Engagement pathways and MEAL for Promoting Safer Building and Supporting Self-Recovery

Scoping Review

Full Report

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Executive Summary

Introduction

The way information for safer construction is communicated is key in defining how disaster-affected families can make informed decisions with the most appropriate and timely guidance for the reconstruction of their homes. Evidence suggests that the shelter sector faces a challenge in communicating guidance and in effectively engaging with affected communities in the complexity of an emergency, as well as on how to monitor the direct and indirect impacts of the diffusion through multiple channels. This scoping review seeks to better understand these challenges and find ways to address them. The review complements the *Protocol*[1] developed by the Promoting Safer Building Working Group of the Global Shelter Cluster (GSC). The findings and conclusions of the review are the result of a desk review, online survey, key informant interviews and Focus Group Discussions.

Findings

Most literature looking at engagement with affected populations in the humanitarian world, is developed by stakeholders that communicate. Little is known about the **affected people** that receive the communicated message. Likewise, there are few studies on the **circumstances** under which these engagement strategies are developed; for example the timing, resources, capacities, skills and team dynamics that have shaped the outcome.

Often the **barriers** to better engage with affected peopled do not lie in the `what' we want to communicate, but on the `how' we are doing it.

Practitioners highlighted the importance of **knowing** as much as possible about how target audiences receive, give and trust information, to be able to communicate more effectively. Under the pressure of a rapid-onset disaster **assessments or baselines**, are done very quickly and focus on the needs and the markets. They rarely collect information about communication habits.

The importance of **engaging** with the target audience in a **participatory way** for the co-design of information, material, activities and solutions is outlined. People need to understand the message easily to avoid indifference or misunderstanding, therefore **adaptation and translation** of messages and deciding the best **way to present the content** using different channels, becomes a key task. The **lack of translated material** shared on the GSC website into key languages is also a challenge.

This review highlights the **skills or roles** needed to design and implement a communication strategy. Communication experts, Communicating with Community (CwC) experts and social mobilisers are seldom considered when writing a shelter proposal, which contradicts the guidance for good communication found in the literature.

To overcome the limitations practitioners have in the field, many look for **local capacities** to support the communication activities. In addition, practitioners identified **build back safer messaging**

[1] Dalgado, D. (2018), Informing Choice for Safer Building: A Protocol for Developing Shelter and Settlement Information, Education, Communication (IEC) Resources, Global Shelter Cluster – Promoting Safer Building Working Group (GSC PSB WG)

produced from different countries or other documents providing guidance as a very useful way forward.

To develop a good strategy that has the potential to influence people as and when they begin to rebuild, **time and timing** are crucial. Messaging and technical guidance needs to be disseminated as quickly as possible to avoid there being gap between the emergency and recovery phases. **Software and hardware** activities should go hand-in-hand from the beginning.

There is a tendency to provide all information at the same time, which is considered unnecessary and may not be retained by the audience. **Information** should be staggered in phases or based on people´s demand and simplified if possible. The **frequency of messaging** should also be considered, ensuring continued dialogue.

The effectiveness of each engagement pathway (channel) is **relative to the context** in which it is being applied. In most cases, there was some connection between the methods best understood by practitioners and the methods most frequently used and observed in practice. The **use of printed material** is the dominant form of engagement mentioned by practitioners, but its impact is being challenged. Positive experiences have been shared regarding the use of **model houses** and **practical trainings**. There is a growing interest in **digital and social media**, but so far its application has been very limited. Many respondents highlighted the **value of face-to-face contact**, ongoing accompaniment and creative and humorous forms of engagement. Another crucial factor is recognition of the importance of **ownership and a sense of empowerment** resulting from any form of knowledge engagement used.

The **limited funding** for communication activities was another key issue. Even when a budget line is allocated to software activities, it is rarely used to do an appropriate analysis of previous local communication practices and is instead allocated to implementing activities. It is also often the first target area when budgets need to be cut.

So far, **very few evaluations have been done** in relation to effective engagement pathways. The way that practitioners are currently monitoring knowledge engagement demonstrates that the focus is more on process than on impact. Interviewees rarely referred to specific **indicators** to measure attribution and mostly identified this as a gap. It was repeatedly mentioned that not only quantitative, but also some qualitative indicators should be included in the project´s impact framework.

Recommendations

- **Get consensus** amongst shelter practitioners on the aim of engagement activities (change in construction practices vs. ensure informed choice?).
- Include questions related to communication and **engagement habits in assessments** to identify preferred and trusted channels and formats.
- Identify **information deficits** and the needs of affected people in relation to shelter in order to address these, instead of organisations deciding the messages.
- Enhance shelter software activities allocating enough **resources, skills and time.**
- Map and collaborate with **communication experts** and local capacities.
- Develop an **Engagement Strategy** and give these activities the same importance as construction. Monitor them as part of the project´s log-frame.

- Define clear **indicators** on engagement pathways to monitor progress.
- Carry out **impact evaluations** in relation to the engagement options utilised.
- Limit and **prioritize** number of messages and stagger them over time.
- **Adapt engagement strategy** and use of communication channels to the culture, habits and level of understanding of the affected population.
- **Increase knowledge** and skills towards communication and engagement methods within the sector.
- **Advocate** for more support for engagement initiatives at donor level showing value for money.

To conclude:

Be more **Consistent**
Be more **Relevant**
Be better **Understood**
Be **Heard**
Be more **Accountable**
Be more **Effective**

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List of Acronyms

Protocol – Informing Choice for Safer Building Protocol (Dalgado, 2018, forthcoming))
BBS/B – Building Back Safer / Building Back Better
CDAC – Communicating with Disaster Affected Communities
CERC – Crisis Emergency Risk Communication
CRS – Catholic Relief Service
CwC – Communication with Communities
DRR – Disaster Risk Reduction
IFRC – International Federation of Red Cross and Red Crescent Societies
FGD – Focus Group Discussion
KAP – Knowledge, Attitude and Practice
MEAL – Monitoring, Evaluation, Accountability and Learning
MENA – Middle East and North Africa
NGO – non-Governmental Organization
ODI – Overseas Development Institute
PASSA – Participatory Approach for Safe Shelter Awareness
PSB – Promoting Safer Building
PSB WG– Promoting Safer Building Global Shelter Cluster Working Group
SCT – Shelter Coordination Team
UN – United Nations
WASH – Water, Sanitation and Hygiene Promotion

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Key Terminology

Behaviour change: Changes in the action(s) of individuals with respect to practices used over time. In this case, it refers specifically to practices they choose for reconstruction of their homes (Turnbull et al., 2015).

Behaviour change communication: An approach taken from hygiene promotion that uses an in-depth understanding of people's behaviour to design persuasive communication.

Communication channel/mean/media: Refers to the medium or tool through which a message is transmitted to its intended audience, such as print media or broadcast. There can be multiple channels used within an engagement pathway.

Coverage: The number of individuals reached with the assistance distributed.

Drivers: Refers to the strong internal thoughts and feelings that motivate behaviour. They can be positive or negative, and can stem from unmet physical, emotional, or psychological needs. Drivers can be activated through specific incentives or awareness campaigns.

Format: A sub-set of communication channel. A certain communication channel can take many different formats. For example, radio (as a communication channel) can have multiple formats: a radio talk show, a radio advertisement, a song or a call-in radio programme.

GSC: Global Shelter Cluster

Hardware: Materials used in project activities that complement non-material activities. For example, the construction of specific physical elements for a project or all materials related to shelter that go with the response.

Informing choice: The process of providing the best available information so that families can make their own decisions understanding the consequences of their choice.

Knowledge engagement: This refers to a deeper form of communication that moves beyond exchanging information toward using that information to develop knowledge and solutions together.

Knowledge engagement pathway: Refers to the approach applied when using multiple channels of communication or media. The six pathways referred to in this review are (A) use of mass media, (B) visual materials, (C) sensitization campaigns, (D) focus group conversation with individuals, groups, or communities, (E) training and/or workshops and (F) using local influences.

PSB WG: Promoting Safer Building Working Group

Social Media[2]: websites and computer programs that allow people to communicate and share information on the internet using a computer or mobile phone:

[2] From the Cambridge Advanced Learner's Dictionary & Thesaurus

Software: Non-material project activities that complement the use of material in activities. Software activities can include capacity building, awareness raising, monitoring or information sharing, amongst others.

Two way communication: Refers to communication between humanitarian organizations and affected communities.

Three way communication: Refers to a two way communication between humanitarian organizations and affected communities, adding the exchange and flow of information amongst communities, which could be affected or not-affected.

Introduction

The way that information for safer construction is communicated is key in defining how disaster-affected families are able to make informed decisions with the best, most appropriate and timely guidance for the reconstruction of their homes. The shelter sector is responsible for ensuring that the information provided for safer reconstruction (the WHAT) is not only appropriate but also accessible (the HOW) to communities when it is most relevant and useful during reconstruction in the aftermath of disasters.

However, evidence from shelter programme reports and evaluations suggests that the sector faces a challenge in communicating guidance in the complexity of an emergency. A further challenge is how to monitor the direct and indirect impacts of the diffusion of this guidance through multiple channels. The PSB WG of the GSC is dedicated to better understand these challenges and find ways to address them. This scoping review examines what has been documented about knowledge engagement and communication for safer reconstruction, what is known amongst practitioners about what should be done and what is actually being done in practice. This exercise will inform potential future steps that the PSB WG could take to overcome the challenges facing the shelter sector in communication and knowledge engagement.

The review will use the following **guiding questions** to help define actions and opportunities for the future of the PSB working group and related activities:

1. Why is knowledge engagement important in humanitarian shelter responses?
2. What is known about existing knowledge engagement in humanitarian shelter responses?
3. What are the knowledge-gaps about engagement pathways in humanitarian shelter responses for safer reconstruction?
4. In view of these knowledge-gaps and challenges: what actions should the GSC Promoting Safer Building Working Group take in future to overcome them?

The review builds on other work done by the PSB WG, particularly the development of the *Informing Choice for Safer Building Protocol* (Dalgado, 2018,). It is therefore important to identify what the review will and will not do.

What it *will* do:

- Engage only with the experience of shelter and communication experts
- Refer to existing literature that will inform its development and the guidance for the PSB WG next steps (including identifying opportunities and recommendations).
- Identify some initial parameters for the MEAL-ing of knowledge engagement for safer reconstruction.
- Focus on identifying, informing and discussing the knowledge gaps that should be further understood in the future work of the PSB WG.
- The sub-working group will use the scoping process as an opportunity to engage with key stakeholders within and outside the shelter sector and begin developing a network that can continue to grow.
- The working group will promote the use of the scoping review through forums and workshops.

What it *will not* do:

- Discuss extensively the existing best practices for knowledge engagement (for information on this please refer to the *Informing Choice for Safer Building Protocol* (Dalgado, 2018,))
- Provide a complete list of solutions to the challenges identified,
- Engage or interview programme beneficiaries.

The review is split into four main chapters that incorporate the guiding questions. The discussion will draw on secondary and primary research to provide evidence and answer to these questions. Chapter 1 (CH1) will discuss the methodology used and identify the main limitations faced during the process. Chapter 2 (CH2) will review the literature, focusing on answering questions 1 and 2. This chapter will address the main guiding principles that have been defined in the past by humanitarian community about knowledge engagement. The chapter will also draw on the *Informing Choice for Safer Building Protocol*[3] (Dalgado, 2018)), a significant piece of work that provides guidance on the best ways to develop and roll-out appropriate technical guidance for safer reconstruction. Drawing on the findings from primary data collection Chapter 3 (CH3) will briefly review the evidence that supports findings discussed in CH2 about question 2 and focus the bulk of the discussion on answering questions 3 and 4. Finally, Chapter 4 will conclude the review with a summarised list of action points that the PSB Working Group could take in the next 1 to 3 years.

[3] While the protocol focuses more on the content of technical guidance and how best to develop this content going forward, this review focuses more on the past experiences of rolling out technical guidance, the challenges that remain in the rolling out process and how these might be overcome.

Chapter 1. Methodology

1.1 Methods of research

A desk review was carried out using mainly grey literature[4] produced by different national and international organisations. The GSC has a significant collection of literature on safer reconstruction approaches and was therefore the main source of selected literature about shelter. Most of the communications literature came from other sectors like Disaster Risk Reduction (DRR), WASH, Health, CASH programmes, generic media and communication guides. Over 60 documents were read with the intention of capturing experiences and good practices in communication related to shelter and other sectors. The type of documents reviewed included: assessments or base lines; reports; IEC material; final evaluations; guiding notes and guidelines (a complete list can be found in the annex 1).

An online survey gathered knowledge and experiences of BBS/B information engagement approaches. It was targeted specifically at practitioners working within the shelter sector and carried out in English and Spanish. The survey gathered responses from 91 responders, of which 88 were linked with the shelter sector and 3 came from the CDAC Network.

- In total, there were 88 responses (20 in Spanish and 68 in English)[5].
- Practitioners participated from different countries mainly in Latin America, Africa, MENA and Asia Pacific.
- The most predominant responses came from individuals working in NGOs (49%), the Red Cross (26%) and the UN (13%).
- The majority had coordination and technical advisory roles.
- In total 64 of the 88 participants expressed interest to be interviewed.
- Of the 64 participant that expressed interest in being interviewed, 16 were interviewed via Skype and 6 in written format.

The survey collected both qualitative and quantitative data, not only in relation to counting number of responses but also using methods of ranking the provided options to understand how respondents viewed certain communication methods over others (e.g. 1 = most effective, 5 = least effective). In most questions, where respondents were asked to identify one or more options, the options highlighted in the review are those that were mostly appointed by responders (ranked as top three). The survey was mainly used to identify trends in people's experiences from humanitarian responses and to identify individuals who were interested in follow up written interviews and/or Skype interviews[6]. A snowball approach[7] was also used to identify further practitioners to interview.

Interviews were carried out in a semi-structured way, allowing participants to delve into their experience as much as possible without steering away from the three main themes of the interview: (1) defining and implementing a communication strategy, (2) the evaluation process and (3) lessons

[4] Materials and research produced by organizations outside of the traditional commercial or academic publishing and distribution channels, which could include reports, evaluations, guidelines, working papers, etc.
[5] An additional 3 individuals filled a survey specifically written for practitioners working in Communication with Communities. As this was not a representative sample, they were used in a qualitative way and some were interviewed.
[6] These were chosen based on whether or not they selected to be interviewed in the survey.
[7] Sampling method recruiting further subjects from among their acquaintances.

learnt. Interviewees were provided with a sheet prior to the interview summarising the themes they would be asked to discuss.

Finally, the scoping review was presented for feedback at a full-day expert Focus Group Discussion (FGD), with the participation of 14 people from the shelter sector but also communication experts and academic interested in communicating technical guidance for safer reconstruction. The FGD was used to map out the different initiatives, divergence and connections between them and identify opportunities for future collaborations. The FGD connected new actors with particular understandings of engagement with disaster affected communities, behaviour change and the culture of communication, to the PSB network.

1.2 Method of analysis

The literature review highlighted common approaches and views on how to communicate during emergencies and identified gaps or unsolved questions about knowledge engagement for safer reconstruction.

A set of codes were identified using the research questions and the literature review to guide the deductive analysis of the survey and interview transcripts (see annex 5). An additional set of codes also emerged from the inductive revision of the interview transcripts. The evidence was then organised into sections that answer the different research questions. The key findings from this process were presented at the expert FGD.

The purpose of the FGD was mainly to bring together different experts and receive feedback on the initial findings. This phase of the research methodology mainly informed the conclusions of the scoping review, but also opened a space for collective analysis of the findings of the review. The 'next steps' for the PSB working group in relation to knowledge engagement for safer reconstruction began to be defined within this space.

1.3 Methodological limitations

- **No direct data from affected communities captured**: Information is limited to practitioners and doesn´t reflect communities' point of view. The review has limited resources and time allocated to include a wider field study, but this has been partially overcome by interviewing researches who have done such studies and by getting communities' feedback information from practitioners.

- **Working in two languages**: In order to have a broader scope and access the experience of mainly Latin America, the survey has been sent out in two languages (English and Spanish). The translation of the survey questions and responses meant that some nuances were lost. A further limitation is that no translation was done in French nor Arabic.

- **Survey was free access to anyone**: The Survey was sent to GSC members, shelter practitioners and CDAC members, but it was open to anyone who had the link and therefore we received

responses from people with different experience and knowledge. The quantitative analysis was done without weighting level of experience, which might have given a richer outcome.

- **Written interviews**: When people were not available for a Skype interview, we sent out written interviews, which limited the direct interaction with interviewee, reduced the possibility to better tailor the questions or deepen into specific points mentioned and provided less responses. Nevertheless, there was always the opportunity to go back to the person and ask for more details.

- **Limited time for interviews:** Interviews were limited to 1 hour, which occasionally made it difficult to fully explore a particular topic. Nevertheless, interviewed people showed great interest in the topic and most of them provided additional information or offered to respond to further questions at another other time. This reflects a significant interest in this topic.

Chapter 2 Why is knowledge engagement important in humanitarian shelter response?

2.1 Why is communication important in humanitarian shelter responses?

All documents agree on the importance of communicating with communities and engaging with affected people from the first moment that a programme is implemented to ensure the success of the programme. The literature suggests the importance of the software element in ensuring sustainability in the long-term and improving resilience. The common approach is to accept that listening to the target population is as important as sharing information with them. There is consensus on the relevance of jointly identifying problems and solutions collectively with affected populations and that they should take the lead in finding solutions. The aim is not to disseminate information, but to communicate with people and engage in collective knowledge building.

Furthermore, evidence shows that although a great number of people are affected by disasters each year, only a fraction of them become beneficiaries of shelter responses (Miranda Morel, forthcoming; Turnbull et al, 2015; Parrack et al, 2013). This means a great many affected people do not receive direct shelter assistance. Communication and greater understanding of safer reconstruction practices can have a multiplying effect as communities communicate within and between each other. When done well, communication therefore has the potential to further the reach of technical guidance and increase the impact of humanitarian shelter assistance.

Literature from different sectors, shows that both, hardware and software, should go hand-in-hand since the very first moment complementing each other with the same level of importance. This is key to scaling-up and playing a role in public decision-making processes (Twigg, 2015). Nevertheless, the literature related to analysis of, or guidance on, software is by far less numerous and developed, with maybe the exception of the WASH / Health sector (public awareness) and increasingly DDR.

Communication and knowledge engagement are important[8] in humanitarian responses because they:

- ✓ Provide critical project **information to beneficiaries** and their communities;
- ✓ Provide critical information for the project design on **capacities and knowledge already existing** in the affected communities or on certain believes.
- ✓ Help **address fears**, and answer questions from stakeholders and the general public
- ✓ Ensure that people have **accurate and timely information** in order to take informed decisions during their recovery process;
- ✓ **Shift the balance of power** towards communities by enabling people to investigate, define and explain the challenges they face, as well as find the best solution for their needs and their exposure to risk;
- ✓ Create what is often called a '**culture of safety'** that increases resilience, where awareness of risk and adoption of risk-reducing measures related to shelter are part of daily life (public education programmes).

Shelter responses aim to support affected populations to recover their homes and ideally to improve their living conditions. However, the scale of destruction after disasters and the limited resources available for shelter responses make it very difficult to reach everyone with appropriate support that will enable the safer reconstruction of homes. This motivates the design of shelter responses that support people to act independently to reduce disaster risk through the construction of their homes (Turnbull et al., 2015). To support people to act independently, shelter responses must understand the factors that influence people's actions. These are referred to as **'behaviour factors'**. Communication and knowledge engagement are important both in first understanding, and then influencing, how and why people act the way they do. The emphasis on understanding behaviour factors is also found in the work *Informing Choice for Safer Building Protocol* (Dalgado, 2018,)). Not only does understanding behaviour enable a better informed shelter response that is designed with an understanding of the motivators and barriers to safer reconstruction, but also one that specifically targets behaviours that will influence construction practices (Dalgado, 2018, , p.16).

2.2 Knowledge engagement principles for humanitarian responses

Any type of promotion activities require more than business-as-usual approaches. Engagement activities should be firstly adapted to the context, timely needs, knowledge and capacities of affected population. A good understanding of local communication practices is essential to reach target audience in an effective way. All this together requires specific resources, time and skills to be implemented in time.

However, communication in times of crisis or post-crisis contexts is different to communication during prior to crisis. It is important to understand how people communicate and get trusted information before the crises, but also to take into account their new situation. In humanitarian contexts, where people have lost loved ones and are probably facing psychological trauma, social networks have been broken and communication systems are down, it is important to understand and connect to affected people's priorities and immediate needs in a sensitive way.

[8] the following list has been developed by authors using multiple sources from the literature review such as Twigg, 2015; CALP, n.d.; SNV, 2016.

The main position of the reviewed documents is that a communication strategies should be behaviour centred, trying to work on the main drivers and motivators that would lead to changes in ways of doing, analysing in parallel the barriers of doing so (IFRC, 2017). These behaviour factors could be risk, attitude, norm, ability, self-regulation and external constraint related and should be addressed using specific behaviour change techniques. (Dalgado, 2018)

Some guiding principles identified in the literature are[9]:

- Establish **trust and preference of information source**, use of existing and trusted formal or informal **networks**.
- **Active and empathetic listening** to people's concerns reminds beneficiaries that providers do not have all of the answers. It builds trust and potential for accountability. Listening should also facilitate addressing better their concerns related to culture, safety, costs and clarifying doubts.
- **Inform quickly** and **ensure consistency** and **standard messaging**, ensure **timing** of messaging aligns with affected peoples' desire to reconstruct.
- **Simplify the message** and **strengthen positive perception** of the message aim using motivators, highlighting personal or social benefits from the action the message is promoting. Make the message attractive.
- Messaging should be **linked with affordable and easy solutions**, accessible material, the ability to do it on their own, and other universal motivators such as health, education, nutrition. Reduce negative perceptions of costs associated with practices.
- Cling to current beliefs or **build on what people are doing** rather than introducing new ideas, or provide different choices/ alternatives. Link practices to local and traditional hazard-resistant practices.
- **Actively create opportunities for people to contribute and be involved**, create opportunities for people to learn and support them to build their confidence.
- **Provide different alternatives** for hazard-resistant reconstruction and demonstrate how they help reduce risk from multiple hazards.
- Provide ways in which communities can **demonstrate approval** of hazard-resistant practices.
- **Adapt language** and communication formats to local knowledge and understanding.

2.3 Knowledge engagement trends

Communication approaches in sectors that have wider experience, for example in Hygiene Promotion, show a trend moving from informational and educational communication towards more persuasive communication influenced by marketing approaches (SNV, 2016, p.3). In the past, a lot of communication aimed to inform and educate people about the dangers of improper behaviour and to teach people what good practices are. KAP studies were used to map out the gaps.

However, the time to go deep into attitudes and beliefs was limited. Now the WASH sector has learnt that they need to give much more attention to behavioural determinants, including attitudes and beliefs, because a lot of persistent behavioural challenges are related to this. Good communication starts from trying to understand on a deeper level how people think and feel, and what factors motivates them to practice, prioritize or decide in a certain way. The WASH sector has more

[9] These have been developed by authors drawing on: CERC,2008; Turbull et al., 2015

experience of knowledge engagement and behaviour change that could provide important lessons for the shelter sector.

One significant lesson has motivated a move away from the old supply side approach where experts issue information outwards and to target groups, to a more demand-led knowledge engagement approach, that sees communities at risk as consumers of information from different sources, exercising a right to choose what information to use and where to obtain it (Twigg, 2015, p.204). This way of communicating is not universal, but it is becoming much more widespread (Twigg, 2015, p.189).

2.4 Knowledge engagement methods and channels

The number of communication methods and channels described in the different documents are extensive and classification is diverse. Most of them enumerates the same communication types but in different ways and with different purposes. The choice among a variety of channels depends on the overall and particular objectives defined, the audience, the context limitation and the available resources. Standardized communication strategies should be avoided.

Based on the main documents read, four main communication methods have been identified: interpersonal, visual and audio mass media, public events and activities, and digital and social media. Each method can be performed doing different activity types, which are referred to as engagement pathways for the analysis[10], such as trainings, FGD, sensitization campaign, use of mass media, use of influencers, etc. The tools used to carry out these activities are what we call communication channels, for example radio, SMS, printed material, shows, meetings, etc. A channel is a tool and has to be considered as such as part of a designed communication strategy. The same channel can be used in different ways and with specific objectives in mind, for example radio can be used to just spread out a message as an advert or it can allow audience participation by conducting a call-in-show. For the purpose of this study, these different ways of using the channel is referred as message format. To reach the projects objective, it is important to be clear on the channel to be used, but also on the format to disseminate our message.

Detailed information about channels and the different ways of using them can be found in annex 2[11].

- **Interpersonal communication channels:** Face-to-face, formal or informal, it is generally reckoned to be one of the most effective approaches to communication, in terms of knowledge sharing, learning and dialogue. The engagement can be between humanitarian workers and communities, through meetings, trainings, visits, games, information points, etc., but humanitarian actors do need to keep in mind that a great deal of information exchange takes place informally amongst family members, friends, neighbours or trusted community members. These communication mechanisms cannot be managed or directed from outside, but by knowing how informal communication takes place it is possible to feed information into social networks through key stakeholders or communicators (Twigg, 2015). These exchange existed before the disaster and will continue well after humanitarian leave.

[10] Categories taken from John Twigg, 2015, chapter 10, but with contribution from other documents reviewed.
[11] Annex 2 is a compilation of channels from the literature review, but it is not complete, it should be considered a working document

People are especially motivated by approaches in which they themselves participate in a solution, and especially when they believe it is their own idea. The focus of participatory learning is to engage people in discovery and problem solving for a safe shelter. At the heart of all of these activities is the community's own experience of empowerment (IFRC, 2011).

- **Visual and Audio mass media:** The production and distribution of printed public information materials (leaflets, calendars, booklets) is still one of the main communications methods used because it is relatively cheap and easy to manage, and in theory reaches large numbers of people. However, the impact can be seriously weakened by inappropriate presentation. The documents analysed in this study identify the effectiveness of this type of material if used as complement or reminder to another mean of communication or when people are on the move, and less as a standalone channel. (e.g. distribution of calendars to remind key messages taught in a previous training)

  Print and broadcast media (radio, newspaper, TV) are widely used for sensitization campaigns. They reach large audiences and can be cost-effective if used well and targeted carefully. Mass media communication is most likely to be successful if linked to other actions on the ground and if audiences can get involved.

- **Public events and activities:** These events are predominantly used as awareness raising or public education and they provide uniform, large-scale impact with standard messages. Folk media such as plays, songs, story-telling, dance and festivals are widely used in other sectors. These methods are based on indigenous communications practices and traditions, use local languages and are often interactive occasions allowing people to share their own views and experiences

- **Digital and Social media**: Digital media is an umbrella term which encompasses online tools that allow people to network and communicate. It can be one or two way communication. Social media is part of this set of tools, but the main characteristic is that the users become the contributors of the content. Affected people can communicate amongst themselves sharing information about what is happening independently. Social media is understood as a way of allowing many-to-many communication and giving public voice to those who might not otherwise be heard (Twigg, 2015). It can be also very useful to get feedback of performance from affected communities without directly interfering in the evaluation process. The use of new technology and social media are growing fast where people have access to these channels. Crowd sourcing of information, Facebook, Twitter, information websites, online educational games, risk-game apps or YouTube videos are some examples of the use of technology. The complexity and growing option in communication means, requires as well new skills and knowledge inside the organization to keep up.

2.5 Knowledge engagement challenges

Communication or knowledge engagement activities should go alongside practical construction activities, complementing each other. Some literature argues that both software and hardware

elements should have the same level of importance to ensure sustainability and increase resilience, including a clear strategy for doing this. In many sectors, perhaps with the exception of WASH, software activities have been traditionally used only as an additional element to the construction process and undertaken by people without specialist training or skills (Twigg, 2015).

Although it is clear that communication and more importantly, knowledge engagement, should be central to shelter responses, little information can be found about why software is often side-lined and does not receive the same level of attention and importance as hardware. One potential explanation for this is that practitioners on the ground do not value, or do not have the skills or time to develop the software for shelter programming, because of the politics of designing and implementing shelter interventions or perhaps due to donor decision-making processes. The literature advises that there needs to be shifts in the way reconstruction programmes are conceived, including bringing in additional skills such as social research methods and communication expertise (Turnbull et al., 2015).

There are a number or **barriers** to effective communication that have been recognised across the literature:

- **Lack of trust or credibility:** People are often more concerned about issues such as trust, credibility, control, benefits, competence, fairness, empathy, caring, courtesy, and compassion than about details of quantitative needs assessment or technical information. It is important to build trust with the community or to link with the most trusted person inside the community to support engagement (Reynolds, 2008).

- **Believe assumed is incorrect or conflicting information**: When faced with new risks in an emergency, people must rely on experts. Research indicates that the first message to reach the listener may be the accepted message even though more accurate information may follow. To avoid rumours, uncertainty or incorrect beliefs, communication has to be quick, simple, consistent, verifiable and credible (Reynolds, 2008), otherwise it would take more time and effort to change people´s believes.

- **Bad adaptation of tools to local knowledge:** Often messages are not fully adapted to the local language or have not taken into account different languages spoken by the target audience. This can include as well illiteracy or people with visual or hearing disabilities. Material that is not adapted to the local context and isn´t customized culturally will not be accepted.

- **Widely differing access to communication messages**: affected individuals access and consume information in different ways. This is related to geographical, educational and social factors: not everybody has radio coverage, not everybody can read, not everybody can afford a smart phone, and it could be more complex when including the gender aspect. It is therefore a risk to rely only on one or a few communication methods, without thinking about the variety of engagement pathways that could support a better outreach und understanding (IFRC, 2011).

- **Attitude of people towards changes** (have other priorities, have deep beliefs): This relates to the perceived positive consequences of the changes and how individuals rank them in relation to their other priorities at different times. Timeliness of technical guidance and how it

corresponds to people's own timeframes also influences the perceived relevance of technical guidance that is communicated (Turnbull et al., 2015).

- **Replication or copying instead of understanding and adapting**: This refers mainly to beneficiaries who copy specific aspects of a construction without fully understanding the reason for each element to improve safety, instead of understanding the purpose of construction components and adapting it to specific models. (Batra et al., 2017; Turnbull et al., 2015). This leads to changes in housing structures that may only be temporary because house-owners will adjust or change the structures over time without replicating the important hazard-resistant structural elements. Communication and knowledge engagement should facilitate an understanding of concepts rather than promote the rote-learning of key messages or information.

- **Paternalistic attitude**: This can be considered a barrier within assisting organisations when trying to impose a particular method, ignoring local knowledge and capacity and avoiding a two-way communication (Reynolds, 2008). Another risk is the concept of a perfect house, transmitting too many and mixed messages without clear prioritization or adaptation to people's real needs.

2.6 Monitoring the success of knowledge engagement

The effectiveness and success of using one specific communication type, channel and message format is very context and content specific, and depends as well on the combination and complementarity of these tools. What is highlighted in most documents is that attempting changes using a single channel without complementing or reinforcing it through other means, is not very effective. For example, in Ecuador an NGO distributed posters and calendars, the evaluation showed that people that have been trained used the messages in the posters as a reminder of what they learnt; people that have not been trained did not pay attention to the posters or did not understand the messages (Venable, 2017, p.8).

In practice, people seek to validate information they receive by cross-checking it with other people and sources, such as friends, neighbours, family, community activists or leaders, radio, social media, websites and television. They may well follow the actions of other people they know (Twigg, 2015). A great deal of information exchange takes place informally, for example within families, at village meetings, while collecting water at the well or at markets. In fact, an important factor that motivated a multi-context study on behaviour change in safer reconstruction by *Catholic Relief Services* (CRS) was that CRS had begun observing non-beneficiaries replicating some of the hazard-resistant construction practices promoted by its program (Turbull et al., 2015). These were practices that had probably been observed and discussed between beneficiary and non-beneficiary members of the communities.

The literature review has shown how critical it is to first establish a baseline and then monitor and evaluate the progress, efficiency and impact of the communication strategy. It has not been easy to find evaluation documents in the shelter sector focusing on the software and how much of a programme's success can be attributed to a good communication strategy.

It is highlighted that attribution and measuring the direct impact of communications initiatives on promoting specific areas can be difficult. This is particularly true when evaluating behavioural change.

(Twigg, 2015, p.205). Some guides propose that action does not have to be measured in "all or nothing" terms. Subtle but important progress can be measured by considering the continuum of behaviour change. For example, first measure whether beneficiaries can remember and express this new knowledge, and second, whether they are acting on this knowledge (IFRC, 2013, p.63). Others propose to distinguish between impact measurement, capacity development outcomes and effectiveness (SNV, 2016, p.24). When reading some of the evaluations on communication we have found that the questions are related to how messages have been disseminated (outreach) and how people access and process information (see Hassan, 2018; CDAC, 2017; Luge 2017). Less evaluation questions focus on understanding the role that communication and engagement with affected populations has played in effective behaviour change towards safer construction. The focus is mainly centred on outputs rather than outcomes. It looks more on how things are being communicated rather than what difference it has made in the end. This means for example to have data about number of trainings done in a certain area with x-number of participants, but less analysis is done about how this knowledge as impacted recovery and BBS in the area; or number of sensitization messages disseminated through radio messages and its coverage, but less analysis is provided in relation on how these messages have been understood and followed by affected communities.

2.7 Conclusions from the literature review

Analysing the different sectors and their communication approaches, it is easier to establish links between DRR and shelter methods and processes over Hygiene Promotion or Health programming. This is probably because the achievement of safer shelters complements and contributes directly to DRR objectives. Strategies and aims in both sectors were found to be very similar and could work in parallel. It is therefore recommended to look more in depth at **DRR methodologies and approaches**, especially public awareness and public education methodologies. Nonetheless, it is important to consider that DRR communication strategies are mainly developed for the Preparedness phase where timeframe is different than Emergency or Recovery contexts. Looking at the Emergency phase it has been recognized that Hygiene Promotion has more up to date approaches.

Overall there are important emerging questions that can guide future discussions in the study about the differences between theoretical guidance on good knowledge engagement and communication, what is known and what is put into practice.

- **Timing and timeframes** appear important but are not extensively explored in the literature beyond the timing of the interventions.
  Remaining questions is:
  - *How does time affect the decision-making process of households and therefore the relevance of the different information that is being provided at different times?*

- **Limited use of extensive channel options:** The literature suggests that the extensive options available to carry out knowledge engagement as seen in the communication channel analysis are not always used.
  Remaining questions are:
  - *Are some used more frequently used than others and why?*

- *Are context and local culture the only factors that determine the type of channel used for knowledge engagement, or are there other factors such as skills, capacity, interests and understanding?*

- **Analysis of ideal working condition:** Authors have observed that not much has been studied or recorded about the working conditions in which these engagement pathways/strategies are developed. Yet the timing, resources, capacities, skills and team dynamics very much define the design, implementation, roll out and possibly the success of the knowledge engagement methods used.
  Remaining questions are:
  - *To what extent are the successes and failures of knowledge engagement about the design of the approach, and to what extent are they to do with the operational conditions in which they are rolled out?*
  - *What are the actual working conditions in which practitioners are making such critical decisions about the software of shelter responses and how can these be improved?*
  - *Are there challenges within these conditions that could be overcome to improve the decision making processes and roll out processes of software and therefore improve responses?*

- **Impact studies about `how´ best communicate:** The literature demonstrates that often the barriers to good communication don´t sit on the `what' we want to communicate, but on the `how' we are doing it. This `how' has two dimensions. Firstly, technical information must be translated into messages that are easy to understand and solutions that are easy to implement. Secondly, the messages have to reach the target audience through the most effective channels. Both aspects have to be equally considered and integrated into a strategy. While there is a certain degree of confidence in promoting that both aspects be equally integrated, what is less clear is how these have been used successfully after an emergency. There are some examples of low scale implementation in the shelter sector, but little evidence on how to develop impact studies and understand if objectives are being achieved.
  Remaining questions are:
  - *On what grounds are the claims about best practices in knowledge engagement being made?*
  - *How can evidence be found about the impact of knowledge engagement?*

- **Analysis of how people communicate and access information:** The literature reviewed was also partial in the fact that most was developed by organisations or stakeholders that communicate. Little is therefore known about the beneficiaries that receive the communicated message. The literature does explore behavioural factors that affect people's decision-making processes but less was found about how people access information not only from humanitarian agencies but amongst themselves.
  Remaining question is:
  - *When do people reach out for information and why*?

Chapter 3. Knowledge engagement for safer reconstruction

This chapter focuses on the process of knowledge engagement and is complemented by a communication channel analysis (see annex 2) that focuses on the tools for knowledge engagement. It will draw on findings from the survey, interviews and records of the discussion had throughout the FGD described in point 1.1. The survey has helped frame the following discussion, which has then been enriched by more in-depth interviews and the FGD.

Echoing the literature, there was strong indication from most respondents that communication and knowledge engagement is crucial for the success of shelter programmes. Both the surveys and the interviews highlighted a general awareness about the considerable differences in developing engagement strategies in times of emergency when priority is to save lives, in times of recovery when priority is recovery but conditions are still adverse and in times of stability. These differences were identified frequently as a core determinant of the possibilities for – and success of - knowledge engagement. An interesting underlying trend in the different discussions throughout the interviews was the debate between the **impact and relevance** of ad-hoc engagement methods that emerge out of necessity and planned engagement methods that are pre-defined as part of the response. Either way, it is clear that communication happens, for either better or worse, whether it is planned or not.

The following findings are therefore discussed within a context of:

- The emergencies represented by the survey, interviewees and FGD participants were predominantly situated in Haiti, Philippines, Nepal, Pakistan, Bangladesh, Madagascar and Ecuador.
- Participants played multiple roles throughout these emergencies but in large part were programme implementers, had provided training and/or had developed material for safer reconstruction.
- Other roles identified amongst survey participants were witness, donor, and recipients of training, evaluator, project coordinator and programme manager.
- 73% of participants answered that they used BBS/B messaging in their work.
- The most frequently communicated messages were about safer construction techniques, shelter design and shelter location.

The least frequently communicated messages were about cost-effectiveness, labour and land tenure or other legal aspects.

3.1 Current understanding and practice of knowledge engagement in humanitarian shelter responses

The different engagement pathways that were explored throughout the survey and interviews are identified in the Communication Channel Analysis (annex 2) and were split into five overarching categories[12]. The answers given indicate that:

[12] Type A. Use of Mass Media, Type B. Visual Materials, Type C. Sensitisation Campaigns, Type D. Focus Group Conversations with individuals, groups or communities, Type E. Training and/or workshops, Type F. Local influences and Other.

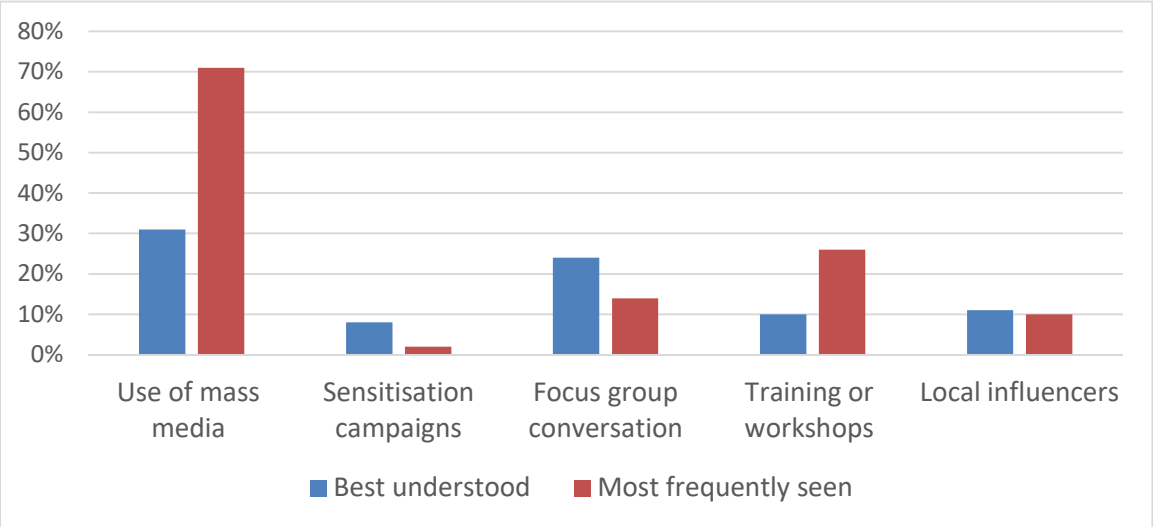
- People emphasised that the effectiveness of each pathway was **relative to the context** in which it was being applied.
- Many respondents highlighted the **value of face-to-face contact**, ongoing accompaniment and creative and humorous forms of engagement.
- The importance of **ownership and a sense of empowerment** resulting from any form of knowledge engagement were also highlighted.

These findings reflect the principles for knowledge engagement found in the literature but are not necessarily reflected in the most frequently used forms of knowledge engagement and communication in practice (see figure 1). This raises the question: *what determines why some pathways are used over others, especially if they contradict the principles of good knowledge engagement*.

The results reveal that:

- In most cases, there was some correlation between the methods best understood by practitioners and the methods most frequently used and observed in practice (see figure 1).
- Other methods, although understood, are less frequently seen in practice, for example trainings and workshops. This suggests other factors such as potential coverage, cost and impact influence how frequently some methods are seen over others.
- Use of mass media is the most dominant form of engagement (it received 72% of total votes from survey participants), whereas sensitization campaigns and working with local influencers (government policies, national engineers, municipal regulations) were much less prominent (2% and 3% respectively).

Figure 1. Engagement pathways best understood and most frequently seen in the field.[13]



[13] Results taken from both English and Spanish survey. There was a mistake made in between the English and Spanish surveys. The option of 'Visual materials (leaflets, posters, design catalogues, etc.)' did not appear in the Spanish version. However, the option of 'Use of mass media (mobile phone messaging, radio, TV, newspaper, etc.)' in the Spanish version included visual materials such as leaflets and posters. To be able to use these results, visual materials and mass media were combined in the English version so they could be comparable to the Spanish survey. This reduced the number of engagement pathway options to five rather than the six identified.

Even the use of mass media is the most dominant form of engagement mentioned by practitioners, it effectively is being challenged. Positive experiences have been made with model houses and practical trainings or workshops. There is a growing interest in digital and social media, but so far its application has been very limited.

The rest of this section explores further what factors determine the knowledge engagement pathways that are used in different contexts and how these relate to the principles of good communication identified in the literature. It is recommended that this section is complemented by a revision of the Communication Pathway Analysis (annex 2), which identifies the different pathways and tools that the authors have identified throughout the study (drawing on literature, the survey, interviews and the FGD) to create a menu of methods. Furthermore, some less-well documented engagement pathways have been identified in the form of mini-case studies, which the authors found to be valuable to convey the experiential knowledge that is developing in the field of shelter response.

3.1.1. Audience

1. Target audience and their technical understanding

More efforts need to be made to identify who should be the target audience to ensure efficiency / impact of shelter response objectives (as discussed in the *Protocol*, this is an important step). This includes, who inside the community could be the **factor of change** and how **tools should be adapted** to their capacity and potential. Interviewees frequently discussed the **level of technicality** as a significant factor in determining the engagement pathway used. The technical level is – or should be - defined by the target audience.

- The survey indicated that the target audiences that were most frequently engaged were the whole community, local partners/NGOs and local authorities.
- The audiences that were engaged with the least were found to be local scientists, the private sector, diaspora and non-beneficiary communities.
- Some interviewees suggested that trainings and information dissemination is sometimes targeted at individuals because they are the most vulnerable but they are not necessarily the ones that will be building their homes – in these situations, target audiences need to be seriously re-considered.
- It is pointed out as well that messages need to distinguish between knowledge needed by different stakeholders and adapt them to the capacity and role of the target audience, so for example even an individual will not rebuild his home and will not be interested in the technicalities of the `how', it is still valuable to explain concepts to identify deficient construction.
- Practitioners highlighted the importance of knowing as much as possible about target audiences (e.g. organisational characteristics, connections to other stakeholders, interests, language, culture, level of technical understanding).
- Emphasis was also put on engaging with the target audience in a participatory way for the co-design of information, material, activities and solutions if, and when possible[14].

[14] Much can be learnt about understanding audience from the WASH and DRR sectors that are often involved in the development of community action plans. A more extensive list of recommended actions for the definition of messaging content and the understanding of audiences can be found in the *Protocol,* Step 3 (Dalgado, 2018, forthcoming).

Once an audience is defined, information to promote safer reconstruction has to be **represented and interpreted to meet the audiences' technical understanding**. This not only refers to the written or drawn representation but also voiced, using local idioms and expressions that can create a common ground between the information that is being communicated and those that are being engaged with. Interviewees often referred to knowledge that people have which may not be expressed in a technical way but is valid nonetheless.

In relation to representing different levels of technical understanding, the review found that:

- Drawings can be too technical to understand, unless you are communicating with an already technical audience, not only architects or engineers but also carpenters and masons
- With visual information there is always a danger that colours and signs can be misunderstood, ignored or politicized
- In trainings, the technical level of knowledge sharing must be adjusted and prioritised depending on the audience, for example for households or government authorities versus carpenters
- Interviewees discussed the importance of working with local experts whose skills and languages enable better representation of the information that is being communicated
- Non-skilled individuals may not be able to name the technical message or word but have the capacity to understand the objective behind it. For example, people know what a house has but don't know the names or functionality of its different parts, so the engagement method becomes about explaining its importance. (see box 1).
- With relation to technical professionals, such as builders, technical training does not need explanations but instead it becomes more of a two-way conversation on the subject.

Box 1. Learning by assessing from Philippines, Jamaica and Dominica (text adapted from interview transcript)

What is it? A survey to collect baseline and end line information that invites the assessor (non-technical) to think about the reasons why a house is damaged. It is a needs assessment tool trying to get information to the organisation, but also to raise awareness and train local people on specific construction concepts at the same time. The methodology is still being developed.

How was it implemented? The approach is to engage non-technical individuals in carrying out an assessment of damage houses which are potentially feasible to be retrofitted. The methodology tries to compare damages of different houses and make them understand which the failures are and how they could be solved. In a later stage the tool was used also to evaluate some of the repairs that were made and identify where the gaps in the repairs were and how to fix them. A third way of using this assessment tool has been to visit model houses built based on key safer building methods and to see what is achieved and what is not. Houses were visited that were completely retrofitted and others that still needed repair so assessors could compare and with the support of the tool think about possible ways to improve the safety of houses. The tool is based on common sense. The surveyors become empowered because they understand what the issue is and have come up with the conclusion themselves.

2. Audience actively engaging in solution-orientated thought process

Interviewees highlighted the significant issues behind passive information sharing. As one interviewee explained, people retain 20% of what they hear, 40% of what they see and 80% of what they do.

- In the survey, although the biggest **motivators** for shifts in construction practice were safety and material or financial incentives, the motivators that followed in importance were related to audience ownership and understanding over construction practices.
- Some of the best practices beyond giving material incentives were found to be related to **community participation**, consultation, engagement through tactile models and hands-on learning (see box 2).
- Leaflets (and other visual material) were seen as only useful if they **accompany face-to-face interaction** or some form of engagement with the recipients of the material.
- **Model houses or scale models** were identified as an effective approach when they involved the audiences' active engagement, for example when audiences were able to play with the models and understand that certain structural characteristics are important but also how to achieve them and why.

Box 2. Forum Theatre in Haiti (text adapted from interview transcript)

What is it? Forum theatre is a well-known technique in the theatre of the oppressed. There is a local methodology on this. This specific kind of theatre opens the possibility for the audience to become actors and try to use different strategies to solve the problems. The storyline represents real life situations of unresolved conflict and empowers the spectators to try out their ideas of change on the stage. Each idea is performed on stage and then discussed with the audience. The story has to be realistic and the community where the play is presented should be able to easily recognise the play as real and in need of action.

How was it implemented? An international consultant delivered training on how to become a joker and facilitate the dialogue on BBS messages. The consultant worked for two weeks with 10 people including the community mobilizers and engineers.

Stories were looked for to inform the plays. The opportunity here is to use stories that resonate with the life of those affected in relation to rebuilding their homes. This is the starting point. The objective is to invite people to think and learn differently how to handle the situations that they encounter.

Community mobilisers set up a play in the central points of the village and in the schools.

Anyone in the audience could participate and propose ideas and replace the actors to carry out their idea. Other actors then respond to the changes. After each improvisation, the changes are discussed with the audience.

How much? This theatre component cost about USD 8.000. All people were interested in this approach.

3. Accordance with the timing of the audience

The importance of adapting to the timing of communities, and therefore ensuring that messages are relevant to their interests or needs as time passes was frequently discussed in the interviews.

- Discussions should be focused on **what will interest people** and be most relevant to their personal experience. It is more effective to provide information they need, rather explaining things they are not looking for at that specific moment. For example, a radio talk show was used in Uganda that defined their discussions based on the weather forecast. When the rainy season comes, the talk show speaks about issues, particularly water related issues that put people and their homes at risk.
- Interviewees identified a tendency to try to provide all the information at the same time, which is not necessary and will not be retained. One interviewed communication expert explained that stressed people can keep up to 5 messages in their mind, it is therefore important to **prioritize** considering that there is information also coming from other sectors. Starting with messages about more immediate needs and later disseminating messages about more long-term needs was suggested as a way forward.
- **Frequency of messaging** and ensuring that the conversation is kept going was also identified as a factor. To keep the momentum going, you must keep people talking about it said one interviewee.

4. Building on local audience capacities

The way in which engagement pathways are defined by and implemented in collaboration with local capacities will undoubtedly influence its sustainability or rather the lifeline of the information that is being promoted. This was highlighted frequently amongst interviewees as a significant guiding principle.

- When **local capacities were already in place** before a disaster, experiences shared ran very smoothly. Practitioners identified this as a major opportunity to facilitate a rapid response to a disaster (see box 3).
- Engagement pathways that **built on the existing skills** of locals and established local resources were often discussed as ideal or best practices.
- Sometimes **local resources** are not immediately obvious but it is important to keep an open mind to identify them quickly if and when they emerge (see box 4).
- Linking in to **national training centres** to integrate knowledge for safer reconstruction into local curricula is one way of building on local capacities and resources.
- **Local media networks** are crucial, especially when thinking about reach and coverage, but also trust and proximity. Working with these can facilitate translation and interpretation into local languages and culture (see box 3).

Box 3. Lifeline Radio from Nepal (adapted by authors from interview transcript)

What is it? A radio program that covers information needed for basic survival. Lifeline programming is very different to any other programming. News bulletins will usually report on local concerns.

How is it implemented? Before the Earthquake, a network had been set-up between different local radio services. Nepal, a diverse country with multiple languages, requires radio broadcasters that speak each of these languages.

Box 4. Anecdote: An example from Uganda shows how local volunteers were adapting messages and how this was developed and adapted. For example, one volunteer that had access to IEC materials and lives in a flood prone area, used the IEC to create a storage space in his hut. During heavy rainfall, all sites flooded except his. When staff member were assessing the damage to houses, they saw that the merchandise in the volunteer's house had not been affected. The volunteer's example was then taken and used to build an improved hut.

3.1.2. Working conditions

1. Relevant skills and terminologies

The results from the survey show that practitioners work in varying conditions during a response depending on the context and capacity available. Respondents were asked about '*who they work with to develop technical guidance messaging and design approaches*' and in relation to this, what this kind of work involved. This information gives insight in to the relevant skills needed in the process of designing and implementing knowledge engagement and how practitioners value these different skills. It also sheds light on the limitations of the working environment that force practitioners to make difficult decisions about the role of communication in shelter responses.

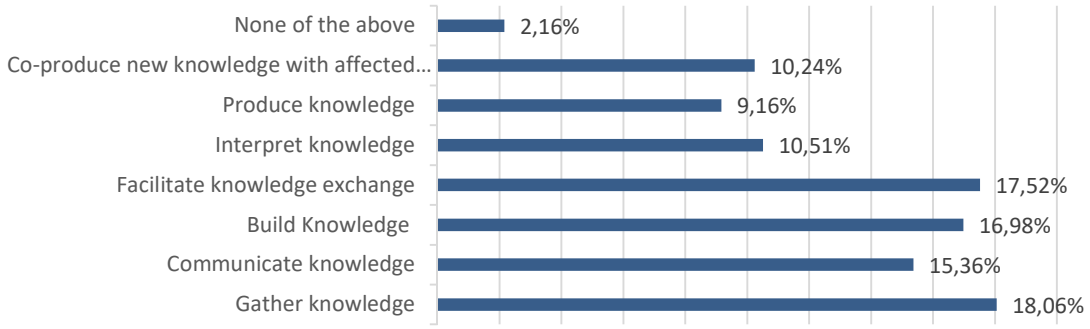
- The most frequently selected option related to the question above was 'worked with other non-communication experts in the humanitarian sector' (56 responses) and the second most frequently selected option was to work alone (35 responses).
- Other options volunteered by respondents were to work with community leaders, local authorities, through the shelter cluster and community mobilisers.
- Local authorities were identified as a significant factor influencing the efficiency and effectiveness of building and rolling out engagement strategies (this will be explored further in the following section).
- The least frequently selected options were to work with communication experts in their organisations (10 responses) and to work with social scientists and anthropologists (15 responses).
- Step 0, said one interviewee when discussing the set-up of a communication strategy, is setting up a balance between communication specialists and engineers.

The reality that respondents face in practice seems to contradict the guidance for good communication found in the literature, for example, that communication expertise, anthropologists

and social science methodologies should be a part of knowledge engagement in humanitarian response. This may have something to do with how practitioners interpret knowledge engagement and communication and the skills and technical resources that are needed and available to do effective knowledge engagement. This was explored further in two ways, first by understanding what kinds of communication activities practitioners are involved in and in relation to these activities, what skills and resources are necessary to make them more effective.

- Results demonstrate that participants are often involved in different aspects of knowledge engagement but which could all be interpreted as 'communication' or 'technical guidance' (see figure 2).
- When asked how decisions are made in relation to the skills and/or knowledge used to make these decisions, the most frequently selected option was 'based on individual experience of humanitarian workers'. The least frequently selected option was through the 'development of a communication strategy for specific shelter projects with specialists' (see figure 3).
- Other options given were 'following national guidance', 'based on the particular viewpoints of whoever is in the room when it is decided, whether qualified or not' and 'through exchange with other NGOs'.
- Making the best use of existing material that has been tested previously in the context or to a similar disaster in a similar context was a recommendation from practitioners. Although, 'for every new crisis, all processes should be rethought…never build your process according to existing tools' said one interviewee.
- The GSC website was identified as a good resource for sharing material. For example, practitioners identified the usefulness of build back safer messaging produced from countries like Philippines and Indonesia because they represent similar contexts and disasters to those experienced in Latin America.
- Practitioners identified the lack of translated material shared on the website as a challenge. Most material can be found in English but is not translated to other important cluster languages such as Spanish, French and Arabic. This is further complicated when using information that requires interpretation into multiple languages or dialects.
- An additional resource that has been identified is the Country Profiles produced by CRATerre which have been tested in Madagascar and facilitated a very positive experience[15].

Figure 2. Different aspects of knowledge engagement



[15]See the Country Profile here: https://drive.google.com/file/d/1BKYy1LFmE0aRoOOiI19fOMH6g4RdD5jh/view

Figure 3. How BBS messages / safer reconstruction information and implementation strategies have been decided and designed

There were different interpretations amongst survey participants, interviewees and FGD participants about **what 'communication' means** within a context of humanitarian response and therefore what skills are required.

- Amongst interviewees, communication skills were discussed in two ways, (1) that they were an additional and necessary skill set and (2) that they are a skill set that must be present in the practitioner and cannot necessarily be taught – it is 'innate'.
- There was general consensus that there is a difference between communicating amongst colleagues or being sociable and communicating for behaviour change, to influence practices and transform mentalities.
- In the FGD communication was also referred to with the term 'technical guidance'. Some experts discussed that when they refer to technical guidance, they instinctively think about the communication and software of shelter response.
- In addition it has been mentioned the different skills or roles needed to run a communication strategy. It has been highlighted the difference between expertise to design a communication strategy at all levels and expertise to implement the proposed software activities at the ground, all those could include communication experts, CwC experts or social mobilisers amongst others.

2. Financial and time resources available

Overall the results demonstrate that mechanisms in place and working conditions in which communication methodologies are formulated and implemented are not effectively adapted to the context and project´s objectives. Practitioners essentially work with standardised engagement tools (leaflets, trainings, radio, meetings, model houses) with limited budgets, skill-sets and numerous actors and stakeholders phasing in and out of processes creating **few opportunities for proper analysis about the potential impact** of the approach. Nevertheless, evidence demonstrates that despite the varied length of experience each practitioner has, the size of each response and in relation to this the level of capacity available for each response, communication should nonetheless be a core element of a response. Yet, to develop a good strategy that has the possibility to influence people as and when they begin to rebuild, **time and timing are also crucial**.

Interviewees experiences could generally be split into two groups, those that developed knowledge engagement strategies that were (1) pre-planned in budgets at the beginning of responses and those that did so in an (2) ad-hoc way out of necessity (e.g. to rectify rumours), practicality (e.g. while distributing NFIs) or because there was extra budget that had to be spent.

- Practitioners that shared experiences from both the pre-planned and ad-hoc approaches highlighted the **limited funding** placed for communication.
- Even budget is allocated to software activities, it is used hardly never to **do a proper analysis of previous local communication practices** that can inform knowledge engagement strategy and activities.
- When there was funding available for software, it was often the first target area when **budgets needed to be cut** (see box 5).

Box 5. Anecdote: Speaking from experience in Haiti, a practitioner spoke of a strategy that had been developed by a local communication expert that hadn't been budgeted from the start. It was made up of several different elements that were important to ensure the reach and impact of the approach. In the end, the impact of this strategy was not very clear as it was significantly reduced to a few messages that were infrequently broadcasted on the radio. The importance of this strategy however was significant as it addressed rumours about whether or not people could enter damaged homes and who would or wouldn't receive shelter assistance.

- Although it is clear that there is a significant difference between knowledge engagement and communication during (and for) emergency responses and for recovery, the **time taken to develop engagement strategies for both is very limited**.
- Messaging or technical guidance needs to be **disseminated as quickly as possible** to avoid the gap between the two phases. As people often start rebuilding within hours or a day of a disaster, the risk is that this will take place without technical guidance.
- Practitioners discussed the need to **take time to identify and then fully understand audiences**, the local context, the materials that are available and the level of support needed, how people build, how construction teams are set up, who are the leaders, what are the skills and how these dynamics are affected by – and change as a result of - the crisis; bearing in mind that a construction culture in a specific context in times of stability will be considerably altered in a crisis.
- Several practitioners highlighted the importance of **piloting strategi**es and then adapting them accordingly.
- Practitioners discussed the need to have **baseline understandings** of the level of knowledge and technical capacity before the strategies are implemented.
- How to overcome the **challenge of limited time** was identified as an issue

3.1.3. Measuring impact

It is difficult to measure impact if there is no **definition of what should be measured**. The authors observed a missing consensus amongst practitioners on what the real aim of communication and knowledge engagement in shelter responses really is (this will be explored further in section 3.2). Monitoring and evaluation in existing practice has proved to be a challenge for the sector, let alone

monitoring the impact of communication and knowledge engagement. The question of whether there is a way that the quality of dwelling that people live in can be attributed to good communication was frequently discussed with interviewees. The literature shows that there is a vast number of factors that influence how people interpret technical guidance and what they chose to do with that guidance. This was echoed by results from the survey.

1. Attribution

Respondents were asked about the impact of engagement for safer reconstruction in two ways, (1) at the level of promotion of safer construction practice and (2) at the implementation level, once communities have the knowledge, what are the factors that determine whether such knowledge is put into practice.

- The general consensus is that it is very **difficult to make a direct connection** between good communication, subsequent understanding of safer reconstruction and then its practice (see box 6).
- The most significant **barriers** to promoting safer/ better construction practice are the lack of time and timing to communicate, train and accompany beneficiary families in the reconstruction; the lack of understanding about the materials and techniques being promoted, the cost and resources required to carry out promotion and the lack of understanding about culture and local relevance.
- Respondents identified the cost of better materials, the access to the knowledge and someone that can answer questions and the relevance of beneficiary demands and priorities as the most significant **factors that limit the undertaking** and/or investment in implementing this knowledge acquired.
- Interviewees rarely referred to specific **indicators** to measure attribution and when asked about them, mostly identified this as a gap. There was general consensus that developing indicators would be useful.

Box 6. Anecdote: In Haiti, during discussions agreements were made but when it came to doing things, nothing changed. 'The sad thing is that most people understood the rationale but when it came to extending they just reverted to what they would normally do. It was actually quite depressing how little change we had managed to impart' said one interviewee.

2. Current monitoring approaches

However, receipt of information, awareness and understanding of safer reconstruction options can be attributed to good communication. That is the starting point for how practitioners are currently monitoring (and evaluating) knowledge engagement and communication. This reflects what was found in the literature, the **focus is more on process** (how things are being communicated) rather than impact (the difference that the communication has made).

- Most interviewees shared that there **had not been evaluations or assessments** of the experiences they had shared, or that they had not been around for long enough to see what had happened after methods had been implemented.

- Some assessments had been done halfway through implementation to test the ways in which the strategies were playing out. This could be within a pilot phase or up to three months into the roll-out of a strategy. One respondent noted that after three months of a radio campaign an assessment was carried out that found out that people didn't use radio and receive information through other channels.
- There was consensus was observed in that not all aspects of a communication strategy need to be monitored.
- Several interviewees shared a view that echoed one respondent's claim, that instead of measuring how many people we train, we should measure how many houses are properly built

3. Potential indicators

It was mentioned by some interviewees the necessity to include **not only quantitative**, **but also some qualitative indicators** in the project´s framework related to knowledge engagement outputs to ensure budget and time will be allocated to software activities. This could be the way to boost and advocate for the importance of this component inside a shelter programme.

If nobody refers to the knowledge source, this gives some evaluation about the way it was communicated said one interviewee. Echoing this idea, another interviewee stated that 'we need to monitor to see where in the chain of communication there is a failure'. Understanding how and why these replications or adaptations are taking place, and how discussions are taking shape within these channels (see box 7), may demystify what works and doesn't work.

In relation to this, potential indicators were proposed by different sources across the survey, interviews and FGD:

- Secondary effects of communication e.g. the number of people (beneficiaries or non-beneficiaries) **replicating or adapting certain construction techniques** because the information has reached them through a secondary source (i.e. a neighbour, a family member or the local mason) and not directly from the intervening organisation or partner's strategy (a training, leaflet or radio program).
- Consider if the **information changed a decision** about how to construct their homes.
- Identify whether people have the **capacity to translate guidelines** for safer reconstruction to the local conditions that they encounter.
- **Reference to the source** of information or communication methodology that has been provided.
- Correct **replication and adaptation** of construction methods seen or been explained by other sources inside their community different from humanitarian actor.
- Changes in **availability or promotion of local materials or techniques** not used before e.g. vendors producing/sourcing materials promoted by technical guidance or local government promoting a specific construction safety message.
- Evolution of **local skilled practice** in long-term e.g. carpenters, masons and labourers following principles promoted by technical guidance
- Evolution of **building codes**
- Evolution of **university curriculum**

Box 7. Social Media Monitoring, for example in Nepal (adapted by authors from interview transcript & drawing on literature)

What is it? Using social media as a source of information about what people are talking about and how they are talking about it to understand the impact of a programme. Ethical implications of this should be considered and managed carefully.

How is it implemented? A small team of computer literate, local staff is needed. Part of organisation`s office in Nepal was supported remotely by an international consultant who guided the implementation of the project, set up the software, performed most of the analysis and build capacity of local staff.

How much? A minimum of 150 USD/month should be budgeted to do some basic social media monitoring in an emergency. Most monitoring tools charge either by the number of mentions you collect, the number of channels you monitor or the type of analysis you want to perform.

3.2 Gaps and remaining challenges for knowledge engagement practice for safer reconstruction

3.2.1. Improved listening to your audience (be more relevant)

Greater understanding of audiences to inform the design and implementation of a knowledge engagement strategy was frequently identified as a major gap. This includes understanding **what information they need to have**, and this may or may not, resonate with what practitioners think audiences need to know (see box 8).

- Assessments are not always carried out before developing communication strategies in emergency, and in some cases early recovery contexts.
- When done, the length of time taken to carry these out (and therefore their depth) and the methods used varied considerably across practitioners' experiences.
- Practitioners shared experiences where they had needed to review strategies once they had been implemented to rectify the information that was being disseminated or interpreted because of misunderstandings about what information was needed and how people access information.
- Respondents discussed the limited efforts made to identify and understand what affected communities need to know but also, to rectify any misunderstanding of the information they were getting.
- Practitioners' interviews highlighted that interest and need do not always correlate when it comes to information about housing recovery.

In response to this gap, the following suggestions were made:

- Communication experts from the FGD identified the **first 24 to 48 hours as being a crucial time** for practitioners to be in *listening mode* precisely for this purpose. Communication can be a form of psychosocial support said some people from the FGD.

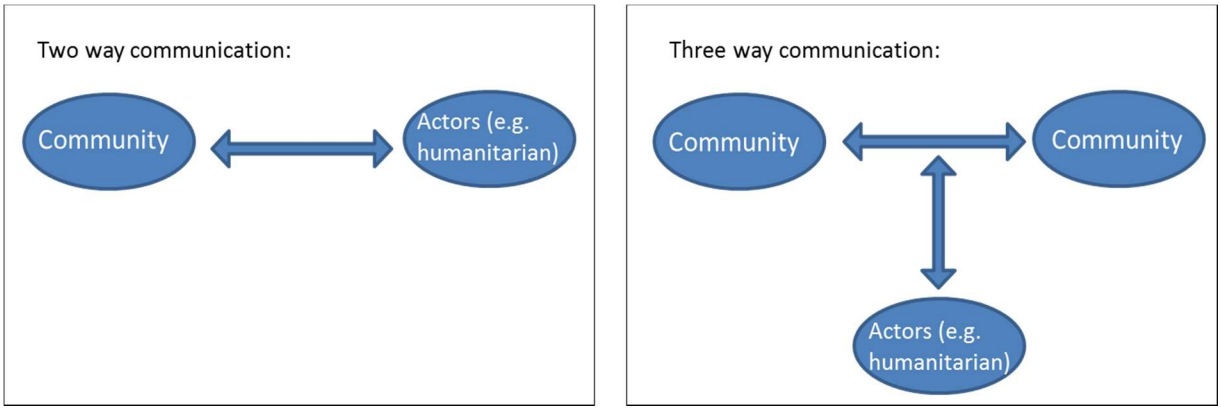
- **Figuring out the deficit of information** into an affected population is a good starting point. To do this, there needs to be greater engagement with the population from the start. This can then be complemented with the information practitioners believe affected populations should have (e.g. technical messages)
- Using **'light-touch' media monitoring** to listen to what communities are discussing early on, the trending topics and most frequently identified issues between communities
- **Identifying early adopters of safer reconstruction practices** and families that rebuilt rapidly. They can play a useful role as 'ambassadors', or promoters, and can also inform the strategy.
- More **disaggregation** of audiences

Box 8. Anecdote: One practitioner discussed the promotion of vernacular architecture practices in Nepal that were previously predominant but that people no longer wish to associate with, because they represent the past. Another practitioner, also speaking about Nepal, discussed changes in household composition. 50 years ago, families lived together in the same house, today they prefer to build smaller houses on the same plot. For these reasons, whilst the promotion of existing practices has been identified as being an opportunity for promoting safer reconstruction, it can also be a challenge if affected populations are using the destruction of their homes as an opportunity to rebuild and transition to a different form of living. Similarly, it is important to understand whether local masons, carpenters and labourers actually have any desire to learn more or change their own practice.

3.2.2. Communicate more *like* your audience (be better understood)

The most frequent direction of information dissemination happens between affected individuals and communities. While most interviewees highlighted the importance of two-way communication between humanitarian actors and affected communities, communication experts in the FGD discussed **three way communication** (see figure 3), which includes the information exchange dynamics amongst communities (affected and not affected). Three-way communication has a significant multiplying effect but it remains very little understood, acknowledged and/or valued within the shelter sector as an opportunity to engage.

Figure 4. From two to three way communication (diagram by authors)



- Interviewees highlighted the importance of understanding the typical ways in which people **receive information, the channels and flows** of information and the impediments to these channels for example trust or language.
- Emphasis was also placed on understanding the different levels of value (and trust) given by the target audience to different **sources of information** and formats in which it is given (see box 9).
- Channels can easily be identified with a rapid channel analysis of the existing communication infrastructure in the context and through discussions with communities. Discussions suggested that **channel format and how to transform the knowledge** into a format that is understood, attractive, trusted etc. to target audience was challenging. In part, this challenge was often connected to not having the right skills in the room e.g. anthropological or social science expertise.
- Survey respondents identified NGO staff, local leaders and local builders as the most effective **communicators of technical guidance**.
- However, anecdotes suggested that whilst technical practitioners and shelter experts might identify local builders as key influencers, other **less obvious individuals** in communities have significant influence.
- There was consensus that the **community itself** is best positioned to provide information about the communication dynamics within.
- Understanding who **local influencers** are to different target audiences was also highlighted.

Box 9. Anecdote: Evidence from Cox's Bazaar, Bangladesh (2018 Rohingya crisis), demonstrated that the most trusted were neighbours, friends and religious leaders and that NGO staff were very low on the scale of trust. This kind of information needs to be known from the start. As one interviewee said, finding out that your key informant is the least trusted source of information is a big waste.

Some methods to understand and build on how audiences communicate have been developed for the longer-term, for example with the use of information centres (that work best in high density environments like urban contexts) or the Inter-Agency Common Feedback Project[16] in Nepal. However, methods to rapidly understand how audiences communicate within a short period of time and with limited resources are still missing in the experience of humanitarian shelter practitioners. Call centres were frequently identified as a way of achieving this in relation to health responses. How these would be used to expand on technical guidance remains to be explored.

In response to this gap, the following suggestions were made:

- Understand what are the **sources and channels people use to be informed**. This could be done quickly in the first days asking specific questions to local staff or other locals to have a general notion and take early decisions. This could be analysed more deeply in a second stage.
- Include **CDAC questions about understanding communication** pathways within communities in rapid assessments (see annex 3)
- Preparedness from the GSC and in-country NGOs being **trained on gathering knowledge** and how best to use the information in relation to communication and knowledge exchange

[16] Inter-Agency Common Feedback Project http://www.cfp.org.np/

- **360º communication approach** whereby multiple channels are used simultaneously (see box 10)

Box 10. Explanation: During the FGD communication experts proposed the 360º approach widely used in the communication and marketing sectors. In our new media world in which we have moved from a "corporation/organization-controlled" to a "consumer-controlled" situation, the question is not how you reach the audience but how you connect with them. In this sense the 360º approach consists in taking a target group likely to be receptive to a message and surround it from every angle using a variety of media to touch the audience at different points along the decision-making pathway. It means to have a holistic approach using all possible media channels and formats to spread out the message and make it understood, but also to get feedback, to train inside the organization or to advocate.

3.2.3. Taking smaller risks and staggering information (be heard)

From a context of conflict, an interviewee said that settlement level messaging and supervision and guidance is always missing at the start of an emergency and as a result you have to play a game of catch-up to fix things once they are already built. Similarly, in post-disaster contexts, communities begin building often within a day of a disaster. Practitioners continuously felt they were out of sync with recovery processes when it came to communicating and engaging technical guidance.

- In the survey time and timing to communicate was identified as the most significant barrier to promoting safer reconstruction on two levels (1) promotion to audience and (2) uptake of technical guidance by audience[17].
- Technical guidance and rigour are central to shelter response but this also takes time.
- Interviewees and FGD participants discussed the opportunity to of communicate much earlier even if information is not complete or perfect, but can nonetheless be basic enough for those that are taking initiative early on to rebuild.

A clear message is that even a small amount of information and guidance alongside distributions can be very helpful and sometimes life-saving. Otherwise, people take whatever information they get or invent their own, leading to potentially unsafe solutions said one interviewee. The possibility of taking smaller risks in information dissemination in order to be able to reach communities within shorter time-scales should be explored and promoted.

In response to this gap, the following suggestions were made:

- Interviewees related that not all information needs to be communicated **at the same time**.
- Not all information needs to be communicated with the same **intensity at all times**.
- More **prioritisation of information** that can be communicated in a staggered way could keep recovering populations better informed and give practitioners more time to formulate more rigorous information. The need to be more explicit about staggering information also emerged from the discussion during the FGD.

[17] See 3.1.3

- **Pre(crisis)-positioned platforms of expertise** and resources that can be useful to setting up rapid information campaigns and informing knowledge engagement analyses and pathways that are context specific
- You are bound to get it wrong – **be flexible** and adopt a shift toward adaptive management approaches

3.2.4. More working resources and acknowledgement (be more consistent)

The Communication and knowledge engagement for humanitarian shelter response is significantly under resourced. This is in the form of limited funding but also frequent staff turnover for lack of local capacity or failure to priorities and identify local capacity. The discussion on low resources and the consequential inconsistencies in collaboration that result opened up a discussion on donor education and advocacy, which was identified as a major challenge in interviews and at the FGD.

- Interviewees often identified the **frequent turnover in staff** and the phasing in and out of practitioners from decision-making processes about knowledge engagement as a challenge.
- There are **not enough funds** to formulate good communication strategies.
- Interviewees and FGD participants saw a major gap in the general understanding about – and **acknowledgement of the importance and cost-effectiveness** of knowledge engagement in the shelter sector and by donors.
- In practice, practitioners felt they **needed to know** more about the Type of engagement pathway options they have to work with, the potential coverage and in relation to this, the budget required for the formulation, roll out and monitoring of these different approaches. This information was considered to be a significant gap to facilitating the formulation of a communication strategy at the outset of a response.
- There needs to be better recognition of the importance of the **interface between communities and organisations** and the allocation of resources that reflect that importance, said one interviewee.
- There needs to be a **budget for communications**, if it is not budgeted from the start then it won't happen said another interviewee.
- The move to **cash-based responses has increased the focus on technical guidance** but the value of technical guidance has not materialised in practice

The following suggestions were made:

- Knowledge engagement and communication should be **budgeted in from the start**
- More emphasis on recognizing, using and valuing existing **local capacities**
- During preparedness phase, or taken advantage of emergency funds, **train local capacity** to be ready to response as part of the shelter team in case needed
- Investing in the **translation of existing resources** in to main international languages (e.g. Spanish, French and Arabic)
- Identifying where the resistance lies in **accessing financial resources for knowledge engagement** and advocating/educating working through that resistance (e.g. donors, sector/practitioners/ policy makers). Donors communicate between themselves.
- During preparedness phase **produce scenario based documents** (scale, budget, time, skills needed to develop communication strategies, importance of cost efficiency of communication

and knowledge engagement) that can be targeted at specific audiences or contexts – realistic and idealistic scenario modelling

- **Learn from other resources** e.g. 'Communication is aid' video that has proved to be very effective - https://www.youtube.com/watch?v=Uibg0JREldc
- Build more shelter specific communication and knowledge engagement **evidence of successful** projects.
- **Earlier involvement of governments, donors and other key decision-makers** and institutions in responses so they can see and understand progression and need for knowledge engagement
- **Pre(crisis)-positioned platforms of expertise and resources** that can be useful to setting up rapid information campaigns and informing knowledge engagement analyses and pathways that are context specific
- **Professional exchanges** so that shelter coordinators can access and improve their skills on knowledge engagement and communication; and generalist communication expertise can become more aware of shelter response needs.

3.2.5. Consistencies in collaboration (be more effective)

Many interviewees identified the importance of establishing relationships with government counterparts and relevant stakeholders before a response.

- A standing cluster has been developed in various countries including Nepal and Bangladesh, where relationships are established. These standing clusters can generate a certain level of consistency over time and during the phasing out between humanitarian emergency, recovery and development contexts. A respondent sharing their experience from Madagascar discussed how invaluable such an established network had been in facilitating relationships and decision-making processes.
- CDAC have done **media landscape guides**[18] for most disaster prone countries which could be a starting point for meeting this gap. A mapping of resources to give to communities for safer reconstruction is being carried out in Panama.
- There hasn't been an institutionalised mapping system set-up for different countries with frequent need for shelter responses that could save a lot of time for practitioners arriving at the outset of a disaster.

In response to this need, the following suggestions were made:

- **Map the actors and expertise** already working or available to be asked for support quickly in case needed at global and at field level.
- **Capitalising on connections and collaboration**: continue exchanging within and outside of the FGD group. These include shelter practitioners, researchers and communication specialists.
- Keep in touch and communicate about further **opportunities for collaboration** and understand the skills, resources and knowledge that different actors in the network can contribute.

[18]These are also referred to as an important resource in the *Protocol.* Media landscape guides can be found here: http://www.cdacnetwork.org/tools-and-resources/media-landscape-guides/

- Agree on what needs to **be 'pre-prepared' by GSC** in order to be able to set up quick shelter-communication collaboration at the outset of a disaster
- Analyse set-up of **existing standing cluster approach** and see how this can respond to GSC 'pre-preparedness' needs, how can these be met, similar systems set up in countries that are at high risk of disasters
- CRAterre's work (Country Profiles) on building cultures in different contexts is useful and can be complemented with studies on **existing communication cultures** within contexts
- Identify whether there are **CDAC network members** in the countries where CRAterre has done the country profiles – if yes, these can be connected up so they are part of the information package that is given with country profiles
- **Build on** knowledge, capacities, networks and resources that are connected to seasonal emergencies and local DRR processes

3.2.6. Reaching consensus (be more accountable)

What was generally observed throughout the interviews and then during the FGD was that there is a **lack of consensus on what communication in shelter response is for** and therefore, what impact the sector is interested in measuring (which would inherently define the indicators needed). The authors observed that when it comes to technical guidance, the focus on output level indicators (people trained, trainings, IEC materials produced and disseminated recipients of leaflets etc.) limited the level of understanding there is about the impact of technical guidance communication.

- Some practitioners identified the objective of knowledge engagement to be a *change in construction practice*. Construction practice was discussed amongst interviewees, namely in two ways (1) practice by professional architects or engineers and skilled workers such as masons, carpenters and labourers and (2) practice by individuals that are building their own houses
- Others identified the objective of knowledge engagement to be *informed choice.* Informed choice is being interpreted as ensuring that those that are making choices about the construction of their homes have the best information available and understand it to make those decisions.
- The differences in opinions suggested limited clarity on what evidence practitioners should monitor and evaluate
- Interviewees discussed a challenge in understanding whether or not the barrier to having an impact in safer reconstruction is the knowledge that people have or if it is related to something that shelter practitioners cannot control
- Aside from piloting methods, experiences about monitoring impact of safer construction promotion were scarce amongst interviewees' experiences
- Most discussed the desire and importance of monitoring and evaluation

In response to these issues, the following suggestions were made:

- Ensuring the differences between **meaning of communication** (1) for a clear message and (2) for the importance of the message (priority) are properly understood by all stakeholders

- One interviewee suggested that the PSB working group should **define a generic set of outcomes**[19] that communication strategies are expected to deliver in shelter responses
- Developing **impact monitoring guidelines** for knowledge engagement on safer reconstruction
- Re-visiting the literature, specifically the **behaviour determinants** that influence whether or not hazard-resistant practices are applied, can give some guidance on the direction in which measuring impact could be taken. For example, the CRS study provides a comprehensive list of five determinants of behaviour that significantly influenced whether or not individuals applied the hazard-resistant construction practices recommended. The determinants were: (1) cues for action, (2) access to materials and skills, (3) perceived risk, (4) perceived positive consequences and (5) perceived self-efficacy. Understanding how communication and knowledge engagement influences these determinants could shed some light on specific indicators to be developed.
- Identify the differences in objectives between **understanding v.s. acting**, **replicating v.s. adapting** and **informing v.s. persuading**
- Developing business models for knowledge engagement to explore better the impact of these activities and its **value for money**.
- If you are targeting builders and masons, knowledge engagement and **monitoring** should focus on a general understanding and practice of safer construction techniques.
- If the target audience are homeowners that will be making decisions about the construction but not doing it themselves, then perhaps **monitoring** should be focused on ensuring awareness and understanding of safer construction but that the choice remains their own.

Chapter 4. Future actions for the GSC Promoting Safer Building Working Group to improve knowledge engagement and communication in shelter responses

Based on the gaps identified in the previous chapter (see summary below identified by a capital letter) the authors recommend the following topics for the short and mid-long term activities of the PSB working group. The proposed next steps have been developed following the analysis done in this study and some demands of practitioners interviewed. The suggested activities try to respond to at least one of the identified gaps which are specified at the beginning of each paragraph.

A. BE MORE RELEVANT: Improved listening to your audience
B. BE BETTER UNDERSTOOD: Communicate more like your audience
C. BE LISTENED: Taking smaller risks and staggering information
D. BE MORE CONSISTENT: More working resources: donor education and advocacy
E. BE MORE EFFECTIVE: Consistencies in collaboration
F. BE MORE ACCOUNTABLE: Reaching consensus amongst GSC members

[19] Outcomes happen as a result of outputs. Outputs are the results achieved immediately after an activity, for example a completed workshop, a leaflet, a radio program etc. Outcome would therefore be number of people demonstrating a certain shift in understanding because of the workshop, leaflet or radio program.

4.1 Short term (1 year)

- **A** and **B:** Support the inclusion of **questions related to communication assessments** (to understand when and how best to engage) within post-disaster rapid assessments (see annex 3 for 5 key questions proposed by CDAC)
- **A** and **D:** Identify funding for future research into understanding how to **measure "informed decision making"** (of direct and indirect beneficiaries) as well as more research into knowledge engagement for promoting safer building (especially to **understand community perspectives** which is currently a gap in this study)
- **C** and **D:** Use scoping review to complement the work of the *Protocol* and support the **promotion** of the information it has gathered, including the communication channel analysis
- **C, D** and **E:** **Finalise communication channel analysis/compendium** (including pros and cons of channels in different contexts, efficiency of combining them and identifying case studies) and develop as a live document to include in resources that support use of protocol
- **D:** Organise and **share the most relevant und useful documents** identified during the literature review to be accessible to Shelter Coordination Teams and shelter practitioners on the GSC resources page as reference documents.
- **D** and **E:** Create link between Humanitarian Library and GSC upcoming library with CDAC network libraries and other platforms for **sharing of resources** on effective communication and raise awareness about these resources
- **D** and **E:** Begin **developing advocacy documents**, learning exchanges and communication scenarios to raise awareness amongst shelter practitioners and donors about the importance and cost-effectiveness of a good communication strategy in shelter responses
- **E:** Continue **mapping actors and initiatives** and possible future collaborations in research on knowledge engagement for safer (and better) reconstruction and (an initial map has begun to be developed from the FGD – see annex 4). This could be at global, but also at field level.
- **E:** Begin building relations/network/agreements/**MoUs with communication specialist** to collaborate when necessary at a global scale.
- **F:** Open up the debate about **what we mean by success** (informed choice v.s. safer house)

4.2 Mid-long term (1-3 years)

- **A, B, C, D, E ,F:** Advocate the development and implementation of a consistent and coordinated **communication strategy at Country Shelter Cluster and also at organisational level** from day one of an emergency, taking into account enough financial support, skills and time to follow the *Protocol* and other guidelines.
- **A** and **B:** **Develop MEAL-tools** for understanding impact of communication in shelter response that can be shared and used in multiple contexts, including impact monitoring guidelines.

- **A,B** and **C**: Define a generic set of outcomes that communication strategies are expected to deliver in shelter responses
- **C** and **D:** Advocating for the **software component** as part of the standard Shelter Coordination Teams (SCT)
- **D:** Continue **advocacy and education of shelter practitioners, donors** and other key decision makers about the importance and cost-effectiveness of a good communication strategy in shelter responses
- **D** and **E:** Coordinate with other humanitarian sectors and communication specialists to boost an effective **communication WG at inter-sectorial level** during emergencies from the beginning in order to share resources and coordinate communication efforts.
- **E:** Establish and use relations/network/agreements/**MoUs with communication specialist** to collaborate when necessary at a global scale
- **E:** **Learning exchanges** between shelter sector practitioners, communication practitioners and other sectors
- **F:** **Reach consensus on impact objectives**- what do we mean by success – and develop indicators - on communication in shelter response so they can begin to be integrated in SPHERE standards and into standard humanitarian shelter practice

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The following is the list of references in the scoping review. A complete list of documents reviewed for this study can be found in annex 1.

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Annexes

Annex 1. Complete list of documents reviewed

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Annex 2. Communication Channel Analysis

Type	Engagement pathway	Communication Channel	Format	Best for….	Comments
Digital and Social Media					
A	***Use of mass media***	Online information	Website, QR, links		Need good access to internet; have to have a good understanding of technologies
			Blog		
		Social Media	Facebook/ Twitter/Instagram	Providing basic information; engaging in a dialogue	Liked by younger, more affluent and urban
		SMS / Whatsapp	Advocacy message	awareness raising	
			Announcement message, early warnings	provide basic information	
		Apps	Online game	younger people	
			Basic information		
		Crowdsourcing	Interactive mapping		Need a quality control system
			Feedback information		Give people a voice, present their own concerns.; Need of a Response mechanism if necessary
			Data collection	Assessments	
Printed, visual and audio-visual mass media					
A	**Use of mass media**	Radio	Podcast / show	can be call-in or just talk	related the stories to their own daily lives
			Advertisement	get a specific message through	

			series / drama	entertainment education	
		TV	Programme podcast / show	get a specific message through	reach large audiences and can be cost-effective if used well and targeted carefully
			Advertisement	get a specific message through	likely to be successful if linked to other actions on the ground
			Series / drama		audiences should get involved; Should be very contextualized
			Quiz / competition		Visual communication transcends language
		Video	Youtube	Advocacy or technical	
			DVD	Advocacy or technical	
			Participatory video		Gives people a voice. It allows them to tell their own stories and present their own concerns, and to share these with other communities
B	**Visual materials**	Printed material	Leaflet / Fliers	Support material to other activities	it complement other activities; can be used as support or reminder after training sessions
			Poster / Stickers / Banners	Support material to other events	cheap and easy to manage, reaches large number of people; think about visual impact
			Factsheets / Info graphics	Support material for decision makers	
			Comic strips		
			Brochure / Information cards	Support material to other activities	if inappropriate presentation, low impact

			Calendar / Bookmarks	Support material to other activities	analyse how people interpret and understand it
			Risk / urban maps		
C	**Sensitisation campaigns to communities**	Audio/Soundtrack	Megaphone announcements	get a specific message through	
			CD, MP3, USB	for people on the move	can be played in public transport or public spaces
			Song, jingle		reach large audience
		Newspaper (tabloid)	Advert	get a specific message through	reach large audiences and can be cost-effective if used well and targeted carefully
			Article		Need to be adapted to the audience
			Newsletter		
			Magazines		
	Other	Traditional media	Any alternative traditional form of communication (e.g. drums)		can reach people that are usually been left out
Public events and activities					
C	**Sensitisation campaigns to communities**	Event sponsorship	Festivals / Anniversaries		Could be also school events
			Sport contest		
			Painting contest / graffiti		
		Shows	Cinema	Awareness raising	Could be combined with further or previous thematic discussion
			Drama / Theatre / Forum Theatre	Awareness raising	Should be adapted to culture and context; Forum Theatre promotes participation and solution findings

			Puppet show / Clowns	Awareness raising	need to be culturally acceptable
			Storytelling	Awareness raising	can be devised to suit the local situation; can be recorded
			Dance / Performance	Awareness raising	
		Public exhibition	Model house		
			Demonstration		e.g. analyse weak point of a building in a practical way
Interpersonal communication					
D	**Focus group conversation with individuals, groups, or communities (sensitisation activities)**	Face-to-face communication	Community mobilisers	establishing trust and closer relationship	
			Amongst the same community members	community empowerment	understand informal communication; work with trusted local leaders
			Exchange visits	community empowerment	e.g. visit and analyse a not affected house; use carefully participants
			Short orientation session pre-distribution	Emergency phase	can be complemented with printed material
			Meetings		
		Complains/Feedback mechanism		participation, empowerment	has to be linked with a good working response mechanism
E	**Training and/or workshops**	Training / WS	ToT	cascade knowledge	need to have a certain follow up to evaluate reach
			Training of engineers/architects	improve knowledge at decision making level	

			Skilled labour	introduce or improve construction technics	trainings to masons/ carpenters/ builders/…to
			Unskilled labour	sensitization of community	
			Creative workshops	empowerment, learn local ways of doing	
		Technical support	Kiosk / Info points	personalized support; info sharing	
			On-site supervision	personalized support; vulnerable people	
			Model house construction		
			Improve public buildings as model for example		need coordination with other sectors and authorities
			Thematic/technical info sessions (materials, HLP, etc.)		
F	**Local influences (government policies, national engineers, municipal regulations)**	Meetings	Community meeting (awareness raising)	sensitization of community	Can instigate open discussion and immediate responses; often familiar and trusted mean
			PASSA	empowerment of community; Recovery phase	should have additional budget to support PoA

			Games	younger people to arise awareness	
			Awareness to a specific influence group		Could be to local leaders, religious leaders, influencers, governments, vendors of construction material, etc.
			Session in schools for children /teachers	building on behaviour change	coordination with other sectors and authorities

Annex 3. CDAC Questions for understanding communication pathways within communities in rapid assessment

(Adapted for shelter by authors)

1. A. What are the main channels of communication available to your community now? (ranking questions)
   B. What channels did you use before? (ranking questions)
2. A. What is preventing you getting the information you need now? (ranking questions)
   B. Are there groups within the community who have more difficulty accessing information and why? (ranking questions)
3. A. Which sources of information do people trust the most? (ranking questions)
   B. Which sources do people trust the least? (ranking questions)
4. A. What would the community like more information on at the moment? What do you need to know more about?
5. How would you most like to communicate with aid agencies? (ranking questions)

Annex 4. Map of initiatives and opportunities for collaboration in research on knowledge engagement for safer (and better) reconstruction and recovery

	Key words	Collaborating organisations/Connections	Connections within FGD	Initiatives relevant for shelter response	Countries where initiatives are taking place	Website
CDAC	Connecting people	30+ and local partners	BBC Media Action, First response radio, IMC	Media Landscape Guides, Bangladesh media network, Common Feedback Project	Global	http://www.cdacnetwork.org/
Social Media for Good	Social media	NRC, IOM, GSC		Social media monitoring, Guide on Social media in disasters	Nepal, Greece	http://sm4good.com/
BBC Media Action	For people	Local reporters, journalists	CDAC	Left in the dark, Common Feedback Project, Lifeline Radio, Bangladesh shelter video, data portal	In Africa, Asia, Europe and the Caucasus, Middle East and North Africa	https://www.bbc.co.uk/mediaaction/
PSB Sub-Working Group	Knowledge engagement, Promoting safer building	GSC, EPICentre, BGS, Loughborough University, ODI		Scoping Review of Knowledge Engagement for Safer Reconstruction	Global	https://www.sheltercluster.org/working-group/promoting-safer-building
CRS Extending Impact	Behaviour Change	GSC	Eindhoven University of Technology	Extending Impact Study	Nepal, Bangladesh, India, Pakistan,	https://www.crs.org/our-work-overseas/research-publications/extending-impact

					Philippines, Madagascar	
Eindhoven University of Technology	Self-Recovery	GSC	CRS Extending Impact	PhD Doctoral Research Study	Nepal	https://research.tue.nl/en/persons/eefje-hendriks
Human Kind Research	Commercial research, audiences		Habitat for Humanity		UK Based	https://www.humankind-research.com/
First Response Radio	Broadcasters, radio		CDAC, BBC Media Action		Global	https://www.firstresponseradio.org/
University College London/ AXXA Insurance /	Recovery ecosystem, reconstruction and retrofitting, private sector	GSC	Habtiat for Humanity	PhD Doctoral Research Study	Pakistan	http://www.ucl.ac.uk/usar/who-we-are/student-members/maggie-stephenson
Habitat for Humanity	Cash, technical assistance	GSC	Human Kind Research, University College London		Global	https://www.habitat.org/emea

Annex 5. Codes used for the analysis of literature review, survey and interviews

Deductive codes	Description
OBJ1	Objective 1
OBJ2	Objective 2
CCiE	Condition in which they build coms strategy
CTC (CCS)	Currently used tools in coms
HBT	How are they building the tools?
MEAL	How they measure impact?
IMP1	Planned Impact they had
IMP2	Unplanned impact
KG	Areas they wish they knew more about
REC	Recommendations
NXT	Next steps

Inductive codes	Description
LK	Local knowledge
CLT	Local cultural context
SHR	Share best practice
LGG	Language
NEED	Need
GOAL	Goal
MDM	Medium of communication/communication strategy
2WAY	Two-way communication
P2P	Peer to peer communication
TRG	Target community
TIME	Time
IMG	Images
RADIO	Radio/audio
LEAF	Leaflet

@	Internet
SOC	Social media
MDL	Model houses
TRL	Translate
$$	Money/budget/funds
M&I	Monitor and improve
GDR	Gender
INDI	Indicators
SMG	Small groups/focus group
LDR	Leader
GOV	Government
CLB1	Collaboration inside cluster
CLB2	Collaboration outside cluster
CLB3	Collaboration with community
ORG	Origin of communications strategy
CTRPR	Construction practices
TR	Trust
UDST	Understand
RES	Resources
TEST	Testing communication strategy
TRN	Training
PASSA	Participatory Approach for Safe Shelter Awareness
THK	Encourage to think
ACT	Act
PRT	Prioritisation
INNO	Innovative ways to engage/communicate with communities
TEAM	Skills of coms team
MOV	Beneficiaries on the move