Towards a Code of Conduct: Guidelines for the Use of SMS in Natural Disasters:

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INTRODUCTION

This joint effort draws on the wealth of existing expertise across numerous organizations and previous research to codify a series of best conduct practices for the use of SMS in disaster response. This guideline document is a collaborative work in progress and therefore neither fully comprehensive nor entirely complete. The need for a public SMS Code of Conduct is pressing so we hope experts in this space will continue to lend their expertise on the subject and thereby move these guidelines into a working, living code of conduct. This effort focuses exclusively on “natural” disasters and thus currently excludes reference to political crises and complex humanitarian emergencies. In addition, the code of conduct is specifically limited to Short Messaging Service (SMS) information and communication technology. The intended audiences for this code of conduct are those organizations seeking to use SMS for disaster response and those telecommunication companies that are in a position to provide technical support. To this end, the draft code of conduct also seeks to bring an improved sense of coordination and understanding between telecommunications companies and humanitarian actors.
WHY USE SMS IN DISASTER RESPONSE?

In the 2005 World Disaster Report published by the International Committee of the Red Cross (ICRC), access to information was described as being as important as access to food, water, shelter and medication. As demonstrated before, during and since the 2010 Haiti earthquake, the use of SMS can provide timely information to disaster affected communities while also being used to rapidly collect information from these communities to improve aid delivery and accountability. While there are important opportunities, there are also some limitations vis-à-vis the use of SMS for disaster response. Managing expectations and processing potentially large volumes of text messages remain a challenge, for example.

NEW PARTNERSHIPS AND ALIGNING INTERESTS

While Mobile Network Operators (MNOs) are not traditionally in the “business of humanitarianism”, there is a strong opportunity to develop improved partnerships between these companies and the humanitarian and disaster response communities. Mobile technology is increasingly being viewed and depended on as a lifeline in crises, and Mobile Network Operators are well placed to become delivery partners in the dissemination of essential information before, during and after disasters. Their contribution is not limited to simply owning the mobile channel. Significant expertise exists within the MNO community with regard to delivering effective messaging to their customers, disseminating information across disaster-affected regions, and creating information campaigns that have powerful market outreach. MNOs possess market research and consumer data that could be useful in the design of an emergency response service, relationships and familiarity with their customers (who are also affected populations), and large distribution channels that could be leveraged to support response.

At the same time, MNOs do not necessarily possess the expertise, resources or capacity to understand the information and priorities that responders wish to act on, or how to establish for whom, and how, to make their networks most impactful and effective in order to enhance SMS service provision in humanitarian situations. They also face risks when opening their networks to humanitarian organisations and agencies who may not have coordinated, verified or provided clarity in the information they send over the mobile network – just as humanitarian organisations face risks regarding information they communicate is incorrect, raises false hope or is not understood by the recipient.

This document recognises the expertise of both the humanitarian and mobile sectors in their particular domains, and the benefits to each in strengthening the coordination and partnerships between them. This also highlights the notion that, although the interests of each sector may seem challenging to align, there is significant potential for effective partnerships to be developed between the mobile and humanitarian communities to deliver impactful, efficient SMS services in natural disasters – so as to better meet the needs of the communities who need them most.
KEY CONSIDERATIONS FOR COOPERATING WITH AID IMPLEMENTERS – FOR MNO PARTNERS

- Aid implementers are specialists in crisis response – but may not have expertise in telecommunications. As a result, many basic terms and concepts (technical or commercial) will be unfamiliar to these partners. Clear, concise communication – and simple “user-friendly” language – can help address this challenge and minimize misunderstanding.

- Many aid implementers have multiple offices, numerous teams, and varying organizational structures – all within a single crisis zone. Establishing clear, consistent Points of Contact at each aid agency (and understanding the role/decision-making authority of these contacts) will help ensure efficient communication and service launch.

- Many aid implementers have detailed organizational processes for contracting, financial management, and content creation. As a result, service delivery partnerships may need approval at several levels, creating delays. Setting clear timing expectations at the start of any partnership can help mitigate this risk.

- Most aid implementers’ main aim is to provide emergency help, at low (or no) cost to communities in crisis zones. As a result, these partners may be less interested in the delivery of commercial/value-added mobile services, particularly in the first weeks after a crisis event. Phasing in cost-based services over time – or finding options for subsidising these services so that they remain low-cost – is an ideal alternative.

- Aid implementers do not always coordinate their crisis relief efforts with each other, especially when crisis events evolve rapidly. As a result, multiple implementers may approach mobile network operators with similar requests for cooperation. Preparing in advance for this possibility – and working to understand the various needs of each aid agency that requests services – will help optimise partnership planning.

KEY CONSIDERATIONS FOR COOPERATING WITH MOBILE NETWORK OPERATORS – FOR HUMANITARIAN PARTNERS

- Mobile network operators may be badly affected themselves by natural disasters, including infrastructural damage and loss of life. In the immediate aftermath of a disaster, resources will most likely be focused on restoring services in order to provide essential access to communications, and on accounting and providing for employees.

- Not all mobile operators structure their disaster preparedness and response programmes in the same way. Different departments are often involved in decision making, and there may or may not be a dedicated resource(s) who has specific expertise or authority in this area. Corporate Social Responsibility, Sustainability, Public Affairs, Technical, Business Continuity, Network Management and Executive teams may all be involved, and as such it is important to identify the correct point of contact for SMS service development and roll out.

- In the immediate aftermath of a natural disaster, mobile operators will be facing numerous pressures and obligations. As a result, requests for access to the network for SMS service provision should be coordinated among humanitarian actors wherever possible.

- The role of mobile communications in humanitarian response is rapidly evolving; as a result, the level of expertise and experience will vary based on operator and market.
A number of qualifiers vis-a-vis this draft code of conduct are in order. First, there is still very little empirical work or monitoring and impact evaluation (M&E) of the use of SMS projects in disaster response. Much more research is needed to inform a robust code of conduct. In the meantime, however, many organizations have actively sought information on basic guidelines for the use of SMS in disaster response. These will be refined as more M&E data becomes available. Second, this effort is in no way meant to replace or minimize the importance of related research.

On the contrary, this code of conduct seeks to build on and complement the work of many excellent organizations and networks in this space such as Communicating with Disaster Affected Communities Network (CDAC-N), Information as Aid (Infoasaid), FrontlineSMS and the work of the UN Office for the Coordination of Humanitarian Affairs (UN OCHA). Third, SMS is not the only technology that can be used for disaster response, nor should it necessarily be used in isolation from other media and technologies like radio and public message boards. Fourth, this proposal does not seek to enforce this code of conduct but rather to propose basic guidelines so that organizations can seek to hold themselves accountable to a publicly available standard based on the humanitarian imperative of Do No Harm. In sum, this code of conduct is meant to serve as a reference and resource that can be adopted and implemented rather than an enforceable prescription. As more is learned about creating impactful SMS services for disaster response, this document will evolve to reflect established best practices in the field.

The sections below outline high-level recommendations that have been extrapolated from a review of the existing literature, feedback from expert reviewers and an aggregation of lessons and challenges from recent disasters. It was presented in draft version at the GSMA Disaster Response Working Group held in Shanghai in June 2012, and was workshopped at ICCM 2012 in Washington. It will also be discussed in a roundtable meeting at Mobile World Congress 2013.

KEY CONSIDERATIONS FOR Cooperating with Mobile NETWORK OPERATORS-FOR HUMANITARIAN PARTNERS (CONTINUED)

- Mobile networks may experience technical challenges such as network congestion. As a result, service design should consider the attributes of the network and its management to avoid adding additional pressure onto the network.

- In many markets, mobile operators have strong relationships and brand presence with citizens and will be engaged with community-based programmes or support local NGOs or civil society groups. Consider how the service you are designing fits in with pre-existing services or programmes.

- Mobile operators have an obligation to protect the privacy of their subscribers, and are bound by prevailing regulatory and licensing realities. These should be considered at the earliest stages of service design.
RECOMMENDATIONS
GENERAL GUIDELINES

1. CONSIDER WHETHER SMS IS THE MOST APPROPRIATE VEHICLE FOR THE INFORMATION YOU ARE TRYING TO DISSEMINATE OR COLLECT. ASSESS THE WIDER MEDIA AND COMMUNICATIONS LANDSCAPE AND LOCAL CONTEXT.

2. DO NOT LAUNCH AN SMS SERVICE UNLESS YOU HAVE THE ABILITY (AND CAPACITY/RESOURCES) TO ACT ON INCOMING INFORMATION E.G. SOMEONE ASKS FOR SOMETHING AND YOU CAN RESPOND WITH THE INFORMATION, SERVICE, OR SERVICE REFERRAL THAT THEY NEED. FAILURE TO DO SO RISKS Raising expectations unreasonably, possibly to a dangerous level and diminishes the credibility of your service.

3. CONSIDER THAT SOLID AND COORDINATED PARTNERSHIPS ARE REQUIRED TO MAKE AN SMS SERVICE SUCCESSFUL. YET THE CAPACITY AND INCENTIVES OF PARTNERS (BOTH BETWEEN MOBILE OPERATORS AND HUMANITARIAN ORGANISATIONS, BETWEEN ORGANISATIONS, AND BETWEEN TARGETED COMMUNITIES AND SERVICE DELIVERERS) MAY VARY.

4. DESIGN WITH THE END-USER IN MIND. FOCUS ON VALUE AND SIMPLICITY TO BENEFICIARIES AND USER-CENTRIC DESIGN, RATHER THAN SOLELY WITH A DESIRE TO MINIMIZE WORK ON THE BACKEND.

5. THE HUMANITARIAN PRINCIPLE OF “DO NO HARM” COMES FIRST. SMS-BASED SERVICES (AND SIMILAR COMMUNICATION PROJECTS) SHOULD HAVE THIS AS THEIR FIRST AND PRIMARY GOAL.

FOR FURTHER INFORMATION ON THE FUNDAMENTAL PRINCIPLES GUIDING HUMANITARIAN WORK AND RESPONSE, PLEASE VISIT:

UN OCHA: HTTP://OCHANET.UNOCHA.ORG/P/DOCUMENTS/OOM_HUMPRINCIPLE_ENGLISH.PDF

Recommendations

Mobile Service Roll-out Planning

In determining whether an SMS platform is appropriate for disaster response activities,

Organisations should consider the broader local media environment and context, mobile phone ownership and distribution (especially in regards to access based on gender and age), literacy levels and the coverage and reliability of the network.

SMS platforms should ideally be set up prior to major disasters.

These systems should be highly robust and reliable. Backup systems should always be available should the primary system crash, making it optimal that professional organisations host the servers and critical network connections (preferably in sites located outside of the disaster zone).

Existing national SMS systems should not be duplicated (unless there are compelling reasons to do so).

Instead, organisations should work with local government as much as possible. This means supporting national institutions and processes wherever possible.

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Organisations should plan regular contact with mobile network operators to avoid swamping them with ad hoc requests.

MNOs should appoint a single point of contact (POC) for handling short code and connectivity requests in a disaster/crisis event; wherever possible.

Responders should also appoint a single POC to coordinate communication with MNOs, especially in cluster-based responses.

Recommendations

Mobile Service Roll-out Planning

A streamlined process for short code provisioning should be adopted to avoid confusion and duplication.

Short code sharing by multiple organisations should be considered where possible, and achieving this requires that these organisations partner with each other, preferably through a coordinating body (for SMS broadcast purposes) at a systemic level.

The latter would ensure that text messages are not duplicative or contradictory and that any parallel services do not interrupt the operations of the other. It would also ensure that the capacity and processes for response to incoming SMS messages has been considered by organisations requesting feedback. Challenge inherent to achieving this likely require further research.

A centralised coordinating body should be identified to streamline SMS services in an emergency.

Although potentially challenging to achieve, many actors agree that a centralised coordinating body should be identified to streamline SMS services in an emergency.

Strong partnerships, preparedness and communication across agencies and organisations will be essential to achieving this result.

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AT LAUNCH, IDENTIFY A TIME PERIOD IN WHICH YOUR SERVICE WILL BE USEFUL AND YOUR RESOURCES AVAILABLE.
WHERE POSSIBLE, IDENTIFY AN ESTIMATED END DATE FOR SERVICE DELIVERY, AND A SUSTAINABILITY PLAN FOR FOLLOW-ON INFORMATION PROVISION — EITHER TOLL-FREE OR AT A COST TO USERS.

FOR RESPONDERS
RECOGNISE THAT SENDING SMS MESSAGES IN AND OF THEMSELVES IS NOT SUFFICIENT, AND THAT INFORMATION DISSEMINATION STRATEGIES RELYING ON SMS MAY NEED TO BE ACCOMPANIED BY AN ADDITIONAL CAMPAIGN TO EXPLAIN ITS USEFULNESS OR PROVIDE MORE COMPLETE INFORMATION. THIS AGAIN HIGHLIGHTS THE IMPORTANCE OF MULTIMEDIA AND MULTI-CHANNEL INTERVENTIONS.

ALONG THESE LINES, IT IS ALSO CRITICAL THAT THE MESSAGING NOT RAISE FALSE EXPECTATIONS.
THE DISSEMINATION SHOULD USE MULTIPLE CHANNELS INCLUDING RADIO, NEWSPAPER, TELEVISION, AND BULLETIN BOARDS. THE MESSAGING ABOUT SHORT/LONG CODES SHOULD ALSO CLEARLY IDENTIFY WHO IS SENDING AND/OR RECEIVING THE MESSAGE, AND FOR HOW LONG THE SERVICE WILL BE IN PLACE. IN SUM, CLEARLY PUBLICIZE — OVER AND OVER — THE FUNCTION OF YOUR SERVICE, AND DO NOT SHIFT YOUR MISSION WITHOUT REASSESSING THE ENTIRE ECOSYSTEM AND NOTIFYING THE PUBLIC.

THE RAW CONTENT OF TEXT MESSAGES THAT ARE SHARED WITH DISASTER RESPONDERS SHOULD BE VETTED AND VERIFIED AS MUCH AS POSSIBLE. THE ORGANIZATION THAT IS USING THE DATA GENERATED THROUGH THE CAMPAIGN BEARS ULTIMATE RESPONSIBILITY FOR ENSURING THE VALIDITY OF THE CONTENT. ANY CONTENT THAT HAS NOT BEEN VERIFIED SHOULD BE CLEARLY MARKED AS SUCH.

PERSONAL IDENTIFYING INFORMATION SHOULD NOT BE MADE PUBLIC UNLESS PRIOR CONSENT IS PROVIDED BY THOSE TEXTING INTO AN SMS INFORMATION SERVICE.

THE RAW CONTENT OF TEXT MESSAGES SHOULD REMAIN CONFIDENTIAL AND HOSTED ON A SECURE PLATFORM.

RETENTION OF PERSONAL DATA, PARTICULARLY MOBILE USERS’ PHONE NUMBERS, SHOULD BE LIMITED TO A SPECIFIC PERIOD OF TIME FOLLOWING THE DISASTER AND SHOULD NOT BE TRANSFERRED TO THIRD PARTIES WITHOUT PRIOR CONSENT. RECOGNITION OF PREVAILING PRIVACY LAWS IN SPECIFIC COUNTRIES IS IMPORTANT AS ARE REGULATIONS THAT STIPULATE THAT MOBILE NETWORK OPERATORS PROTECT THEIR CUSTOMER DATA.

ACHIEVING A MUTUALLY-UNDERSTOOD AGREEMENT (BETWEEN USERS AND SERVICE PROVIDERS) WHERE IDENTIFYING INFORMATION IS SHARED SHOULD ALWAYS BE DONE IN A WAY WHICH PROTECTS THE INDIVIDUAL SERVICE USER.

INFORMATION COMMUNICATED TO DISASTER-AFFECTED POPULATIONS VIA SMS NEEDS TO BE RELEVANT, ACTIONABLE AND TIMELY. THIS MEANS THAT SMS MESSAGES SHOULD BE TARGETED BY GEOGRAPHY, AND IF POSSIBLE BY GROUP. FOR EXAMPLE, DISPLACED INDIVIDUALS IN AN INTERNAL DISPLACED PERSONS (IDP) CAMP SHOULD RECEIVE INFORMATION THAT IS RELEVANT TO THEIR SITUATION AND THEIR LOCATION.

CLEAR COMMUNICATION BETWEEN IDENTIFIED POINTS-OF-CONTACT IS ESSENTIAL IN ORDER TO ACTIVATE PRE-AGREED PROTOCOLS AND ENSURE CLARITY.

FOR RESPONDERS
SMS INFORMATION SERVICES FOR DISASTER-AFFECTED POPULATIONS NEED TO BE “OPT-IN” SERVICES WHEREVER POSSIBLE. ORGANIZATIONS SHOULD NOT CARRY OUT REGULAR SMS BROADCASTS WITHOUT GIVING RECEIPIENTS THE ABILITY TO EASILY UNSUBSCRIBE TO THE SERVICE SHOULD THEY WISH TO.

IT IS CRITICAL THAT THE DIFFERENT SOURCES DISSEMINATING THIS INFORMATION PROVIDE CONSISTENT MESSAGING ABOUT THE SHORT/LONG CODES AND THEIR USES.

SHOULD BE CLEAR COORDINATION THROUGHOUT A CAMPAIGN.

TO ENSURE THAT THIS IS THE CASE, WHILE IT IS NOT NECESSARY THAT ONLY ONE SOURCE PROVIDE THE MESSAGING, IT IS CRITICAL THAT THE DIFFERENT SOURCES DISSEMINATING THIS INFORMATION PROVIDE CONSISTENT MESSAGING ABOUT THE SHORT/LONG CODES AND THEIR USES.

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RECOMMENDATIONS
MOBILE SERVICE PHASE-OUT/HAND-OFF

In cases where longer-term service management will be handed over to local partners, ensure that these local partners have
SUFFICIENT TRAINING AND CAPACITY TO TAKE ON THIS RESPONSIBILITY.

In cases where longer-term service management will be handed over to MNOs, any changes in service content or pricing must be clearly stated to service users.

Consider the relevance and validity of content over time:

- If the nature of the service shifts with the end of the immediate crisis, content, partnerships and value/need of the service should be reviewed.

For MNOs:

Meta-Knowledge Capture:

The use of SMS in disaster response is still in its infancy.

As such, documenting “lessons learned” from service delivery, to inform the next round of service planning (for subsequent crisis events), and knowledge sharing between stakeholders is key to improving the impact of these services.

However, fundamental to all situations is the need for strengthened partnerships and coordination between and within the mobile operator and humanitarian communities.

As all crisis situations differ, these recommendations will need to be tailored to reflect the context and realities of specific responses.

Anonymised data gathered over the service delivery period could be relevant and useful for informing future responses, or other areas for social impact.

Consideration of referral/follow-on resources:

For affected communities if the SMS service in question is no longer operational, ensure that beneficiaries’ expectations are managed regarding the continuation of service provision over the longer term.
When you restore the mobile network, you rebuild the human network.

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