



## PSEA Network Myanmar

### Tip Sheet for Engaging with Communities on PSEA

#### Introduction

This tip sheet is designed for PSEA Network members in Myanmar to engage with communities in the design and implementation of PSEA awareness activities. As stipulated in the Inter-Agency Standing Committee's Minimum Operating Standards on PSEA implementation (IASC MOS), organisations are expected to raise beneficiary awareness on PSEA, including information on the organisation's standards of conduct and reporting system.<sup>1</sup> There is enormous benefit in involving communities and targeting particular at-risk members of communities in the design and development of messages on SEA to achieve behaviour change and increase understanding and reporting.<sup>2</sup>

This tip sheet is intended as a guide only, and all sections may not be relevant to all organisations, depending on the resources and time available; however, the main elements of the document are to involve target communities in the design and implementation of awareness-raising activities in addition to empowering colleagues with appropriate tools to effectively raise awareness, increase knowledge and ultimately change help-seeking behaviour.

Tip: Due to the sensitivities of SEA, your organisation may wish to incorporate discussions with community members into discussions about feedback mechanisms and staff misconduct more generally (see Annex A for guidance). You may also want to use case studies to illustrate what constitutes SEA (Annex B). You should also consider working with women's rights or women's lead organisations, lesbian, gay, bisexual, transgender, queer or intersex organisations and disability working groups to provide more inclusive messages, and/or to ensure that you are not reinforcing harmful or discriminatory gender roles and practices through your messaging. Also consider age-appropriateness in discussions.



Consider the potential for disclosure of SEA, child protection or gender-based violence during consultations and ensure that facilitators are well prepared with relevant and appropriate advice and referral procedures (including age and gender-appropriate services) if such a situation arises.



When discussing power dynamics with communities, allegations of abuse of authority perpetrated by community leaders (i.e. not NGO, humanitarian or development staff) may be reported. If so, colleagues should refer such cases to relevant government departments; the PSEA Coordinators can also be informed.

<sup>1</sup> IASC Minimum Operating Standards on Protection from Sexual Exploitation and Abuse by own Personnel (2012), hereinafter referred to as 'IASC MOS'.

<sup>2</sup> This tip sheet has been developed based on material provided by Save the Children's Communications, Advocacy and Campaigns section, that has extensive experience in working together with children and youth to increase awareness on numerous topics. It also incorporates elements of the SASA! Approach to end violence against women: <https://raisingvoices.org/sasa/>



### **1. Decide on your target audience**

Who will this be? Women, girls, men, boys, persons with disability, older persons, etc; each group will have a different understanding of SEA and preferences of reporting. Moreover, each group has different risks associated with SEA. It is therefore important to decide on the target audience before starting any awareness-raising. Other considerations include:

- Geographical region
- Language and literacy levels
- It may be better to work with groups individually so that issues can be discussed openly

### **2. What does your target audience already know about SEA?**

This can be achieved via surveys, focus group discussions etc with the target audience.

Some key questions to ask at this stage are:

- What do they currently know about SEA risks and reporting?
- What do they understand and what needs explaining?
- What are their preferred communication platforms?
- Who/what are major influences in their decision-making?
- Has the community experienced misuse and/or abuse of power before?
- Take the opportunity to test some key messages to see if they resonate.

### **3. Identify your allies**

These may be field PSEA/safeguarding focal points, and/or other leaders in the community. They may be active or vocal members of CSOs who advocate for women's and children's rights. You may wish to consider collaborating with these allies to understand community dynamics and power relationships, and also to ensure they are also aware of standards of staff conduct in addition to how to report an allegation of misconduct.

### **4. What sort of awareness activities will you develop, and over what time?**

What are the different channels available to communicate and inform communities?

Possible communication channels include: film, posters, radio messages, plays, blackboards in displaced persons camps, camp management offices, social media platforms, community/religious leaders, public events, research, partnership building, private sector support (e.g. advertisements) etc. Important points to consider:

- Which platforms are most often utilised by your target group?
- Will your target audience be able to receive the message that you would like to convey? For example, is there mobile phone or internet coverage in the area?
- Timing of activities – for example, some activities should be held in the evening so that they do not interfere with working commitments.

If your organisation does not have a specific budget and/or resources for specific PSEA activities, consider:

- How can my organisation mainstream PSEA messages in other activities and consultations with communities, such as on gender, child protection, diversity/inclusion, persons with disabilities, anti-corruption messages, human rights etc?



- What do I need to do to equip field colleagues to be able to engage with communities on PSEA (e.g. case studies, FGD questions, key messages, referral information)? See Annexes.

## 5. Develop your strategy

During this phase, you and your team, in collaboration with the target group and any allies, should develop:

- Key messages you wish to deliver
- Outline how these will be delivered
- Decide what content should go on what platforms
- A clear timeline and budget if necessary and available
- Risk analysis and mitigation measures. These may include:
  - Gently stopping the discussion/interview and reconvening at a more appropriate time/location if confidentiality is an issue;
  - Taking note to follow-up with particular individuals if they express the willingness and provide consent for referral;
  - Ensuring all staff conducting consultations with communities are aware of referral pathways;
  - Ensuring staff know how to confidentially report an allegation of SEA if one arises;
  - Whether or not a particular activity may place certain individuals at risk; if so, the activity should not proceed and alternatives should be explored.
- Goals and milestones for measuring impact

### **Sample key messages**

Some sample PSEA key messages are:<sup>3</sup>

- All kinds of humanitarian and development aid or assistance is free. No sexual or other favour can be requested in exchange for assistance.
- All humanitarian and development organisations have a policy of zero tolerance of sexual exploitation and abuse.
- Any case or suspicion of sexual exploitation and abuse should be reported.
- There will be no retaliation against anyone who reports, or against any communities. Communities will still receive aid/services even if a report is made.
- Individuals may report to *any* organisation and information about the allegation will be handled confidentially by all organisations. The allegation will be channelled to the relevant organisation unless an individual is afraid/does not want the information to be shared to that organisation.
- Perpetrators will be punished, and will not be able to be hired by another aid organisation again.
- Sexual exploitation and sexual abuse is not an organisation-specific issue, but is an abuse of power in society.

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<sup>3</sup> The first three sample key messages are taken from IASC Interim Guidance on COVID-19 – Protection from Sexual Exploitation and Abuse, March 2020.



## 6. Implementation

Hold regular meetings with your team to receive feedback and ensure that problems are quickly addressed. Take note of whether or not the goals of your awareness activities have shifted due to unforeseen circumstances.



It is important that communities understand and trust the reporting mechanism. There may be issues of trust where communities have reported abuse of power but nothing has been done. You may wish to use some of the case examples (see Annex C) to illustrate how perpetrators may be punished and how a complainant may remain anonymous if they wish.

## 7. Evaluation and assessment

It is important to have criteria in place from the very beginning of your activities, and then ensure there is continuous collection of evidence against that criteria. You can also include questions on awareness of SEA in other program monitoring to see if the messages have been understood.

Note: It is important to budget for PSEA awareness-raising activities in program budgets. PSEA Network members are encouraged to factor this into program design and development. Consider adding a specific budget line in upcoming proposals or modifying current budgets where possible. This may apply to a specific project or applied organisation-wide to ensure PSEA is effectively streamlined. PSEA Coordinators can provide support and advocacy to donors to ensure these activities are funded.



## **Annex A: Guidance for exploring community preferences for feedback and complaints<sup>4</sup>**

1. What terminology is culturally appropriate and commonly understood?
2. How do people feel most comfortable to alert us regarding sensitive things, and what might make them uncomfortable or prevent them from reporting?
3. How do people in the community find out about things? How should we share messages and information with them?
4. Share possible ideas about complaints channels we are considering (e.g. phone line, social media etc) and ask community members to tell us about pros and cons about that method
5. What expectations do community members have of the system and what information do they need to be confident to use it?

## **Annex B: Examples of SEA<sup>5</sup>**

1. A male staff member requires women to sleep with him before he gives them their monthly food distributions. (Sexual exploitation, highlight challenges of “consent” in this scenario)
2. A male international staff member solicits the services of a commercial sex worker on a Saturday evening. (Sexual exploitation)
3. A female local staff member touches young boys inappropriately, and intentionally, as part of a children’s psychosocial program. (Sexual abuse)
4. A male staff member rapes a community incentive worker when they are cleaning up after a distribution. (Sexual abuse)
5. A staff member at a school requires parents to submit naked pictures of their children before they can be registered at the school. (Sexual exploitation for parents, sexual abuse for children)

## **Annex C: Case studies of allegations of SEA in Myanmar and accountability**

1. In 2018, a report was made by an anonymous complainant against a national staff of an international NGO in Myanmar. The national staff was alleged to have raped a community member while off-duty. The staff member was immediately suspended while the case was investigated. The staff member was found to have breached the organisation’s Code of Conduct and was fired. In addition, the organisation reported the case to the police and the staff member was arrested. The complainant remained anonymous.
2. In 2019, after conducting of PSEA training, a complaint was made about a national staff member of a local NGO having a relationship with a beneficiary. The complainant was anonymous. The staff member was suspended while the case was investigated. The staff member resigned and admitted that they had been in a relationship with the beneficiary, but they did not realise that it was forbidden as it

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<sup>4</sup> Questions adapted from Care International Myanmar.

<sup>5</sup> Examples adapted from Care International Myanmar.



was a consensual relationship. The local NGO increased its efforts of raising awareness with staff members about the code of conduct.



# COMMUNITY COMMUNICATION AND ENGAGEMENT

## BEST PRACTICES FOR COMMUNICATING WITH MUSLIM COMMUNITIES IN CENTRAL RAKHINE

Providing information to and engaging with communities affected by conflict and disasters is an integral part of humanitarian assistance. In central Rakhine, there are several barriers to communication with conflict affected Muslim people, most notably, the language barrier, low literacy levels and low ownership of communication devices.

This document contains best practices and lessons learned from communicating with Muslim communities, which were compiled during a workshop facilitated by the CwC Technical Working Group and in a subsequent meeting of the group in Sittwe. This document shall inform the communication strategies of humanitarian and development actors and ensure they are effective in meeting the information needs of the target audiences in central Rakhine. It explains which communication channels are more likely to overcome the above-mentioned barriers and are generally more trusted by local Muslim communities.

### GENERAL RECOMMENDATIONS:

- The Rohingya language has no written script, therefore use alternatives to text-based communication when sharing information with persons of concern.
- The Muslim people in central Rakhine have a strong oral tradition. The preferred communication method is face-to face, be it door to door or in small community groups.
- Pictograms or cartoons can facilitate understanding, however extensive field-testing is essential to ensure that they are understood.
- Do not rely on communication technology, access to communication devices is low, particularly amongst women.
- Develop simple messages in plain language. This improves the likelihood that your communication will still be effective after undergoing translations.
- Ensure that your message includes a desired action or behavior and a clear motivation for the target audience.



Photo: UNHCR

FACE TO FACE COMMUNICATION	REACH:	MESSAGES:	PROS:	CONS:	INTERACTION:	COST:
	<ul style="list-style-type: none"> <li>• Can be a one-on-one conversation or in small groups of 10-15 people.</li> <li>• Requires physical access to the target community.</li> <li>• If local staff is engaged, this can overcome language barriers.</li> </ul> <p>Can reach people who are not mobile and/or more marginalized.</p>	<ul style="list-style-type: none"> <li>• Good for messages that require explanations tailored to individual needs.</li> </ul>	<ul style="list-style-type: none"> <li>• Strongest and most persuasive form of communication.</li> <li>• Opportunity to immediately provide feedback and ask questions.</li> <li>• Builds trust and relationship.</li> <li>• Allows to discuss sensitive topics that are considered taboo.</li> <li>• Allows to challenge dominant beliefs and norms.</li> </ul>	<ul style="list-style-type: none"> <li>• Time consuming and labour intensive.</li> <li>• Limited reach.</li> <li>• Requires skilled and well-trained facilitators (both in communication and in the topic being discussed).</li> </ul>	<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> High</li> <li><input type="checkbox"/> Intermediate</li> <li><input type="checkbox"/> Limited</li> <li><input type="checkbox"/> None</li> </ul>	<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> High</li> <li><input type="checkbox"/> Moderate</li> <li><input type="checkbox"/> Low</li> </ul> <p>Can include training, transport, salaries/incentives, material and tool development.</p>
<b>RECOMMENDED USE:</b> Recommended. Muslim communities have a strong preference for verbal face-to-face communication, be it through a dialogue or in small groups.						

VIDEO/ANIMATIONS	REACH:	MESSAGES:	PROS:	CONS:	INTERACTION:	COST:
	<ul style="list-style-type: none"> <li>• Can be shown through public screenings or in community meetings to specific target groups.</li> <li>• Can be shared via mobile phone or social media.</li> </ul>	<ul style="list-style-type: none"> <li>• Simple and short messages (time limitation).</li> <li>• Just one message per animation/image.</li> </ul>	<ul style="list-style-type: none"> <li>• Combination of audio and visual element has high potential to engage the audience.</li> <li>• Messages are easily understood by communities with low literacy.</li> <li>• Visuals can clarify information and processes.</li> <li>• Allows for targeted communication if audience is known.</li> </ul>	<ul style="list-style-type: none"> <li>• Time consuming and costly to produce videos/animations.</li> <li>• Potential privacy issues when filming videos in camps.</li> <li>• Relatively low ownership of smartphones.</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> High</li> <li><input checked="" type="checkbox"/> Intermediate</li> <li><input type="checkbox"/> Limited</li> <li><input type="checkbox"/> None</li> </ul> <p>Does not allow for two-way communication unless as part of a face-to-face interaction or dissemination via social media encouraging user participation.</p>	<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> High</li> <li><input type="checkbox"/> Moderate</li> <li><input type="checkbox"/> Low</li> </ul> <p>Production costs high whereas dissemination costs relatively low.</p>
<b>RECOMMENDED USE:</b> Recommended. Audio communication combined with visual elements is amongst the preferred and most trusted communication channels.						



LOUDSPEAKER	REACH:	MESSAGES:	PROS:	CONS:	INTERACTION:	COST:
	<ul style="list-style-type: none"> <li>• Good for targeting high density population groups concentrated in large villages, urban areas or camps.</li> <li>• Can reach a large audience at once.</li> <li>• Requires physical access to the target community.</li> </ul>	<ul style="list-style-type: none"> <li>• Better suited to short and simple messages, with a clear call to action.</li> </ul>	<ul style="list-style-type: none"> <li>• Can either be static (market/mosque) or mobile (hand-held megaphone or loudspeaker tuk tuk)</li> <li>• Can adapt the message and the language to each location.</li> <li>• Easy way to broadcast messages.</li> <li>• Effective in disseminating time-specific information (e.g. informing communities about their need to attend a meeting or event).</li> <li>• Can reach people who are not mobile and/or more marginalized.</li> </ul>	<ul style="list-style-type: none"> <li>• One-way communication that can lead to misunderstanding.</li> <li>• Only works for simple and short messages.</li> </ul>	<input type="checkbox"/> High <input type="checkbox"/> Intermediate <input checked="" type="checkbox"/> Limited <input type="checkbox"/> None	<input type="checkbox"/> High <input type="checkbox"/> Moderate <input checked="" type="checkbox"/> Low
<b>RECOMMENDED USE:</b> Recommended to mobilize people for a specific event, campaign or activity, not for overall information sharing.						

SMS	REACH:	MESSAGES:	PROS:	CONS:	INTERACTION:	COST:
	<ul style="list-style-type: none"> <li>• Wide coverage if mass dissemination via Viber.</li> <li>• Can reach communities to which physical access is difficult or restricted.</li> </ul>	<ul style="list-style-type: none"> <li>• Simple and clear messages.</li> <li>• Usually restricted to few characters.</li> </ul>	<ul style="list-style-type: none"> <li>• Fast and easy dissemination.</li> <li>• Useful for emergency messages when access to target population might be interrupted or restricted.</li> <li>• Can also act as a helpful reminder for specific behaviors (e.g. attend medical check, attend an event etc.)</li> </ul>	<ul style="list-style-type: none"> <li>• Unsuitable for communication with low literacy groups.</li> <li>• Unsuitable for communities with low ownership of mobile phones.</li> <li>• Low preference by communities.</li> <li>• One-way communication.</li> </ul>	<input type="checkbox"/> High <input type="checkbox"/> Intermediate <input type="checkbox"/> Limited <input checked="" type="checkbox"/> None	<input type="checkbox"/> High <input checked="" type="checkbox"/> Moderate <input type="checkbox"/> Low  Depends on number of recipients to be reached.
<b>RECOMMENDED USE:</b> Only recommended in emergencies when access to affected population is limited. Short audio clips are preferred over text messages.						

BANNERS	REACH:	MESSAGES:	PROS:	CONS:	INTERACTION:	COST:
	<ul style="list-style-type: none"> <li>• Can be seen by many people if banner is well located.</li> <li>• Can have even greater reach if used as transit media (i.e. placed on transport).</li> </ul>	<ul style="list-style-type: none"> <li>• Message should be simple and generally kept in a non-textual design.</li> <li>• Can combine text with pictograms or cartoons to facilitate understanding.</li> </ul>	<ul style="list-style-type: none"> <li>• Highly visible if placed in strategic locations.</li> <li>• Good for sharing information that is relevant to a specific community.</li> </ul>	<ul style="list-style-type: none"> <li>• Need a lot of space, depending on size.</li> <li>• Have had limited impact in central Rakhine.</li> <li>• Despite banners being highly visible, information is rarely retained.</li> <li>• Does not allow for two-way communication.</li> <li>• Depending on content, approval from government might be required.</li> </ul>	<input type="checkbox"/> High <input type="checkbox"/> Intermediate <input type="checkbox"/> Limited <input checked="" type="checkbox"/> None	<input type="checkbox"/> High <input checked="" type="checkbox"/> Moderate <input type="checkbox"/> Low
<p><b>RECOMMENDED USE:</b> Only recommended in combination with other communication channels or if message is explained through face-to-face communication for better comprehension. Overall, their impact has been very limited in central Rakhine.</p>						

LEAFLET/FLYER	REACH:	MESSAGES:	PROS:	CONS:	INTERACTION:	COST:
	<ul style="list-style-type: none"> <li>• Can be distributed intensely if physical access to the target community is given.</li> <li>• Requires a carefully developed dissemination strategy to ensure a targeted and effective reach.</li> </ul>	<ul style="list-style-type: none"> <li>• Can convey information that requires visualization through diagrams or pictograms.</li> </ul>	<ul style="list-style-type: none"> <li>• Can combine text with diagrams, pictograms or cartoons.</li> <li>• Can be very engaging.</li> <li>• People can keep the information and review over time for better understanding and as a reminder.</li> </ul>	<ul style="list-style-type: none"> <li>• Limited understanding in low literacy communities.</li> <li>• Requires a good dissemination strategy for effective reach.</li> <li>• Requires skill and effective pre-testing to ensure that information is clear, engaging and understandable.</li> <li>• Does not allow for interaction/further explanation, unless used as a tool during face-to-face communication.</li> </ul>	<input type="checkbox"/> High <input type="checkbox"/> Intermediate <input checked="" type="checkbox"/> Limited <input type="checkbox"/> None	<input type="checkbox"/> High <input checked="" type="checkbox"/> Moderate <input type="checkbox"/> Low  <p>Cheap to produce, but time-consuming to distribute.</p>
<p><b>RECOMMENDED USE:</b> Only recommended if information is mainly presented in a visual way or if message is explained through face-to-face communication for better comprehension.</p>						

POSTER	REACH:	MESSAGES:	PROS:	CONS:	INTERACTION:	COST:
	<ul style="list-style-type: none"> <li>• Reach can be high if posters are distributed widely and well placed.</li> </ul>	<ul style="list-style-type: none"> <li>• Message should be simple and generally kept in a non-textual design.</li> </ul>	<ul style="list-style-type: none"> <li>• Can combine text with diagrams, pictograms or cartoons.</li> <li>• Helpful in reinforcing information that is distributed through verbal communication</li> </ul>	<ul style="list-style-type: none"> <li>• Distribution depends on physical access.</li> <li>• Can be time-consuming to hang-up, might need to be re-placed often.</li> <li>• Limited understanding by low literacy communities, unless posters are mostly visual.</li> </ul>	<input type="checkbox"/> High <input type="checkbox"/> Intermediate <input checked="" type="checkbox"/> Limited <input type="checkbox"/> None  No interaction unless used as a tool during face-to-face communication.	<input type="checkbox"/> High <input checked="" type="checkbox"/> Moderate <input type="checkbox"/> Low  Cheap to produce, but time-consuming and expensive to distribute.
<b>RECOMMENDED USE:</b> Only recommended in combination with other communication channels or if message is explained through face-to-face communication for better comprehension. Overall, their impact has been very limited in central Rakhine.						

RADIO	REACH:	MESSAGES:	PROS:	CONS:	INTERACTION:	COST:
	<ul style="list-style-type: none"> <li>• Can reach a lot of people quickly and at the same time.</li> </ul>	<ul style="list-style-type: none"> <li>• Simple messages through public service announcements or scripts read out by a presenter.</li> <li>• Live debates on a topic.</li> <li>• Suitable for threading messages into entertainment education programmes.</li> </ul>	<ul style="list-style-type: none"> <li>• Usually well adapted to oral societies.</li> <li>• Programmes can be developed in a way that allows for some way of interaction with listeners (e.g. question and answers, public debates).</li> </ul>	<ul style="list-style-type: none"> <li>• Needs ownership of communication device.</li> <li>• Low trust of radio station and programmes in central Rakhine.</li> </ul>	<input type="checkbox"/> High <input checked="" type="checkbox"/> Intermediate <input type="checkbox"/> Limited <input type="checkbox"/> None  High interaction through debates or phone in facility.	<input type="checkbox"/> High <input checked="" type="checkbox"/> Moderate <input type="checkbox"/> Low
<b>RECOMMENDED USE:</b> Not recommended, extremely low ownership of radios and low consumption habits in central Rakhine combined with low levels of perceived trust in this medium.						

TRADITIONAL MEDIA (Drama, songs, storytelling)	<b>REACH:</b> <ul style="list-style-type: none"> <li>Limited geographic coverage.</li> <li>Can reach groups of up to 200 people at once, within a specific geographical location.</li> </ul>	<b>MESSAGES:</b> <ul style="list-style-type: none"> <li>Good for sensitizing communities on issues in an entertaining format.</li> </ul>	<b>PROS:</b> <ul style="list-style-type: none"> <li>Engaging format, which attracts large crowds.</li> <li>Can be highly participatory.</li> <li>If participation is used, it can help challenge dominant norms and model new behaviours.</li> </ul>	<b>CONS:</b> <ul style="list-style-type: none"> <li>Resource intense.</li> <li>Limited reach.</li> <li>Requires skilled performers to ensure that interaction and exchange happens effectively.</li> <li>Does not allow for targeted communication as you cannot control who will attend.</li> </ul>	<b>INTERACTION:</b> <ul style="list-style-type: none"> <li><input type="checkbox"/> High</li> <li><input checked="" type="checkbox"/> Intermediate</li> <li><input type="checkbox"/> Limited</li> <li><input type="checkbox"/> None</li> </ul> <p>Can be high, if audience is guided into participating during or at the end of the performance.</p>	<b>COST:</b> <ul style="list-style-type: none"> <li><input type="checkbox"/> High</li> <li><input checked="" type="checkbox"/> Moderate</li> <li><input type="checkbox"/> Low</li> </ul> <p>Depends on sophistication of production.</p>
	<b>RECOMMENDED USE:</b> Recommended only with highly trained facilitators. These forms of communication have a high potential for communicating sensitive issues in an entertaining and engaging format that allows for community participation.					

## MORE RESOURCES

- DRC – Information Needs in Sittwe and Pauktaw Camps – August 2019**  
 A detailed study on community preferences for receiving and sharing information and recommendations for more inclusive CwC strategies.
- TRANSLATOR WITHOUT BORDERS – Misunderstanding + Misinformation = Mistrust, September 2019**  
 The cross-border study analyzes the role of language in humanitarian service access for the Rohingya population.
- INTERNEWS – Information Needs Assessment 2019, Rohingya and Host Communities, Cox’s Bazaar, Bangladesh – July 2019**  
 A study on communication needs in the refugee camps in Cox’s Bazar.