Regarding language barriers, both BBTT and the organisations in charge of delivering the messages should aim to promote local participation. Not only should BBTT staff continue to be drawn from the local population, but attempts to further engage the community should be explored. For example, community-led debates or drama representations in the local languages could be organised at the end of each BBTT message.

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4. Highlight the relevance of CwC when dealing with funding mechanisms and financial resources.

The main barrier to communication identified by emergency response actors is the lack of sufficient funding. It is clear that many communication channels are contingent on investment in order to be able to operate. Radio or community events are both good examples. The former usually requires important investments in infrastructure; the latter relies on field staff to be carried out, which increases the amount of funding that needs to be allocated to salaries.

While shifting resources from less efficient communication channels (or the ones that IDPs prefer the least) to more efficient ones should be the first step, organisations should consider expanding their CwC budgets in new projects.

5. Gain a better understanding of the information ecosystem that organisations work in.

The comparison between IDP and emergency response actors' preferences clearly presents an important gap between the tools being used to communicate with local communities and the preferred communication methods among IDPs. While it is understandable that resources and time are both limited, finding the most efficient way to communicate with a community is likely to have large pay-offs as projects develop. For this reason, it would be useful to include the communication strategy in any Initial Rapid Needs Assessments (IRNAs)

that are completed. Indeed, in general terms, conducting Needs Assessments in the locations where organisations work will provide a better understanding of the local information ecosystem (among other elements). As a result, the CwC strategy should be easier to adapt to local circumstances, thus leading to resources being utilised much more efficiently.

6. Ensure local participation in the promotion, development and management of two-way mass communication systems.

Hire local community members to work in the communication services. They are the primary stakeholders, less affected by staff turnover, and have the potential to promote a sense of empowerment among the local population. The long-term goal should be to build local capacity in a way that promotes community involvement and local ownership of information-sharing mechanisms (by providing local staff with the adequate trainings).

In addition, this will guarantee that the information is kept as culturally relevant as possible, while also avoiding language issues. In this regard, it should be ensured that communicators do not share information in a way that could be construed as politicised.

7. Extend the use of BBTT.

This objective can both be achieved by extending it to other IDP settlements or by increasing collaboration with local communities and other aid providers in locations where BBTT already exists.

8. Explore the possible use of 2G mobile technology to communicate critical information.

More than 46% of IDPs have access to a mobile phone. However, IDPs with access to a cell phone in Leer (16%) and Mingkaman (26%) drive down the average, which indicates that access to mobile phones is high in PoC sites.

Although mobile phone networks may pose important constraints, there is an opportunity to tap into 2G mobile technology through voice messages.[122] A voice-messaging platform is an inexpensive and helpful tool that can be adapted to each IDP settlement and to local information needs. Indeed, several mobile companies offer texting and MMS services through which it is possible to send voice messages, which would constitute a good compromise with the respondents' preference for phone calls.

Since mistrust in the cellular messaging system may be a problem, trainings and public demonstrations of how MMS to voice messaging functions would have to be organised, if the service were to be implemented.

9. Promote community Monitoring & Evaluation (M&E).

M&E is extremely important to understand whether a project's objectives have been achieved or if initial problems faced by a community have been alleviated. By promoting the evaluation of projects through data collected from the local population, two-way CwC is improved directly.

Participatory monitoring requires that the beneficiaries of a project be involved in its M&E.[123] It allows local participants to be a part of the measurement, collection and processing of information to improve decision-making as well as project management. Through interactive dialogue between emergency response actors and the communities (using photographs, diagrams, role playing, among other techniques) the aim of participatory monitoring is to lead to a group-wide consensus on how programme improvements can be achieved. This is directly in line with CwC's main aim of creating a dialogue between emergency response actors and the local communities in a way that can directly impact and benefit project design and implementation.

Capacity building may be necessary in some sites before the Community M&E can be carried out, but this is likely to further empower the local community and allow for more local involvement in the future.

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122. Note that it would be necessary to find out whether cell phones are clustered or widely spread among the population.

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123. UNESCO. 'On target: A guide for monitoring and evaluating community-based projects'. 2009 http://unesdoc.unesco.org/images/0018/001862/186231e.pdf

Annex 1: CAWI survey respondents

Organisation	Number of respondents	Organisation	Number of respondents	Organisation	Number of respondents
ACTED	2	HI	1	SSRC	1
AFOD	1	Hold the Child	1	SSTDO	1
Afro-Canadian Evangelical Mission	1	HRSS	1	THESO	1
AMA	1	IDCS	1	UNESCO	1
Apt Succor Organization	1	Internews	1	UNHCR	1
ARC	1	IOM	1	UNICEF	3
BARA	1	IRC	1	UNIDO	2
BBC Media Action	1	Jhipiego	1	UNMAS	1
BRAC	1	LWF	2	UNMISS	1
CADA	1	MAYA	1	Usratuna	1
CARE	1	Nile Hope	1	WARD	1
Caritas Switzerland	1	NuSS	1	WFP	1
CCM	1	PAH	1	WHO	1
Concordis International	1	PLAN	1	World Renew	1
CRN	1	SAADO	1	WPDI	1
Fashoda Youth Forum	1	Sama FM	1	WTI	1
GOAL	1	SCI	4	WUNDA	1
GREDA	2	SFCG	1	WVI	2
GSS	1	SI	1	YWDI	2
HELCO	1	SSGID	2	TOTAL	71

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