Zamboanga Learning Review on Post-Conflict Community Engagement

Cover photo: OCHA/Gil Arevalo

The learning review was conducted by the Asian Institute of Journalism and Communication and commissioned by the Community of Practice on Community Engagement through OCHA, IOM, UNFPA and ACF

For more information, please contact:

Zamboanga
Sheila Covarrubias, Chief-Public Information Office, City Government of Zamboanga
Email: maegan2002@gmail.com
Mob: +63 917 756 2324

Sapia Taulani, Humanitarian Affairs Assistant, UN-OCHA
Email: taulani@un.org
Mob: +63 917 831 0441

Manila
Gil Francis Arevalo, Community Engagement Officer, UN-OCHA
Email: arevalog@un.org
Mob: +63 917 515 3539

Miguel Almario, Community Engagement Officer, IOM
Email: malmario@iom.int
Mob: + 63 977 811 7268

Arlene Alano, Communications Officer, UNFPA
Email: alano@unfpa.org
Mob: +63 920 928 6471

Rose May Maitem, Communications Officer, ACF
Email: rmaitem@ph.acfspain.org
Mob: +63 929 319 4607

EXECUTIVE SUMMARY

The Communication Working Group (CWG) in Zamboanga City is the first working group in an armed-conflict situation and one of the longest-running field level working groups in Philippine emergencies since 2013. It was established in October 2013 to bring together all actors working in humanitarian communication activities related to the September 2013 Zamboanga Siege, such as communicating with communities (CwC), accountability to affected populations (AAP), and community participation.

The Learning Review: Zamboanga Post-Conflict Community Engagement has been conceived to capture the learning on humanitarian communication for developing clearer goals and more effective strategies appropriate to an armed-conflict setting. The review will also help strengthen the existing Communication Core Group (limited members at this point) in Cotabato City, Central Mindanao.

Its general objectives are (1) to ensure that learning related to communication, information correlated with IDPs, accountability of humanitarian actors and government, and community participation in the Zamboanga Siege response is captured and documented, and (2) to bring key actors (at the national and local levels) together to reflect on their experiences toward developing goals and strategies for future emergency response in an armed-conflict situation.

Specific objectives are (1) to document and synthesize experiences and feedback of community members and humanitarian workers in terms of access to information and opportunity for dialogue, and (2) to identify and examine good practices, challenges, and value-added features in communication, accountability, and community participation work at the field and national levels.

Methodology of the learning review includes a desk review of relevant documents and materials, focus group discussions (FGDs), and key informant interview. A total of 75 IDPs, government representatives, and humanitarian workers participated in 10 FGDs.

Key findings and analysis cover the following: (1) sociopolitical context of communicating with IDPs, (2) communication process as an integrated whole, (3) implementing humanitarian communication through the CWG, (4) various communication initiatives implemented, (5) segmenting communication stakeholders, (6) information needs of IDPs and key messages of humanitarian partners, (7) communication channels and information flow, and (8) feedback mechanisms and coordination structures.

Lessons learned include (1) personal reflections by service providers, (2) what worked: good practices, and (3) what didn't work.

Recommendations of the review are as follows:

1. The CWG needs to convene an assessment and planning workshop to determine what communication initiatives to undertake to respond to evolving needs and concerns of the affected communities, as well as to address medium- and long-term objectives. The output will be a strategic communication plan for the Zamboanga post-conflict recovery and rehabilitation.

2. As a planning tool and guide for the CWG, inventory or mapping of existing IEC materials and current communication activities needs to be done.

3. As an immediate response to the urgent need of the IDPs for information about their permanent housing, the CWG needs to plan and implement a follow-up series of community meetings or community consultations to effective close the communication loop.

4. To better meet the information needs of IDPs and strengthen community engagement, the CWG can build the capacity of IDPs to plan their communication activities and produce their own IEC materials.

5. Capacity building for CWG members and CWG youth volunteers must be sustained.

6. Success stories and the overall communication experience in a post-conflict context need to be thoroughly documented.

7. To strengthen media engagement in the humanitarian response, a series of training-workshops or a continuing training program for Mindanao-based journalists can be planned and implemented.

8. The Command Post in IDP camps is the main communication center for the IDPs and serves as their direct link to needed services and support. It is therefore necessary for camp managers and camp management support staff to build their capacity for humanitarian communication.

9. The CWG can advocate with the CMO for strengthening information management for better planning and decision-making. These may include IDP population disaggregate data and ethnic composition.

10. OCHA can help develop content for a college level course on Humanitarian Communication, which will be included in the Commission on Higher Education (CHED) curriculum starting in 2018.

Message from

OCHA Philippines Head of Office

Mark Bidder
Head of Office, OCHA Philippines

The learning review on the Zamboanga post-conflict community engagement is the product of extensive work to synthesize various reports and documents, mapping innovative communication and accountability initiatives, and conducting field interviews and community consultations.

The review was undertaken because we are one in our belief that field level working groups established under the wing of the Community of Practice (CoP) play both strategic and operational roles in advancing the principle that disaster-affected people should be at the center of preparedness and humanitarian response to disaster, be it man-made or natural. Communication is Aid and so is Accountability.

This final report captures the learning on two-way communications, accountability and community participation since the creation of the Zamboanga Communications Working Group (CWG) in October 2013. The CWG was the first in an armed-conflict scenario and so far the longest running field level working group in the Philippine humanitarian response and post-conflict community engagement since 2013.

Critical here was how we engaged the displaced populations to understand their experiences and listen to their feedback as regards access to life-saving information, as well as opportunities for dialogue, connectivity and community participation. The learning review helped build a framework of what a successful communication, accountability and community response looks like in an armed-conflict context and mapped what was needed from different actors to achieve this.

Communicating with and being accountable to affected populations go beyond the aid provider-receiver paradigm. This learning review stressed the importance of connecting with family and friends, sharing cultural and religious information, and respecting perspectives coming from a range of segments of the community including elderly, youth, women, men, people with disabilities, indigenous people and those living in geographically isolated areas.

I would like to extend my appreciation and thanks to everyone involved in this learning review both in Manila and in Zamboanga.

- To **Ms. Sheila Covarrubias**, for proactively engaging the city government public information office over the last two years as lead of the CWG;
- To **OCHA, UNFPA, ACF, IOM**, and other CoP and CWG members including the local CSOs, NGOs and government agencies and local government units in Zamboanga, for working so hard to ensure that two-way communication and information sharing go beyond the aid provider-receiver paradigm.

The Zamboanga conflict that began in 2013 has been a heartbreaking tragedy for the people of Mindanao and of the Philippines. Nearly 130,000 people have been affected. At the height of the conflict in September and October 2013 over 80,600 people from 14 barangays were forced to leave their homes and to seek shelter in 59 evacuation centers and displacement sites.

IOM has been present in Zamboanga since the beginning of the conflict, providing life-saving assistance in terms of camp coordination and camp management (CCCM), non-food relief items (NFIs), emergency and recovery shelter, protection, health and, of course, communications.

Together with the Department of Social Welfare and Development (DSWD), IOM built 700 transitional shelters in new sites to decongest the evacuation centers, especially the overcrowded Grandstand, which at the peak of the crisis hosted over 11,000 families. The shelters were designed to be consistent with the architectural traditions of the indigenous local community.

Today, IOM is continuing to implement activities throughout Zamboanga; supporting the affected population in the longer term through transitional shelter, protection and livelihood support.

After crises of this kind, it is important to return to the affected communities to identify important actions taken since the outset. We need to look at lessons learned, gaps in support, and to examine how we can best support the affected population in the future.

The Zamboanga Learning Review plays a key role in this. It identifies effective strategies appropriate to armed-conflict settings and lists best practices which will serve as a guide for other responses worldwide. The report's recommendations can be applied globally, beyond Zamboanga's specific cultural context.

The humanitarian community should continue to assist affected families in Zamboanga during the recovery phase, in order to ensure that they have access to basic services. We need to continue to communicate with them, because their voices need to be heard and their concerns need to be addressed, if their recovery is to be sustainable. Together, we need to help them feel safe in their own city once again.

Message from

UNFPA Philippines Country
Representative

Klaus Beck
Country Representative, UNFPA Philippines

Reproductive health and gender-based violence are often viewed as secondary concerns in emergency situations. They are seen as not life-saving. But experiences from various humanitarian contexts around the world, including the Philippines, tell us otherwise. These experiences have helped UNFPA, the United Nations Population Fund, design the way it responds to emergencies to ensure that reproductive health and the protection needs of women and girls affected by crises are addressed.

Since 2009, information and communication have been integrated into UNFPA's humanitarian action alongside the provision of medical equipment, supplies and services. Through health information sessions conducted during reproductive health medical missions and in Women-Friendly Spaces, women and girls have been empowered with knowledge about preventing risky pregnancies and avoiding falling into the trap of gender-based violence, including human trafficking.

The case of the Zamboanga siege in 2013 was no different in terms of community involvement in addressing the crisis from the acute phase to recovery. By engaging the local government of Zamboanga City, community leaders and the women from transitional and relocation sites, the affected population became active players in the delivery of humanitarian assistance. They decided what assistance they needed, the timing for the delivery of such assistance, and the place where relevant activities were carried out (e.g., reproductive health medical missions, distribution of dignity kits, and setting up of Women-Friendly Spaces).

Information and two-way communication, as well as community participation, promotes understanding and empowers crisis-affected population to determine the risks they face, consider their options to avoid these risks, and know where to seek medical and protection assistance should they need these.

UNFPA is proud to have been a part of the recovery of Zamboanga City from the destruction caused by the siege. We are honored to have worked with local partners and the women from affected communities in protecting the health and well-being of vulnerable populations through our work on reproductive health and prevention of gender-based violence. Through this learning review, we hope to bring forward lessons learned to improve the way we respond to future emergencies that may take place.

Message from

ACF Philippines Country Director

Javad Amoozegar
Country Director, ACF

Action Against Hunger (ACF International) is an organization with determined and deeply committed staff who are putting themselves in the shoes of millions of vulnerable families in its mission to achieve a world without hunger. ACF provides long-term technical support across health, nutrition, food security and livelihoods, water, sanitation and hygiene and disaster risk management sectors. Human rights are always at the core of our work globally. Our heart is on accountability to the communities themselves: women, men, boys and girls, the elderly and the vulnerable, so we listen prudently and respond to their needs.

ACF provides long-term technical support across health, nutrition, food security and livelihoods, water, sanitation and hygiene and disaster risk management sectors. However, the programs' long term benefits would be hard to sustain without community participation and support from all actors to end all forms undernutrition. Hence, we are encouraging the people to give greater focus on nutrition within development programs through good governance and decisive actions to end one of the major inequalities of all times: being deprive access to better nutrition.

The learnings from Zamboanga highlighted both the importance and intricacy of what lies ahead. The learning review is a big factor to the continuing search for best practices in programming for nutrition security, a complex multisector approach that seeks to improve the living conditions of vulnerable people, those affected by the siege in Zamboanga, and the resemblance it may have in other parts of the country. It was noted that the communication experience in the Zamboanga siege is a treasure trove of lessons that other cities, municipalities, provinces, national agencies, and humanitarian partners can learn from.

That being the case, why count that in? Because it is valuable to consider whether gains made in our past actions have been sustained. But generally it is because there are lessons to be drawn from this example that may contribute to new thoughts on models of integrated, multi-sectoral programming rationalized for the next years. The other segments lay out wide-ranging lessons learned from the review and raise key questions that necessitate further reflection in discussions on designing integrated programming and replication in other contexts.

This learning review comes at a time of renewed awareness to nutrition security framework, an approach which brings together all sectors as synergistic response that reciprocally lead to sustainable strokes in fighting hunger and malnutrition, as a priority development challenge. I'm extending an open request to everyone to reflect how and where you can invest more, how we can work more all-inclusive, cooperatively. There is a good reason to be hopeful. As we realized today, we'll come to the table with realistic solutions. What we have to consider is that nutrition security is beyond nourishing, feeding the world.

- It's about enabling the displaced people in Zamboanga to run their lives better.
- It's about devising practical solutions for impacts of disaster on people everywhere.
- It's about making use of the time we have now to foresee the challenges of the future.

I'd like to invite you to be involved and become strong voices calling for increased partnerships for coordinated response against hunger and malnutrition. Thanks also to the many people working for the welfare of the displaced people in Zamboanga, both the national government and the city government of Zamboanga. Your commitment and passion is an inspiration. We are truly grateful.

TABLE OF CONTENTS

ACRONYMS

ACF	Action Against Hunger (Action Contre La Faim)
ADMU	Ateneo de Manila University
ADZU	Ateneo de Zamboanga University
ASRH	Adolescent sexual and reproductive health
CCCM	Camp Coordination and Camp Management
CDAC	Communicating with Disaster-Affected Communities
CERF	Central Emergency Response Fund
CFS	Child-Friendly Space
CFSI	Community and Family Services International
CHED	Commission on Higher Education
CHO	City Health Office
CHR	Commission on Human Rights
CMO	City Mayor's Office
CPM	Community Peace Media
CSO	Civil Society Organization
CSWDO	City Social Welfare and Development Office
CWG	Communication Working Group
DBM	Department of Budget and Management
DepEd	Department of Education
DFID	Department for International Development
DOH	Department of Health
DOLE	Department of Labor and Employment
DSWD	Department of Social Welfare and Development
DSWD-RO	Department of Social Welfare and Development-Regional Office
EC	Evacuation center
ECHO	European Commission Humanitarian Aid
ENGAGE	Enhancing Governance, Accountability and Engagement
ERC	Early Recovery Coordination
FAQ	Frequently Asked Questions
FGD	Focus group discussion
GBV	Gender-based violence
GPPB	Government Procurement Policy Board
HCT	Humanitarian Country Team
HLMD	Housing and Land Management Division
ICC	Inter-Cluster Coordination
IDP	Internally Displaced Person
IEC	Information-Education-Communication
IOM	International Organization for Migration
IP	Indigenous People
IPC	Interpersonal communication
ILO	International Labour Organization
IRDT	Integrated Resource Development for Tri-People
JFEJSC	Joaquin F. Enriquez Jr. Sports Complex

KII	Key Informant Interview
LGU	Local Government Unit
LIAC	Local Inter-Agency Committee
NGO	Non-Goverment organization
NHA	National Housing Authority
OCA	Office of the City Agriculturist
OCHA	Office for the Coordination of Humanitarian Affairs
PA	Public address
PCSB	Philippine Council for Sama and Bajau
PIA	Philippine Information Agency
PINGON	Philippines International Non-Governmental Organizations Network
PIO	Public Information Office
RCHR	Regional Commission on Human Rights
RH	Reproductive health
SAC-CAPIN	Social Action Center-Child Abuse Prevention and Intervention Network
SMART	Specific, measurable, attainable, realistic, time-bound
SMS	Short message service
STI/HIV	Sexually transmitted infection/ human immunodeficiency virus
TAF	The Asia Foundation
TS	Transitory site
TESDA	Technology Education and Skills Development Authority
UNICEF	United Nations Children's Fund
UNHCR	United Nations High Commissioner for Refugees
UNDP	United Nations Development Programme
UNYPHIL-Women	United Youth of the Philippines-Women
USAID	United States Agency for International Development
VAWC	Violence Against Women and Children
WASH	Water, Sanitation and Hygiene
WFS	Women-Friendly Space
WMSU	Western Mindanao State University
ZAMCELCO	Zamboanga City Electric Cooperative
ZCWD	Zamboanga City Water District
Z3R	Zamboanga City Roadmap to Recovery and Reconstruction

<p style="text-align:center">LEARNING REVIEW:</p>

<p style="text-align:center">Zamboanga Post-Conflict Community Engagement</p>

1. OVERVIEW OF LEARNING REVIEW

1.1. Background

Two years after the outbreak of what has been called the "Zamboanga Siege," more than 17,000 internally displaced persons (IDPs) remain in transitional sites, while another 7, 719 are home-based IDPs, i.e., those hosted by relatives and friends or renting temporary homes.

Zamboanga City is a highly urbanized city and the sixth most populous city in the Philippines (as of 2010). Also the third largest city by land area, it is the commercial and industrial center of the Zamboanga Peninsula, which is located in Western Mindanao, south of the Philippines. The city is situated at the southern tip of the province of Zamboanga del Sur.

The siege in Zamboanga City started on Sept. 9, 2013 with the eruption of fighting between a faction of the Moro National Liberation Front (MNLF) and Philippine government forces. After more than a week of sporadic fighting, the government declared the end of major security operations on September 28, 2013.

Immediate results of the siege were some 10,000 houses destroyed in five barangays and 118,000 IDPs at the peak of displacement. Displaced people sought temporary shelter in the Joaquin F. Enriquez Jr. Sports Complex (JFEJSC, the city grandstand), evacuation centers in schools, and homes of relatives and friends. Aside from shelter, urgent needs of the affected population included food, water, sanitation, health services, and livelihood.

Specifically, of the total IDPs, there were an estimated 4,000 pregnant and lactating women. Deliveries were being attended by traditional birth attendants called *panday*. Most of the evacuation centers were not equipped to handle the water and sanitation needs of the displaced population. Local health authorities documented 687 cases of acute watery diarrhea. There was inadequate water supply in all the evacuation centers, not enough bathing facilities and any gender-sensitive latrines, and insufficient supply of basic hygiene items such as soap and sanitary napkins. The Protection Cluster reported protection risks due to lack of proper safe areas and insecurity in crowded evacuation centers and makeshift shelters along the road. There were also issues of increasing prostitution and trafficking of women.

In response to the aftermath of the conflict, the Zamboanga City Humanitarian Coordination Structure was established and the Zamboanga Action Plan was formulated. The Emergency Relief Coordinator allocated a $3-million grant from the Central Emergency Response Fund (CERF).

The Communication Working Group (CWG) in Zamboanga City is the first working group in an armed-conflict situation and one of the longest-running field level working groups in Philippine emergencies since 2013. It was established in October 2013 to bring together all actors working in humanitarian communication activities related to the September 2013 Zamboanga Siege, such as communicating with communities (CwC), accountability to affected populations (AAP), and community participation.

CWG members include the City Government Public Information Office (PIO), Philippine Information Agency (PIA) Region 9, Department of Social Welfare and Development-Regional Office (DSWD-RO), City Social Welfare and Development Office (CSWD), City Health Office (CHO), UN agencies, international and local NGOs, civil society organizations (CSOs), faith-based organizations, and youth volunteers.

Partners and members of the Communicating with Disaster Affected Communities Network (CDAC-N) are involved in the CWG, such as the Office for the Coordination of Humanitarian Affairs (OCHA), International Organization for Migration (IOM), United Nations Population Fund (UNFPA), United Nations High Commissioner for Refugees (UNHCR), United Nations Children's Fund (UNICEF), and Save the Children. Also involved are INGOs, such as Action Against Hunger-Action Contre La Faim (ACF), The Asia Foundation, Oxfam, and Community and Family Services International (CFSI), and local NGOs, such as the United Youth of the Philippines-Women (UNYPHIL-Women) and Integrated Resource Development for Tri-People (IRDT).

The Zamboanga City PIO takes the lead in the CWG, with technical support provided by OCHA, IOM, and The Asia Foundation (TAF). Since its creation, the CWG has coordinated and implemented communication initiatives to address the various information and communication needs of IDPs, host communities, humanitarian organizations, government agencies, the media, and other stakeholders.

1.2.   Rationale, Objectives, Deliverables

The learning review has been conceived to capture the learning on humanitarian communication for developing clearer goals and more effective strategies appropriate to an armed-conflict setting. The review may also help strengthen and guide the establishment of another CWG (currently steered by the Communication Core Group) in Cotabato, Central Mindanao.

General objectives of the learning review are the following:
- To ensure that learning related to communication, information correlated

with IDPs, accountability of humanitarian actors and government, and community participation in the Zamboanga Siege response is captured and documented; and

- To bring key actors (at the national and local levels) together to reflect on their experiences toward developing goals and strategies for future emergency response in an armed-conflict situation.

Specific objectives are as follows:

- To document and synthesize experiences and feedback of community members and humanitarian workers in terms of access to information and opportunity for dialogue; and
- To identify and examine good practices, challenges, and value-added features in communication, accountability, and community participation work at the field and national levels.

The following are the deliverables of the learning review:

- A comprehensive report, including recommendations; and
- Two half-day presentations, in Zamboanga and Manila, on the highlights of the review.

1.3.   Methodology and Activities of the Review

1.3.1. Desk Review – A desk review was conducted on relevant documents and materials sourced from OCHA and its partners. A dropbox was established for the compilation and easy access of these documents. In addition, the consultants accessed other related documents and references in the Internet. Please see *Appendix A* for a list of documents and materials reviewed.

1.3.2. Coordination with CWG members – The consultants coordinated with OCHA and ACF at the national and local levels and with the City PIO in Zamboanga City for the conduct of the field visit.

1.3.3. FGDs, KIIs, RTD – The field visit to Zamboanga City were conducted on August 24-28, 2015. A total of 75 IDPs, government representatives, and humanitarian workers participated in 10 focus group discussions (FGDs)/roundtable discussions (RTDs), which were held either in the UN Inter-Agency Hub or in the City PIO office. Two of these meetings were conducted at the Mampang Transitory Site and the Buggoc Transitory Site.

A key informant interview (KII) was also conducted with Ms. Sheila E. Covarrubias, head of the City PIO. *Appendix B* shows the list of FGD/RTD and KII participants.

2. KEY FINDINGS AND ANALYSIS

2.1. Communication Setting: Sociopolitical Context of Communicating with IDPs

Communication is a social process that takes place in a particular environment where people interact. An examination of communication initiatives in the post-conflict situation in Zamboanga City must consider the sociopolitical arena of the IDPs, and humanitarian responders and communication workers must have a solid grasp of this context to be relevant and effective.

As pointed out by a city government worker during one of the FGDs, the sociopolitical context of the Zamboanga Siege makes communication different and difficult. "When the context is different (from your own), you might not be heard or understood," she aptly said.

2.1.1. Different, Yet Co-Existing, Contexts

In Zamboanga City, there are different, yet co-existing, contexts that need to be understood. As discussed in one FGD, these contexts comprise the following:

2.1.1.1. Sociopolitical dynamics and different religious belief – This includes the contrasting ideological positions of the MNLF and government, a perception among IDPs of the injustice of being innocent victims of a war not of their choosing, and a history of mistrust between Muslims and non-Muslims, and even between Muslim groups, that goes back decades.

2.1.1.2. Cultural diversity –The IDPs are not a homogeneous group. Among the 17,000+ IDPs in transitional sites, 65 percent are Tausug, 24 percent are Badjao, 8 percent belong to other IP groups such as the Sama Bangingi, and 3 percent are non-IPs. Despite their common Islamic religion, the different Muslim groups have their own cultural beliefs and practices that set them apart from each other.

2.1.1.3. Psychosocial needs – The IDPs, whether in transitional sites or home-based, are in various stages of psychosocial stress, such as trauma or fatigue. According to a humanitarian worker, they experience feelings of greater deprivation or dependency especially on basic needs and are filled with more doubts and uncertainties in addressing their needs. In the community consultations, the IDPs expressed feelings of isolation and losing hope because of unfulfilled timelines on their transfer to permanent housing.

2.1.2. Sociocultural Nuances in Communicating with IDPs

2.1.2.1. IP leaders as communication sources – Community leaders, such as the *imam*

(mosque leader), *ulama* (Islamic teacher), *panglima* (Badjao religious leader), and elders (e.g., *taong maas*), are respected and honored in the community. Since community members listen to them, these leaders can be effective partners and communication channels.

"New" leaders from within the IDPs, who have been identified or designated by external groups (e.g., LGUs, humanitarian partners), are also perceived as credible by the community.

2.1.2.2.   IP languages – Although they can speak and understand Filipino, the national language, the IDPs have their own local languages, such as the Tausug language, Badjao (or Sinama) language, Balangingi (dialect of the Sama Bangingi), and other Sama dialects.

To address this challenge, the city government works with a consultant on Muslim affairs to provide guidance and help in translation. This consultant served as translator for the Tausug and Badjao languages during the Information Caravans. The National Commission on Indigenous Peoples (NCIP) was consulted by the CWG during the initial days, but this has not been sustained.

2.1.2.3.   Sociocultural traits – Badjaos are generally perceived or regarded as shy, patient, soft-hearted, and peace-loving, while Tausugs are generally known as assertive and aggressive (most of them still regard themselves as warriors and skilled craftsmen). Thus, asked why they didn't join protest rallies, the Badjaos answered that they felt shy or were afraid. These traits may be related to the Badjaos traditionally being sea-farers, isolated from other communities, and the Tausugs historically being the warriors and fighters.

It is a common perception in Zamboanga City that Tausugs think of themselves as superior to the Badjaos. The Badjaos, on the other hand, generally feel discriminated against or looked down on by the Tausugs and other Filipino tribes. Communication strategies, particularly in interpersonal and group communication, will have to consider these traits and attitudes.

2.2.   Communication Process: An Integrated Whole

Communication as a process encompasses "all forms of social interactions, from the interpersonal to the mediated ones, and from the one-way linear flow to the two-way dialogic processes." It becomes "more effective when making full use of its dialogic features, enhancing stakeholders' voices, knowledge, and participation."(Mefalopulos, 2008, p. 40)

Such definition of effective communication makes people engagement central to the process. Communication means dialogue, sharing of information and skills, and working toward positive change at different levels.

In addressing a humanitarian situation, communication interventions as implemented in the post-Zamboanga Siege scenario have adopted the three key approaches of Communicating with Communities (CwC), Accountability to Affected Populations (AAP), and Community Participation.

This learning review takes these three approaches as an integrated communication whole, considering their **common and overlapping elements** of people centeredness and human rights; transparency, two-way communication, and information sharing; accountability and feedback; and dialogue, participation and empowerment. The review will therefore examine communication interventions without distinguishing between these three approaches.

2.3. Communication Working Group: Implementing Humanitarian Communication

The Communication Working Group (CWG) leads the communication cluster of the humanitarian response to the post-Zamboanga Siege. It is a "multi-sector group tasked with spearheading information campaigns and programs to coordinate and disseminate information on humanitarian, recovery and rehabilitation from the local government and its partners to the IDP communities, and to counteract misinformation" (Communication Cluster Report, 1 July 2015).

The CWG is part of the city government's "Relief, Humanitarian, Recovery, Rehabilitation and Reconstruction Coordination Structure" (S. Covarrubias, CWG Report, 30 April 2015). It may be noted that while the structure shows the Communication Team (and not the CWG) as member, with the PIO as focal point and Philippine Information Office (PIA) Region 9 as co-lead, the CWG membership in the structure could be implicit, since it is the PIO that also leads the CWG.

As of May 2015, this coordination structure has evolved into the "Early Recovery Coordination Structure," with Communication cross-cutting across the sectors. Again, it is the PIO identified as the sector lead; since the PIO leads the CWG, it would be safe to conclude that the CWG is an integral part of this new structure.

2.3.1. Organization and Membership

The CWG was organized on 25 October 2013. According to PIO Division Chief Sheila Covarrubias, the creation of the CWG was initiated by OCHA. It was patterned after the CWG setup in Haiyan-affected areas and in Bohol after the earthquake. The main difference is that the Zamboanga Siege was a man-made disaster.

CWG lead is the PIO. Co-lead initially was OCHA, then IOM, and now OCHA again. CWG members include PIA Region 9, Department of Social Welfare and Development-Regional Office (DSWD-RO), City Social Welfare and Development Office (CSWD), City

Health Office (CHO), UN agencies, international and local NGOs, civil society organizations (CSOs), and youth volunteers.

2.3.2. Objectives and Functions

Objectives of the CWG are as follows (S. Covarrubias, Communication with Disaster-Affected Communities, Zamboanga City. PowerPoint Presentation):

- Ensure a two-way communication flow with disaster affected communities through the most appropriate channels in all evacuation centers
- Design and support ways in which those affected by this disaster can access the information they need about available aid and other services from all actors
- Design and support ways in which humanitarian responders can listen more effectively to the needs and concerns, especially concerning information of those affected (via the Zamboanga Mindanao Humanitarian Team and Inter-Cluster Coordination)
- Advocate across the humanitarian response in the area for more systematic and well-designed information sharing with those affected
- Provide technical support to clusters and agencies, including the government and non-government organizations, where required to improve their capacity to share information with those affected
- Ensure consistency in information and advice provided to affected communities, particularly by working with relevant clusters (e.g., advise on how best to secure a tarpaulin, set up inter-cluster information desk)
- Work together to research and understand the communications environment in order to ensure that communications work is based on a sound understanding of how different communities within the response share, access and evaluate information
- Source and share existing best practice and research work communications
  (e.g., knowledge, attitudes and practices studies)
- Support transparency and accountability initiatives (e.g., by supporting dissemination of information about government hotlines or other sources of information)
- Consult, plan and implement dynamic public information messages, activities and products on all aspects of the humanitarian community and government response.

According to Ms. Covarrubias, the objectives of the CWG were defined with the help of OCHA. In operationalizing these objectives, the PIO head sees the CWG as providing a feedback mechanism whereby government agencies and partners are made aware of the needs of IDPs and the public at large, serving as "liaison" among the different agencies involved in the humanitarian effort, and providing a platform for validating and

verifying information before dissemination to prevent conflicting information, misinformation, and miscommunication.

FGD participants from humanitarian agencies see the role of the CWG as follows: (a) avoid duplication of messages (or conflicting messages) to be delivered; (b) coordinate/harmonize communication interventions of humanitarian agencies, (c) facilitate identification or mapping of needed basic services (in order to reduce duplication or absence in other areas), and (d) avoid duplication of project proposals in the same area.

Additionally the CWG provides update/feedback, identifies information needs and concerns of IDPs, serves as platform for discussing urgent issues affecting IDPs, and mobilizes multi-stakeholder support.

2.3.3. Capacitating the CWG

According to the PIO head, humanitarian partners, especially OCHA, provided guidance and capacity development which enabled the PIO and CWG to deliver on their mandate. They were given training on Communication for Disaster Affected Communities (CDAC), including how to provide communication services for different types of disasters, e.g., man-made and natural calamities. Also, training on Information-Education-Communication (IEC) efforts in conflict situations was given to PIO and CWG by OCHA.

Specific capacity building activities for the CWG include the following:

- Strategic Planning Workshop, conducted by the LGU and CWG with funding by USAID and The Asia Foundation, 11-12 April 2014 – for PIO and CWG volunteers
- Orientation Workshop on CwC/AAP, conducted by OCHA, 14 October 2014 –for CWG partners and members, including IOM, ACF, UNHCR, UNICEF, CFSI, Oxfam, USAID-Engage, City Philippine Information Office (PIO), Department of Education (DepEd), *Sanggunian Panlungsod* (city legislative council), Ateneo de Manila University (ADMU), Integrated Resource Development for Tri-People (IRDT), United Youth of the Philippines-Women (UNYPHIL), and local NGOs *Pinay Kilos* and *Katilingban sa Kalambuan*, Inc.
- Workshop on Humanitarian Work on Disaster Response, conducted by OCHA and The Asia Foundation, 30 April 2015 – for CWG volunteers
- Training on Technology of Participation, by The Asia Foundation (TAF) – for CWG Volunteers
- Training on Basic Computer Service Skills, by TAF– for CWG Volunteers.

2.3.4. Challenges

2.3.4.1. Shifting from public information to humanitarian communication – Prior to the siege, the City PIO was overseeing all information and communication initiatives of the city government. The PIO Chief admitted that, at the beginning, her office was NOT READY for the "shift from PIO work to emergency/disaster and humanitarian communication work."

As humanitarian partners guided and capacitated the PIO on its expanded role as lead of the CWG, its work has been a case of "learning by doing." Thus, while the PIO has been on a learning curve, the tasks and demands of recovery and rehabilitation continue. This budding competence of the PIO on humanitarian communication must be further developed and enhanced.

2.3.4.2. Sustaining participation of CWG members –The CWG started with a large number of participating agencies, but membership participation started dwindling subsequently. Not all member agencies are active, which may indicate that cluster/sector activities take precedence over communication activities or that they are just too focused on their own organization's mandates. A humanitarian partner observed that this situation has become the biggest weakness of some organizations.

There is also the changing of representatives or focal persons for the CWG, because the assigned person either has completed his/her contract or was given a new area of assignment.

For example, ACF was active in the CWG during the early days of the emergency situation. Presently, "ACF is not part of the entire process but provides inputs, like being 'on call.' While its representative had attended many CWG meetings, no permanent person was assigned. Recently, however, the Knowledge Management Officer has been designated as CWG focal person, and the heads of projects have been tasked to maintain ACF presence in the CWG throughout the project period in Zamboanga.

2.3.4.3. Matching expectations with capacity – Expectations on what the CWG should do, as spelled out in its objectives, do not match actual capacities of the group. This situation may be attributed to several factors.

First, the CWG is a loose group, since members who represent their organizations constantly change. It is difficult to build collective knowledge and capacities for CWG work in this atmosphere of flux. *Second*, there is under-investment in the CWG, despite contributions from the members and the city government. Available funds are insufficient to produce IEC materials, mobilize volunteers, or acquire better equipment and facilities. *Third*, the PIO as CWG lead also has distinct responsibilities in the city government and therefore cannot give full attention to its CWG functions.

2.3.4.4. Credibility among the IDPs – The CWG is the one caught between service providers and service recipients. Its credibility among the IDPs stands at risk, if not already compromised.

A case of "shooting the messenger," CWG members, particularly the youth volunteers, are called "liars" by the IDPs because of the inability of government agencies to deliver basic services, fulfill their commitments or promises, and provide satisfactory answers to questions about the "when" and "where" of permanent housing. Relatedly, IDPs may not distinguish between government and humanitarian partners when there's a breakdown in service delivery.

2.3.4.5. Prioritizing communication – Even among CWG members, communication and information may not be seen as immediate or priority needs. This low priority may be indicated by the fluctuating and dwindling membership in the CWG, non- designation of focal person by partner agencies, inadequate funds to finance activities or produce IEC materials, or non-participation by partner agencies in CWG initiatives.

The PIO chief cited instances when some agencies were not able to provide or validate data/information needed by CWG to produce IEC materials. She recalled the process of producing a print material, wherein partner agencies were asked to review and comment on the draft prior to printing. Having received no feedback despite reminders, the CWG proceeded with the printing. It all ended up with a humanitarian partner preventing the distribution of the material because of wrong content!

2.3.4.6. Complex bureaucratic process – Inflexible bureaucratic procedures, even during disaster or emergency situations, have negatively affected communication work. These procedures include the bidding process in procurement, the requirement of prior work and financial plans, and submission of attendance sheets. These policies and procedures are not realistic for disaster/emergency situations.

Among specific cases cited were: inability to print IEC materials such as newsletter and FAQs because they had not been included in the programmed annual work and financial plan; time-consuming bidding process (even with emergency procurement); and the requirement of attendance sheets for feeding thousands of IDPs at the Grandstand, which is seen as difficult or impractical to accomplish.

2.3.4.7. Information management – Information management is crucial for informed or evidence-based planning and decision-making. Data or information generation, including disaggregation, during the initial aftermath was difficult and scattered. As of this writing, organizing and processing data/information on the IDPs continue to be a challenge. A centralized database accessible to all still has to be set up not only for transparency but also for strategic and

operational planning and programming. Many operational problems have emerged because of poor information management system, e.g., inconsistency regarding details about IDPs.

2.4. Communication Initiatives

A number of communication initiatives have been undertaken by the CWG, PIO, and individual humanitarian agencies. Among these are the following:

2.4.1. Face-to-Face Engagements

A number of communication initiatives have been undertaken by the CWG, PIO, and individual humanitarian agencies. Among these are the following:

2.4.1.1.   Health and GBV Information Sessions – With CERF funding and the Family Planning Organization of the Philippines as main implementing partner, the RH Working Group conducted 333 community health information sessions attended by 12,559 IDPs, including 10,221 women of reproductive age and 2,238 men. Of these participants, 4,230 were young people.

For GBV under CERF funding, with Social Action Center-Child Abuse Prevention and Intervention Network (SAC-CAPIN) as implementing partner, a total of 159 GBV information sessions were conducted, raising the awareness of 9,137 IDP women and 3,241 IDP men, including 2,515 young people. With further funding from DFID, the number of GBV sessions reached an additional 4,891 female and 1,156 male IDPs.

2.4.1.2.   Information Caravans– A total of 30 information caravans were conducted at the evacuation centers and transitory sites, and among home-based IDPs, in response to the need of IDPs for accurate and timely information regarding recovery and rehabilitation efforts. The caravans featured presentations from the different clusters and an open forum with the IDPs, which provided them the opportunity to ask questions and get answers on their concerns. An interpreter for the Tausug and Badjao languages facilitated communication with the IDP participants.

Prior to the event, social preparation was conducted among the IDPs to motivate them to participate and voice their concerns. After the conduct of a number of caravans, assessment workshops were done to improve on the future caravans. These were attended by IDP leaders, camp managers, partner agencies, PIO personnel, and CWG volunteers. One improvement introduced in succeeding caravans was the conduct of separate activities for the children.

The first wave was held in March-May 2014, the second wave in October-December2014, and the third wave in June 2015. USAID and The Asia Foundation supported the third wave of information caravans, which focused on the Code of

Policies for Beneficiary Selection and its Implementing Rules and Regulations (IRR), in preparation for the relocation of the IDPs to permanent housing under the Zamboanga City Roadmap to Recovery and Reconstruction (Z3R), the city government's rehabilitation plan.

2.4.1.3. *Kumustahan* (Camp Dialogue) series – This was a psychosocial healing initiative for the IDPs in the transitional sites. The dialogue series was conducted by the city mayor in tandem with the Healing and Confidence Building Cluster. It aimed to raise awareness on the true sentiments of IDPs, to surface negative feelings among IDPs to facilitate healing, and to enable referrals to specialists after the IDPs undergo proper psychosocial processing. The first dialogue was held on August 23, 2014.

Facilitators and process observers and documenters were from the Western Mindanao State University (WMSU), Ateneo de Zamboanga University (ADZU), Western Mindanao Command, CHO, CSWD, and CMO. Other resource persons were members of the Ulama Council of Zamboanga Peninsula.

2.4.1.4. Community consultations – The CWG conducted CWC/AAP consultations/focus group discussions with IDPs in various transitional sites. The purpose of the consultations was to gather information on urgent issues among the IDPs and forward the information to responsible agencies for action and response. Inputs from the consultations were also used to guide forthcoming Information Caravans.

During the consultations, the IDPs in the various sites raised specific issues and concerns on the cluster services; they also gave their suggestions for helping solve these issues. The CWG tracked and documented the action taken by the LGU, clusters, NGOs, and other concerned groups. These consultations were held in August-October 2014 and March-April 2015.

2.4.1.5. Bajau Learning Forum – The purpose of the forum was to gather information from the communities on the six sectors of education, health, nutrition, livelihood, shelter, and WASH, in order to improve the delivery of services. Spearheaded by UNICEF and the Western Mindanao State University (WMSU), the forum was held on December 4, 2014 on the WMSU campus. A total of 72 members of the Badjao community in three transitional sites participated.

2.4.1.6. Fun Art Workshop for Children Affected by the Siege – In partnership with artists Rameer Tawasil and Franco Joaquim, the CWG with TAF and IOM spearheaded a 10-day art workshop for children on August 29-September 8, 2014. The workshop aimed to utilize art as a tool to allow children to release stress and overcome trauma of the September 2013 Siege. An art exhibit

capped the activity, and the proceeds of the art sale were used to fund rehabilitation interventions for children.

2.4.1.7. Other partner and INGO initiatives – Partner agencies have conducted many of their own communication activities. For example, ACF sponsored a poster-making contest on hand-washing, with games and other activities, at the Grandstand in October 2014. IOM conducted puppet classes on Camp Coordination and Camp Management (CCCM) and WASH in selected transitional sites, using a language mix of Filipino and Tausug. For the WASH classes, mothers and children were made aware of the importance of good hygiene and were taught on the proper way of cleaning one's body.

2.4.2. Production and Dissemination of IEC Materials

2.4.2.1. Print materials such as FAQ booklets, FAQ flyers, tarpaulins, posters, and coloring and story books were produced and disseminated in the evacuation centers, transitory sites, and Women-Friendly Spaces (WFS). The materials were produced in Tausug, Sama (Badjao), and Filipino. Some are also produced in Chavacano.

2.4.2.2. Situational Report on the Zamboanga Recovery and Rehabilitation Efforts – Produced by the PIO once or twice a month, this material provided updated statistics on IDPs, highlights of significant developments on the Z3R efforts, and reports on activities and accomplishments of the different clusters. It was distributed to humanitarian partners, local and national government agencies, media, and other stakeholders.

2.4.2.3. *Bangon Zambo!* – Three issues of this newsletter, written in Filipino, were produced: June 2014 (funded by IOM), October 2014 (funded by OCHA), and April 2015 (funded by UNICEF). These issues covered news and features on the recovery and rehabilitation efforts; IDP leaders and volunteers were also featured not only to recognize their contributions but also to encourage and motivate them further. The newsletter was distributed to the IDPs in transitional sites and to home-based IDPs, as well as to partner agencies and media outfits.

2.4.2.4. Other materials – Audio recordings of Z3R plans and FAQs were broadcast on the PA systems of the transitional sites. IOM produced five development radio programs, covering shelter, CCCM, health, livelihood and WASH. Video documentaries on IDPs in transitory sites were produced to document and share their thoughts on their successes and struggles while living in temporary shelters.

2.4.3. Mobilization of Volunteers

2.4.3.1.   CWG youth volunteers – College students and young professionals have been mobilized as CWG volunteers and also to support the work of the City PIO. They have attended orientation workshops on Communicating with Disaster-Affected Communities (CDAC) and other capacity building activities conducted by the CWG and partner agencies. A key involvement of the youth volunteers was facilitating the conduct and documentation of the community consultations and, for the information caravans, facilitating the social preparation before the event and coordinating IDP participation in the open forum during the caravan.

2.4.3.2.   UNFPA youth volunteers – UNFPA organized 48 youth volunteers and mobilized them to assist in RH medical missions and information sessions for their peers. A total of 108 youth were trained in ASRH in emergencies.

2.4.3.3.   Community Peace Media – IDPs in three transitory sites have been mobilized by IRDT as Community Peace Media (CPM) volunteers, linking the IDPs with the City PIO and the PIA Regional Office. They have been trained in citizen peace journalism, learning how to write news and how to use social media.

2.4.3.4.   Other volunteers –UNYPHIL has community-based volunteers. From the ranks of the IDPs, cluster committees have volunteer committee leaders in the transitional sites.

2.4.4. Networking with/Use of Traditional Media

2.4.4.1.   News Bits – This is a compilation of news updates in a summarized form covering the city government and its recovery and rehabilitation efforts. Produced by the PIO daily, except on Saturdays, it is sent by email to all media outfits in Zamboanga and to media contacts in Manila and others parts of the country. It is also sent to national government agencies, humanitarian partners, CSOs, and other stakeholders.

2.4.4.2.   Z3R Updates – The CWG spearheaded the production of a weekly 15-minute radio program hosted by the city mayor. Each week, the program features a resource person who gives updates or tackles specific concerns on the rehabilitation efforts. It is aired over key AM and FM radio stations in the city every Wednesday between 7:00 to 9:00 A.M.

2.4.4.3.   Other activities – Orientation workshops were held on Communicating with Disaster-Affected Communities (CDAC) for local media. Regular press briefings by the PIO are covered by the local print, radio, and TV media outfits. Guesting by city officials are regularly done on radio and TV on the Z3R efforts and other LGU activities and concerns.

2.4.5. Use of New Media

2.4.5.1. SMS text blasts – Public advisories and updates on Z3R developments and IDP concerns are issued by SMS text.

2.4.5.2. News/photo/video uploads– These are done on the LGU website (www.zamboangacity.gov.ph), Twitter (www.twitter.com/zambocitygovt), and YouTube (Zamboanga City Official). The city mayor also has her website (www.bengclimaco.com) and Facebook account (www.facebook.com/bengclimaco).

2.4.6. Public Information

2.4.6.1. Information Desk – Located at the City Hall, the Information Desk is manned by the PIO to provide information and answers to questions on recovery and rehabilitation efforts and on other concerns.

2.4.6.2. IDP hotline – IDPs can reach the PIO through two hotline numbers (Globe and Smart). The hotlines are also used to disseminate regular updates to IDPs, camp managers, and other stakeholders.

2.4.7. Other Initiatives - A community information board and suggestion box were set up in all evacuation and transitory sites.TV sets from IOM were distributed in selected transitory sites; one of these sites also received a DVD player. IOM also distributed statement shirts to IDP leaders and 5,000 paper fans on the health services schedule and health referral pathway was distributed in two evacuation centers. An IDP Directory was prepared.

2.5. Communication Stakeholders

2.5.1. Re-thinking "Target Audiences"

The CWG has defined the following as its target audience:
- Internally displaced persons (IDPs)
- General public in Zamboanga City
- National and international community.

This definition needs to be reformulated in the context of humanitarian communication. As described in the concept of Communicating with Communities, people are not "messaged to" but "communicated with." They are not passive recipients of messages, but active participants in the process of communication. They are therefore not audiences to be targeted, but stakeholders with fundamental rights to information and participation and the ability to make informed decisions.

In the humanitarian response context, communicating with stakeholders, and specifically affected populations, is always linked to services or products that they could access. If these services are not present, communication activities may not have a significant effect or may even become counter-productive.

2.5.2. Segmenting Stakeholders

The "general public" as a stakeholder is one big mass that needs to be segmented, if communication initiatives are to achieve their objectives. "One size doesn't fit all." Communication activities have to match the particular characteristics and information needs of particular stakeholders. Thus, the characteristics and information needs of IDPs require communication strategies different from those for host communities or camp managers, for example. Even among IDPs, segmentation may also be necessary to address specific characteristics and needs of the Tausug community or the Badjao population, or of the home-based IDPs versus the IDPs in transitional sites.

In the same way, "national and international community" must also be segmented not just into "national" and "international" but also into more specific segments, such as national government agencies, local government agencies, media outfits, and humanitarian partners.

Given these considerations, the following would be a more segmented definition of the CWG stakeholders:

- IDPs
    - In transitional sites (evacuation centers, transitory sites)
    - Home-based IDPs
    - Tausugs
    - Badjaos
    - Other IP groups
    - IDP leaders
    - Children and youth
    - Women, including pregnant and lactating women
    - Senior citizens
    - PWDs
- Host communities
    - Of IDPs in transitional sites
    - Of IDPs in permanent housing
- City LGU
    - Policy and decision makers
    - Department heads
    - Frontline service providers
    - Barangay officials
    - Coordinating structures

- National government
    - Policy and decision makers
    - Agency heads and officials
    - Coordinating structures
- Humanitarian agencies
    - International level
    - National level
    - Local level
    - Clusters
    - Coordinating structures

- Other service delivery agencies
    - International level
    - National level
    - Local level
- Media
    - National
    - Local
- Other stakeholders
    - OFWs and migrant Zamboangueños/Filipinos
    - Professional organizations
    - Religious sector
    - CSOs

Based on communication issues and concerns related to the overall humanitarian response objectives, specific communication objectives will have to be determined and appropriate communication activities must be identified to address all or some of these segments and even sub-segments. With the reality of limited resources, this list will have to undergo prioritizing.

2.6. Information Needs and Key Messages

An integral part of the process of planning for effective communication activities is identifying the information needs of stakeholders, as they relate to the overall humanitarian response goals and objectives. These needs have been identified during the FGDs and in the documents reviewed.

2.6.1. Information Needs of IDPs

2.6.1.1. Information on permanent housing – IDPs in the transitory sites of Mampang and Buggoc articulated during the FGDs the urgency of their need for information on permanent housing. This need is validated by the documentation of community consultations in various transitional sites. As one IDP commented, "All the rest is inconsequential!"

What is of paramount concern to the IDPs is "when" and "where" they are going to transfer to their permanent shelters. They are also concerned about the "how" of their transfer. Related to this is the "what" of their tagging status – whether they will be owner, renter, or sharer. Another information gap that needs to be answered is whether the permanent housing will be provided for free to IDP recipients. They also asked: "Why build our houses in another place? Why not allow us to go back to our places of origin?" There, they have access to their livelihood, to the schools of their children, and to their families, relatives, and friends.

The IDPs expressed their desire for transparency and timeliness from government in the sharing of information. Thus, although the Information Caravans were meant to address their concerns about permanent housing, the IDPs noted the following: resource persons could not give a definite date or even a flexible timeline; resource persons did not want to be quoted (and therefore held accountable for their pronouncements); and resource speakers admitted that delivery was dependent on national agencies, e.g., National Housing Authority and DPWH.As observed by the PIO chief, the delay in fulfilling the promise of displaced families moving to their permanent shelters was not fully explained.

2.6.1.2.   Why the need for transitory sites – IDPs voiced their perplexity on the need for transitory sites; they just want to go home to their permanent places. They do not understand the process of recovery in evacuation centers and transitory sites before moving to their permanent sites. They observed that instead of helping them heal recover, the transitory sites have worsened their trauma and have created bigger problems.

They asked why spend millions on temporary shelters when the money could have been spent directly on permanent housing or on improving basic services. One IDP observed that government and other agencies are spending millions in maintaining the transitory sites; why not just distribute the money to the IDPs so they could construct their own houses? They also do not understand why the transitory sites have to far from their livelihood and their children's schools. They now spend more for transportation.

2.6.1.3.   Information on water and electricity – When they moved from the evacuation centers to the transitory sites, they were assured of the provision of basic utilities. The IDPs ask: When will the transitory sites be connected to the local water district? The current water supply delivered twice daily is not enough; some buy water from neighboring houses with deep well, further adding to their household expenses.

They also want to know when the transitory sites will have access to electricity. The site generator provides limited electric power from 6 to 9 p.m., and only for lights; use for appliances is not allowed. Although they have been provided solar lamps, these can be used only for a few hours.

IDPs claimed that authorities did not explain or give reasons why there is no electricity in transitory sites. For example, in the Buggoc transitory site, the electric post was removed because it was rotting. The residents even helped in removing it. But up to now, there has been no replacement, and no explanation has been given.

2.6.1.4.   Livelihood – The IDPs have various information needs related to livelihood. For example, where they can get capital to start a small business? what is the process of choosing beneficiaries for livelihood projects? or what livelihood opportunities are available within the area or nearby?

According to Mampang 1 residents, they were promised P10, 000 as capital by a humanitarian agency in July 2015, but up to now the promise remains unfulfilled. Some were given fishing boats but lack accessories, e.g., turbo, propeller. They want to know when these accessories will be delivered.

2.6.1.5.   Training for livelihood – IDPs need information and motivation on training opportunities for income-generating activities. For example, a technical-vocation course was offered which required at least 10 participants, but no one was willing to attend the course.

2.6.1.6.   Food packs – There is clamor for clear information on the food packs. According to FGD participants, the distribution of food packs was stopped some three months ago, which would be sometime May-June. During the information caravans, they were told that the provision of food packs would be resumed by the city government. Their camp managers told them to wait, without giving an explanation. The IDPs would like to have a definite answer, since the distribution had not yet recommenced.

2.6.1.7.   Psychosocial information – The IDPs are going through many "traumas," first from the conflict, and now from the difficulties (e.g., lack of livelihood, electricity, water) they are encountering in the transitional sites. They also need to cope with their inability or limitation to practice their religion and observe cultural celebrations and rituals. Trauma also includes feelings of insecurity because of rising cases of violence against women and children (VAWC) and theft. They need continuing information and psychosocial interventions to deal with this situation.

2.6.2.   Key Messages from Humanitarian Partners

Key messages from the different humanitarian partners are primarily related to their mandate and programs. Examples of these messages and sources identified by the FGD participants and in the desk review are as follows:

2.6.2.1.   Health: CHO, DOH, DSWD, CSWD, UNICEF, WHO, IOM, OCHA, UNFPA
   • Prenatal and postnatal care

- Health referral pathway
- Schedule of services
- Types of services available
- Medicines to take for ailments
- Use of oresol for diarrhea
- HIV-AIDS and STD

2.6.2.2. Nutrition: UNICEF, ACF, CFSI, CHO
- Breastfeeding by lactating mothers
- Child feeding
- Balanced food diet
- Food safety
- Indicators of malnourished children

2.6.2.3. Reproductive health: UNFPA, CHO, UNICEF
- The need for family planning
- Different family planning methods
- Adolescent health
- STI/HIV

2.6.2.4. Women and child protection: UNFPA, IOM, CFSI, UNICEF, UNHCR, CHR, DSWD, CSWD
- GBV referral pathway
- Women's rights
- Child rights
- Forms of violence against women
- Forms of child abuse
- Privacy
- Facilities for women and children, e.g., WFS, CFS
- Psycho-social counselling

2.6.2.5. WASH: ACF, UNICEF, IOM
- Clean drinking water sources
- How to boil water for drinking
- Correct handwashing techniques
- Dental hygiene
- How to properly use the toilet
- Proper waste segregation
- How to clean one's surroundings

2.6.2.6. Education – DepEd, UNICEF, Save the Children, CSWD
- Updates on scholarships and transportation assistance
- Alternative learning system (ALS) for out-of-school-youth

2.6.2.7. Livelihood – IOM, UNHCR, ACF, CFSI, UNDP, USAID, ILO, DSWD, TESDA, DOLE, ADZU, OCA
- Sourcing capital for small business
- How to avail of assistance for fishing boats and gears
- Projects such as seaweed farming, fish vending, sewing

2.6.2.8. Housing/shelter – IOM, NHA, DSWD, CSWD, CMO, BFI
- Updates on provision of basic services
- Guidelines on process and requirements for permanent housing
- Updates on permanent housing and transfer
- Fire prevention

2.6.2.9. Public safety: DSWD, CSWD, *Barangay Tanod* (village enforcer)
- IDP peacekeepers as first responders
- Presence of military in the area

2.6.3. Challenges

2.6.3.1. Persuading IDPs to adopt desired behaviors – According to the city government and some development agencies, it is difficult to convince Badjaos to try other sources of livelihood outside of fishing. In one instance, a humanitarian agency had selected 10 young men to participate in a training course for livelihood to be conducted by the Technical Education and Skills Development Authority (TESDA). But they refused the opportunity because this would have meant loss of income while attending the training. They also reasoned that they were fishermen helping their fathers make a living.

On reproductive health, IDPs in one FGD said that Islam forbids family planning. They had attended family planning seminars, but "pasok sa isang tenga, labas sa kabila" (in one ear, out the other).

On gender-based violence, some women didn't want to report such cases, since they believed it would just foster gossip and they wanted to keep such incidents within the family. There is therefore the need to surface information on existing gender dynamics (e.g., vulnerability of women, gender discrimination, gender roles) and highlight the potential risks to women as a result.

2.6.3.2. Spread of misinformation/disinformation –IDPs are vulnerable to misinformation (unintentional) and disinformation (deliberate), which abound. The result is confusion and frustration among the IDPs and loss of credibility of government and humanitarian agencies.

A case of misinformation was the expectation that the government was going to pay for

damages to those who lost their houses in the Siege. According to the CMO, this expectation stemmed from a statement of the Department of National Defense (DND) during the first month of the post-Siege that "possible assistance" might be given to those who could fulfill certain documentary requirements. Many submitted their documents to city hall, but the announced possibility did not push through.

Another misinformation was what one IDP leader said, namely, that the American president had given PhP3.9 billion for food to the Zamboanga IDPs!

Common disinformation that was spread by text messaging or word-of-mouth included threats of a second Zamboanga siege or kidnapping of children. Visits by the Mayor to the transitional sites (when in fact no such visits had been scheduled), ongoing distribution of food packs (when there was no such distribution undertaken), or the general disallowance to return to places of origin (even when rebuilding or rehabilitation was feasible in certain sites).

2.6.3.3.   Political volatility of the situation – The lack of accurate and timely information, unfulfilled commitments, and unmet expectations make a fertile ground for exploitation by vested interests groups with political agenda. The plight of the IDPs could become a major issue in the forthcoming elections.

As early as October/November 2013, there were already protest actions at the Grandstand (which served as evacuation center). Actor Robin Padilla may have instigated the first anti-government protest there. His allegations of maltreatment of Muslim IDPs, including relocating Badjaos to the uplands, though still needs to be proven was able to stir up negative sentiments and mobilize people to speak against the government.

According to the CMO staff, there have been more than 10 unsuccessful attempts to organize IDPs to protest against alleged government inefficiency/ineffectiveness in addressing their concerns. The IDPs themselves said that Tausugs and Yakans had been encouraging the "passive" Badjaos to join in protest actions.

2.6.3.4.   Matching information needs with key messages – In the process of implementing their programs and activities, humanitarian workers need to be able to respond quickly to the information needs of IDPs. These information needs would, predictably, be linked to the services and products being provided by the programs.

Thus, as they respond to emerging information needs, humanitarian agencies should be re-calibrating their key messages and, in the process, strengthening their service delivery.

2.7. Communication Channels and Information Flow

2.7.1. Interpersonal and Group Communication Channels

Interpersonal and group communication was the most feasible channel used in interacting with IDPs. FGD participants said it was the most effective channel. Examples of interpersonal and group communication settings used are one-on-one dialogue, informal conversations, house visits, community meetings, health sessions, community consultations, information caravans, seminar-workshops, and the Information Desk at city hall.

The advantages of interpersonal and group communication are immediacy, ability to clarify and validate issues and concerns immediately, and establishment of rapport or personal relationship.

2.7.1.1.   IPC flow – The interpersonal communication (IPC) flow with IDPs was described by partner agencies, camp managers, and IDP leaders as follows:

Agencies ⬌ Camp Manager ⬌ Cluster Committee Leaders ⬌IDPs

The camp managers also said that IDPs went directly to them or the Command Post (the camp office), to seek information and vice versa.

The PIO Chief/CWG Head described the information flow as follows:

IDPs ⬌PIO/CWG ⬌Cluster Committee Leaders ⬌ IDPs

In this model, it is noteworthy that the PIO head sees the IDPs as initiators of communication and not just as receivers or reactors.

2.7.1.2.   Credible information sources – The IDPs identified the camp managers as the most credible source of information. They also named humanitarian agencies, the mayor ("very approachable"), and community leaders (e.g., IP leaders, religious leaders, and elders) as information sources they relied on. Religious leaders were credible particularly on family and marital affairs.

Since the transitional sites had no reliable and consistent electricity for radio and television and for charging mobile phones, schoolchildren have become important sources of information, specifically for weather updates. In the absence of information, they turned to their neighbors and IDPs in other sites.

The then City Housing Land Management Division (HLMD) Chief, Rodrigo Pagotisidro, who also headed the secretariat of the Local Inter-Agency Committee (LIAC), was identified by both IDPs and service providers as a credible and effective communication channel ("The Information Caravan was not complete without him"). He has since resigned to run in the local elections.

The FGD participants observed that he was credible because he visited communities, discussed their concerns with them, and followed up with other clusters/sectors; he was also seen as credible because his perceived access to the mayor enabled him to convey directly to the local chief executive the needs of the IDPs. He was further described as "charismatic," patient, and able to explain and simplify

However, because promises or pronouncements, especially on permanent shelter, have remained unfulfilled, the credibility of these information sources has been questioned. Among the agencies, the FGD participants singled out the National Housing Authority (NHA) as "not credible."

2.7.2. Print Collateral Materials

2.7.2.1.   Newsletter – The *Bangon Zambo!* newsletter is distributed to multi-stakeholders, including IDPs, partner agencies, and news media. As a communication channel, its effectiveness is hampered by the low literacy level of the IDPs. Also, the limited number of copies printed reaches only a minority of its intended readers.

2.7.2.2.   Print IEC materials – These include Frequently Asked Questions (FAQs) and tarpaulins produced in Filipino and the local languages, e.g., Tausug, Badjao, and Chavacano. For non-literate or low-literate IDPs, there is the need to use more visuals or simplify the content. It was observed that some IDPs in the transitory sites recycled tarpaulin IEC materials for practical use (e.g., as a pail cover) in their bunkrooms or bunkhouses.

2.7.2.3.   On IEC materials planning and development – In producing IEC materials, the CWG/PIO consulted partners and contributors especially with regard to content. A major concern was whether the IDPs would be able to understand the messages and images used. Pretesting was difficult, if not impossible, because time was of the essence. Content validation/enrichment by partners/clusters could have served as opportunity for pretesting, but they were too busy to review the materials and give feedback.

2.7.3. Mass Media

2.7.3.1.   Role of mass media coverage in influencing public opinion – Mass media is a significant actor in shaping public perception and influencing policy and decision makers about the importance of any given issue. By focusing public attention on particular issues, journalists help create awareness and motivation for change. Moreover, how mass media describes these issues influences how audiences understand them and think about their options for action.

The CWG has helped ensure media coverage of the humanitarian response through various activities, including regular press conferences and the dissemination of materials for media such as Situational Reports and News Bits. Tri-media journalists are also invited to cover events like the Information Caravans. Also, the CWG produces a weekly 15-minute radio program, "Z3R Updates," which the city mayor hosts.

2.7.3.2. Limitations of using mass media for the IDPs – Since electricity is a problem in the transitional sites, radio and television cannot be used as communication channels to reach the IDP. This has been a major drawback in providing the latest news and updates to the sites. For print media, its accessibility is constrained by the low literacy level of the IDPs.-

2.7.3.3. Protocol in relating with media –According to the camp managers, they observe an unwritten protocol of referring media queries to the CSWD. They themselves do not grant ambush interviews; but journalists could talk directly to the IDPs, they said.

2.7.3.4. It has been observed that coverage of the IDP situation in both the national and local media lacks depth and analysis. What is needed are investigative stories that dig for facts, provide context, and explain the why and how.

2.7.4. New Media and Telecommunications

2.7.4.1. The Internet – The CWG uploads news, photos and videos in various platforms in the Internet, including the LGU website, Facebook, Twitter, and YouTube. Whether this communication channel effectively reaches or is accessed by various stakeholders can be determined by a survey or research study. It can be safely assumed, though, that the IDPs with their limited resources would not be the stakeholders accessing this channel.

2.7.4.2. Mobile phones – The textline (i.e., hotline by text messaging) was very popular during the immediate days/months after the Siege but has now become less frequently used. This reduced use can be attributed to the cost of loading and the lack of electricity in transitory sites. Recharging of phone batteries has to be done outside the sites and can be costly, especially for those without regular income.

2.7.5. Community Volunteers

2.7.5.1. Volunteers from the youth and IDPs – The CWG and UNFPA have youth volunteers. There are also community-based volunteers such as the Community Peace Media (CPM) volunteers of IRDT, UNYPHIL volunteers, and the volunteer cluster committee leaders in the transitional sites.

The CWG youth volunteers are college students and young professionals in the city, with some of them being IPs or IDPs. They have been mobilized for involvement in the communication initiatives of the CWG and also in PIO activities. The UNFPA youth volunteers assist in the RH medical missions and information sessions for their peers. The community-based volunteers are IDPs who live in the transitional sites; they are actively involved in the humanitarian and development programs of their NGOs.

2.7.5.2.   Credibility of volunteers – In relating with the IDP communities, the youth were seen as enthusiastic, committed, and even entertaining. According to them, the IDPs did not feel shy with them or intimidated by them and treated them as their children or grandchildren. The community-based volunteers were IDPs who lived in the transitional sites and were perceived as effective communication channels because they themselves experienced the needs and difficulties of their community.

2.7.6. Other Channels

2.7.6.1.   Visual and performing arts – The Art Workshop for children affected by the Siege and songs composed and produced by IP and IDP artists are creative channels that help in the healing and recovery of the post-conflict communities in Zamboanga.

2.7.6.2.   Religious settings – After-prayer announcements in mosques about recovery and rehabilitation updates are an effective and reliable way to disseminate information, particularly Friday prayers which bring together Muslims for prayers.

2.7.6.3.   Use of symbolism and inter-faith healing programme – Symbolic acts can be an effective communication strategy, such as Catholic priests painting the minaret of the Sta. Barbara mosque or *ulama* rehabilitating the Christ the King Church in Sta. Catalina.

2.7.6.4.   Community bulletin board and suggestions box – These have been set up in the campsites, but their effectiveness may have to be considered. Board postings may not be read because of the low literacy level of many IDPs. And the suggestion box is not being used.

2.8. Feedback Mechanisms and Coordination Structures

2.8.1. Feedback Mechanisms

2.8.1.1.   Empowering the IDPs - IDPs were seen as engaged, critical, and assertive of their rights. They were observed to be more proactive and articulate, voicing out their sentiments and requesting a timely response. Some even go straight to the mayor. Holding to account government officials and humanitarian

workers, the IDPs recalled promises given to them and expected fulfillment of these commitments.

That the IDPs have become empowered can be attributed to the orientations and trainings on their rights, which were conducted by various groups such as the UN agencies, Regional Commission on Human Rights (RCHR), and CSOs/NGOs.

2.8.1.2.   Mechanisms for feedback, complaints, and response – Platforms that provide opportunities for participation and feedback include community consultations, information caravans, community dialogues (e.g., *Kumustahan*), campsite meetings, house visits, and the text hotline for IDPs. Meetings and interviews with humanitarian and government agencies are also a feedback platform.

2.8.1.3.   Issues on feedback and response– IDPs voiced the perception that their situation and sentiments do not reach the national level, where policies and decisions are made. They felt that what reaches the top is different from reality on the ground. When asked why they believed there was "filtering of information," they answered, "We do not see results. No action is happening on our complaints."

Amidst this perception that their concerns were unattended or ignored, the IDPs felt swamped and overwhelmed by visits from different agencies getting baseline data or asking the same questions, journalists writing stories about them, and students doing their thesis.

A predominant sentiment was that government was "*sinungaling*" (liar), and that they just talk among themselves ("*ang kausap nila gobierno din*"). "*Nakakapagod lang*" (it can get so tiring).

Another issue raised was about the integrity of the feedback process. An IDP FGD participant shared this anecdote: that prior to the conduct of the *Kumustahan sa Grandstand* (camp dialogue at the Grandstand) with the city mayor, the IDPs were instructed by a CMO staff to focus on the positive rather than on problems during the dialogue.

2.8.2. Coordination Structures and Mechanisms

2.8.2.1.   Humanitarian partners – Humanitarian agencies at the national level have the Humanitarian Country Team (HCT), which brings together top-level representatives of UN agencies and international organizations involved in humanitarian work. There is also the network of international NGOs, the Philippines International Non-Governmental Organizations Network (PINGON), which coordinates with the HCT.

At the field level, the HCT equivalent is the Zamboanga Mindanao Humanitarian Team. OCHA takes the lead in coordinating field activities of the team. Coordination mechanisms include inter-agency field monitoring/assessment and bilateral field visits.

2.8.2.2.   Inter-Cluster Coordination – Coordination with government is done through the Inter-Cluster Coordination (ICC), which takes place at the national and sub-national levels. For the Zamboanga Siege humanitarian response, the city mayor takes the lead in ICC, with OCHA as co-lead. Coordination activities for the 11 clusters include joint protection monitoring and joint monitoring/assessment visits.

The CWG, with the City PIO as lead and OCHA as co-lead, facilitates coordination among humanitarian actors for communication initiatives.

2.8.2.3.   Coordination in the City LGU – The Zamboanga City Relief, Humanitarian, Recovery, Rehabilitation and Reconstruction Coordination Structure is chaired by the city mayor.

With the transition to early recovery, the city government has shifted from the cluster approach to the sectoral approach. Consequently, it has adopted the Early Recovery Coordination (ERC) Structure, which is also headed by the mayor. It coordinates six main sectors, namely: health, education and social services, governance and rule of law; livelihood and food security; temporary shelter, logistics and security; and infrastructure, Z3R and environment. The Local Inter-Agency Committee (LIAC), which coordinates shelter concerns, has now become organic to the ERC, according to the CMO.

2.8.2.4.   Issues on coordination – When national officials or national agencies announce deadlines which are not fulfilled, it is the city local government that has to face the communities and provide answers, observed a CMO staff. This predicament can be avoided by closer coordination between the national and local levels.

Another aspect of coordination is the multi-level process. For example, while the bidding process is done Manila, implementation is in Zamboanga.

In addition to the multi-levels, coordination of the recovery and rehabilitation activities becomes more complicated because of the many actors involved. A specific case cited was that of the Zamboanga City Water District (ZCWD), which had prepared the water system plan of the site development master plan. Subsequently, changes were introduced to the plan but the ZCWD was not informed.

The ZCWD FGD participant also observed that coordination work started and stopped at meetings ("*miting lang ng miting*"). The implication was that nothing was happening after the meetings.

Collaboration may also have been hampered by each agency's own policies and procedures. For example, it took the city government and NHA almost a year to agree on what sanitation rule to follow in permanent resettlement sites, i.e. the City Sanitary Code (for the City Government) or the Socialized Housing Law (for the NHA). They finally decided in favor of the Sanitation Code.

By the nature of its function that cuts across the clusters and sectors, the CWG has a strong role to play in coordination at the field level. But this role has not been fully developed because of the many concerns of the PIO (which leads the CWG), of the partner agencies, and of the sector leads. The PIO chief cited, for example, how CWG work was slowed down because partner members couldn't fulfill their CWG tasks, e.g., reviewing the correctness of content in IEC materials.

3.   LESSONS LEARNED

3.1   Personal Reflections by Service Providers

Humanitarian workers are not just service providers; they are also key communication channels at the forefront. These front-liners, from partner agencies, city government, or the volunteer groups, shared their personal reflections on their involvement in the recovery and rehabilitation of the Zamboanga IDPs.

3.1.1.   Cultural Sensitivity

They saw the need to understand the culture first and developed respect for and greater sensitivity to the cultural beliefs and practices of the IDPs. It also helped that some of them were Muslims, IPs and Christians or IDPs.

3.1.2.   Flexibility

They had their manuals and guidelines, but in actual situations, they had to forget them and be flexible. Not in all cases did they rigidly follow protocol, to be able to respond to the needs of the IDPs.

3.1.3.   Listening Skills

Most CWG members have their set of questions to ask, but they proceeded by letting the IDPs tell their stories in their own manner. By being patient, these front-liners learned to listen and broaden their capacity for understanding others.

3.1.4.   Dialogue and Empathy

They interacted with the IDPs in empathy and took time and effort to consult with them. Planned rallies, for example, were averted because the CMO staff had responded by

engaging in dialogue with the IDPs and demonstrating empathy with their concerns.

3.1.5. Responsible Communicators

They had to be responsible for the information they shared, which must be accurate and timely. To ensure accuracy, they assessed and validated information and checked with their agencies. Rumors were not dismissed outright but were validated.

3.2. What Worked: Good Practices

3.2.1. CWG: A Cross-Cutting Resource

As observed by a humanitarian worker, the CWG is neutral ground that cuts across all clusters and sectors. This unique feature makes the CWG a powerful platform for discussing and resolving issues. It is the "face" and the "voice" of the humanitarian response, connecting affected communities to government and service agencies.

Strength of the CWG is its combined membership of government agencies, at the regional and city levels, and humanitarian partners, both international and local. It has been able to tap the resources of these members for its communication initiatives.

Because it utilizes different channels and strategies in communication, it is able to reach a wide range of stakeholders, including policy and decision makers, program implementers, and IDP communities.

3.2.2. Partnership of Humanitarian Agencies

Humanitarian agencies working together as partners provide a reliable and trustworthy model of collaboration. At a vulnerable time such as the post-Siege situation, the synergy generated through coordinated services helps keep hope alive among the IDPs.

Working as a team, i.e., the Zamboanga Mindanao Humanitarian Team, the agencies are able to strengthen government efforts and enhance local resources. Its capacity-building activities have helped develop the competencies of local government staff, IDP leaders, and community members, who have all been willing to learn.

Specific to communication, OCHA and other partners organized the CWG and helped build the capacity of the city PIO to lead in humanitarian communication work.

3.2.3. Mobilizing Volunteers

The CWG has mobilized youth volunteers, who are college students and young professionals. UNFPA also has its youth volunteers, and IRDT has the Community Peace Media (CPM) volunteers. Another organization that has tapped community-based volunteers is UNYPHIL. In the transitional sites, cluster committees have volunteer committee leaders from the ranks of the IDPs.

The mobilization of volunteers for humanitarian work gives an added edge to the recovery and rehabilitation efforts by building local capacities and strengthening community participation. Supplementing the workforce of the organizations they join, the volunteers also serve as bridges of communication and understanding between the affected communities and government/humanitarian agencies. The youth volunteers particularly bring with them their idealism, energy and knowledge. They also have developed the skill to build rapport.

These volunteers have been capacitated by humanitarian partners in various aspects of recovery and rehabilitation work. For example, TAF/USAID conducted training courses for the CWG youth volunteers on the following areas: customer service, technology of participation, strategic planning, and team building. UNICEF and DSWD provided training on facilitating skills and on child rights and protection, and OCHA oriented them on CwC/AAP.

3.2.4. Service Providers as Credible Front-Liners

Service providers, whether from the humanitarian partners or from government, were still viewed as credible, despite issues on the non-delivery of commitments and basic services. Several factors can be cited.

First, the hard work and sincerity of the humanitarian workers were evident to the IDPs. As pointed out by an FGD participant, the sincerity of these front-liners could not be mistaken in their face-to-face interactions with members of the affected communities. *Second*, they are able to engage the IDPs in dialogue, showing empathy and willingness to take risks. A concrete example is how a CMO staff was able to avert at least 10 planned rallies because he put himself on the line and dialogued with them. *Third*, the humanitarian workers were credible because of the competence they brought to their work, which stems from their professional preparation and experience. This competence is further honed by continuing capacity development activities.

It must be noted, however, that there are signs that this credibility is waning as most IDPs expect less from various agencies still operating in the area. Credibility once lost will be difficult to restore and will affect the ability to implement succeeding humanitarian and development programs.

3.2.5. Effective Channels for Community Engagement

As cross-cluster activities, the information caravans and community consultations proved to be effective mechanisms for information sharing, feedback and transparency forum.

Among the humanitarian partners, UNFPA implemented health information and GBV sessions. These sessions not only served as a venue to discuss RH and GBV issues but also provided an opportunity for women to provide feedback on the services they were receiving, including suggestions on how activities could be better implemented.

Careful planning of the information caravans helped ensure that the IDPs understood the activity and what to expect from it through social preparation. Resource persons were tapped to inform and update the communities on cluster/sector concerns, and an open forum followed to provide an opportunity for the IDPs to air their views and sentiments and get answers to their questions. Previously, CWG volunteers were oriented on the specific tasks they were to do during the caravan.

After the conduct of a number of caravans, assessment workshops were held to help improve future ones. Among the improvements introduced were separate sessions for the children and translation of the ongoing discussions into Tausug or Badjao.

For the community consultations, the CWG volunteers were earlier trained on facilitating skills. Discussions were carefully documented, and action points were noted for monitoring and follow-up.

The main weakness of these activities was the inability of the resource persons to give definite answers on the "when," "where," and "what" (tagging status) regarding their transfer to permanent housing. It was also perceived that they were not able to provide appropriate or acceptable explanations on the delays in the provision of basic services.

3.2.6. *Kwentohan* (Storytelling) for Information and Feedback

Storytelling was identified by many of the FGD participants as an effective way of sharing information and getting feedback among the IDPs. They observed that when structured questions were used, the IDPs would tell them "what you want to hear"; it seemed that the IDPs already had memorized their answers to anticipated questions.

When they (humanitarian workers) engaged the IDPs in conversation (*kwentohan*), making observations rather than asking questions and allowing them to tell their stories, then the IDPs freely shared their genuine sentiments and opinions. With the rapport established, the FGD participants said they were able also to share information that needed to be disseminated.

As a way of communicating, storytelling is culturally appropriate, because IPs (and Filipinos in general) love to tell stories. It is also non-confrontational and non-intimidating. Moreover, it addresses the IDPs' psychosocial need for catharsis (cleansing or purification) and affirmation.

3.2.7. Teacher-Schoolchild-Parent Communication Flow

In the absence of information because of the lack of access to communication channels (e.g., no radio or TV), IDPs were able to obtain needed updates through their schoolchildren. When school was dismissed because of weather disturbances, parents became aware of the threat of impending storms through notices for parents sent by the teachers through the children.

This teacher-schoolchild-parent communication flow could be further used to disseminate relevant information to the affected communities, not only on the weather. IEC materials from the CWG or humanitarian agencies could be used by the teachers as part of their lessons or as supplemental material for learning.

The IEC materials could also be simplified in terms of content and lay-out (e.g., more visuals), which the schoolchildren could give and explain to their parents. Or the teachers could prepare humanitarian program messages which the schoolchildren could copy on their notebooks, as part of their writing and reading lesson, which the parents could check and initial. This, of course, will be appropriate only for literate parents.

3.2.8. Resiliency and Perseverance of IDPs

Perhaps much abused and taken for granted, the resiliency of the IDP communities in the transitional sites cannot be denied. This resiliency could serve as a temporary reprieve given by the IDPs for the faults and misses of the overall humanitarian effort in Zamboanga. The IDPs are holding on, even in the midst of unfulfilled commitments and unexplained circumstances. With incomplete information on their status and their future, they accept what their camp managers tell them, "*Maghintay lang*" (Just wait).

This patient and forgiving attitude may be related to their Islamic and Christian faith. When asked on who is reliable and credible, an IDP leader said, "Only Allah." Also, the perceived credibility and sincerity of frontline humanitarian workers may be a factor for the continuing patience of the IDPs.

In addition, their attitude may be attributed to physical and psychological fatigue. They have moved from one crisis (the Siege) to another (lack of livelihood and basic services) and are now too tired to do anything else but wait – for the commitments to be fulfilled, so they could move on with their lives. While there have been occasions for the eruption of collective anger, these have been dissipated and appeased.

A caveat, though. Feelings of frustration and resentment are simmering. There is a breaking point, and government and humanitarian partners should not wait for that point to be reached.

3.3. What Didn't Work

3.3.1. Management of Expectations

The expectations of IDPs, such as forms of assistance, provision of services, and timelines of commitments, were themselves set through public pronouncements made by government officials. When unmet, these expectations become a source of frustration to the affected communities.

An example earlier cited is the case of a DND statement that those who sustained damages to property during the Siege must submit a report or documentation "for possible assistance." Many submitted their reports and futilely waited for the "possible assistance." That was two years ago, but up to now; some IDPs still remember that statement and take government to task for the lapse. It can be assumed that government for its part had not released any clarification on the matter.

Camp managers are the nearest persons of authority in the sites to the IDPs. They themselves do not have the answer to questions on permanent housing or on food packs, so they give the safest response as advised by their superiors, "*Maghintay na lang*" (Just wait).

The long delay in providing electricity and water in the transitional sites has been a festering issue to residents. According to the PIO chief, explanations given were neither understood nor accepted, or no explanations at all were given.

Another example is the banner story in the April 2015 issue of *Bangon Zambo!* this announced the approval of PhP 50 million for the needs of the transitional sites. While the news story did specify that the amount was for the city government's overdue obligations to the Zamboanga City Electric Cooperative (ZAMCELCO) and Zamboanga City Water District (ZCWD), desludging of the sites, and road repairs, the IDPs were asking why they still had no electricity.

These expectations must be judiciously addressed by the City Government by providing unambiguous answers or clear and simple explanations, in a timely manner, through effective and appropriate channels. Ignoring the failure or whitewashing the reasons will do more harm than good.

3.3.2. Cultural Sensitivity in Program Response

While communication initiatives exhibited cultural sensitivity in the use of local languages in IEC materials and translation of discussions during interpersonal

engagements, program planning and implementation showed a lack of consideration for the cultural beliefs and practices of the IDPs.

FGD participants cited the following examples of disharmony with the culture or traditions of the IDPs: (1) use of GI sheets as roof instead of *nipa* (thatch made from the leaves of local palm); (2) non-compatibility of the location of doors and windows to the direction toward which they turn to pray; (3) toilets inside their houses (in permanent shelters); (4) preventing Badjao children from participating in fishing expeditions of their parents (as a form of child labor); (5) using cement for the stilts of Badjao houses; and (6) building Badjao houses on land, rather than on water.

This negligence has engendered attitudes among the IDPs that put to question the sincerity and competence of program planners and implementers. It highlights the need for **cross-cultural communication as an integral part of program interventions**.

3.3.3. Bureaucratic Response to IDP Needs

The complex bureaucratic process in government agencies, both national and local, was a major factor to the failure or inadequacy in addressing the IDPs' priority needs, including information.

For one, key decisions for the rebuilding/recovery efforts are centralized in Manila and therefore too slow. For example, the circuitous budget request, approval and releasing process involves many national line agencies, e.g., DBM, DPWH. These agencies have their respective rules, in addition to Commission on Audit (COA) requirements and provisions of the Government Procurement Act. While the Department of Budget and Management (DBM) has to release funds, the Department of Public Works and Highways (DPWH) will implement the projects.

The results are evident. Most transitory sites remain waterless. Water is delivered daily by trucks. According to the local water district, they cannot just lay down water pipes which will connect transitory sites to water sources unless the land involved is government-owned. In the case of private lands, right of way has to be resolved, which is the responsibility of the city government. A humanitarian agency had offered funds to provide water service to transitory sites. Unfortunately, the period for availing of the funds had lapsed.

The sites continue to lack electricity. For its part, the city electric cooperative is challenged by the lack of materials (due to procurement requirements and the slow bidding process), procurement of right of way, and need for road network.

It was suggested that government agencies could ask for exemptions or for more flexible procurement procedures from the Government Procurement Policy Board. Even the emergency procurement procedures were perceived as "very slow." This over-

sensitivity to bureaucratic procedures may be a reaction to the continuing anti-corruption thrust of the national government.

Another suggestion was for the local government, rather than the national government, to take the lead to speed up the recovery and rehabilitation efforts.

A relevant observation from an FGD participant was that government seems to operate on the assumption that bureaucrats are corrupt and therefore rules have to be introduced to prevent corruption. She asked: Can this assumption be changed? Why not allow bureaucrats to deliver services at the most effective and efficient manner but, at the same time, ensure certainty of punishment for those found corrupt.

The challenge remains: How can bureaucracy work in emergency situations?

3.3.4. Barriers or Hindering Factors to Effective Communication

3.3.4.1.   The use of diverse channels did not always translate into well-informed stakeholders because of considerations such as:
- Appropriateness of material to IDP profile, e.g., literacy, language
- Access to and affordability of media and technology, e.g., TV, radio, newspapers, mobile phones.

3.3.4.2.   The use of print materials, specifically newsletters and FAQ brochures, is not appropriate for low-literate or non-literate readers. Another consideration is that limited copies mean limited reach.

3.3.4.3.   The multiple-step flow that happens in communication (e.g., agencies to camp managers to committee leaders to IDPs) may lead to inaccuracies and distortions because of the numerous actors involved with their different perceptions and interpretations.

3.3.4.4.   In a situation of information gaps, such as what is happening in the sites, people have been filling in these gaps with misinformation (may be unintentional) and disinformation (deliberate with negative intent). Vested interest groups have been exploiting the situation by spreading disinformation. Information gaps also breed rumors or unverified information.

3.3.4.5.   Some messages are disconnected from realities on the ground or in conflict with IDP culture, e.g., WASH message in a waterless community, message on avoiding the use of many appliances in a non-energized site, or a child labor message and Badjao children fishing with their parents.

3.3.4.6.   Reasons why IDPs said they did not have information:
- No information was shared.

- Explanations were not given.
- Explanations were not understood or difficult to grasp ("malay ko").
- Explanations were heard but were perceived to be not their responsibility ("pakialam ko").
- Explanations were not acceptable.

4. RECOMMENDATIONS

4.1.   The CWG needs to convene, within the next month or so, an assessment and planning workshop to determine what communication initiatives to undertake to respond to urgent and pressing concerns, as well as to address medium- and long-term objectives. The output will be a **strategic communication plan** for the Zamboanga post-conflict recovery and rehabilitation.

The assessment and planning workshop to consider the following issues:

4.1.1.   Communication activities must always be linked to the delivery of services and products. These must be carefully planned and coordinated to synchronize with humanitarian and development interventions.

For example, IEC materials on good nutrition, e.g., supplementing a diet of the indigenous *panggi* (cassava flour) with fish and vegetables, will be useless in an impoverished community. These materials must be used in conjunction with the implementation of nutrition programs or livelihood projects. This way, the IDPs will not only increase their knowledge but also be empowered to act on this knowledge.

In the same way, information on health-seeking behavior, such as consulting a doctor or availing of prenatal care, may not be enough if health services are not available or health workers are not accessible. Or knowledge about why and how to use a toilet properly will be irrelevant if water is not available.

4.1.2.   SMART communication objectives must be formulated that relate to problems on the ground, address communication barriers, and support program goals. These should not just determine activities to be undertaken but identify desired changes in behavior as a result of communication activities.

4.1.3.   Messages must be stakeholder-specific and not "one-size-fits-all." Messages on the rights of IDPs need to be balanced by messages on their responsibilities and accountabilities. Other messages may include healing and confidence building, and rebuilding trust and confidence especially between Christians and Muslims.

4.1.4.   For policy makers and planners in government, advocacy messages may include the following:

- Emergencies as the new normal, requiring flexibility in rules and procedures
- Sense of emergency and readiness for disasters of all types that may happen anytime
- Sense of immediacy and urgency, especially in addressing needs of IDPs
- Cultural sensitivity to indigenous people
- Making the bureaucracy work in emergency situations

4.1.5. Since the CWG cross-cuts the sectors, funds and resources for humanitarian communication can be embedded in the sectoral programs.

4.1.6. Humanitarian communication funds can also be allocated in the Zamboanga City Disaster Risk Reduction and Management Council.

4.1.7. Agencies represented in the CWG should have dedicated focal persons and not different individuals attending meetings. These focal persons will ensure consistency and sustainability in participation and help build the collective capacity of the CWG as a body.

4.2. As a planning tool and guide for the CWG, an **inventory or mapping of existing IEC materials and current communication activities** needs to be done. This can be undertaken by each of the partner members. PIO can then compile and consolidate the inventories and identify gaps or areas for strengthening.

4.3. As an immediate response to the urgent need of the IDPs for information about their permanent housing, the CWG must plan and implement a **follow-up series of community meetings**, not as large as the information caravans but smaller, to facilitate more meaningful interactions.

Preparations should include clear and definite answers from implementing agencies like NHA, ZAMCELCO, and ZCWD. These meetings will continue the process of information sharing, dialogue, and feedback with the IDP communities.

4.4. To better meet the information needs of IDPs and strengthen community engagement, the CWG can **build the capacity of IDPs to plan their communication activities and produce their own IEC materials**. The CWG can start by involving IDPs in developing content or translating materials into the local language.

4.5. **Capacity building for CWG members and CWG youth volunteers** must be sustained. An initial activity that can be undertaken is a training workshop on Communication for Development (C4D), which should be related to Communicating with Communities (CwC) and Accountability with Affected Communities (AAP). This training could be conducted in coordination with UNICEF.

4.6.   **Success stories and the overall communication experience** in a post-conflict context need to be thoroughly documented. The communication experience in the Zamboanga Siege is a treasure trove of lessons that other cities, municipalities and provinces can learn from. These lessons can help refine initiatives and provide guidance for communication initiatives in similar situations such as that in Central Mindanao.

4.7.   To strengthen media engagement in the humanitarian response, a **series of training-workshops or a continuing training program for Mindanao-based journalists** can be planned and implemented. Topics may include humanitarian reporting, humanitarian principles and system and citizen journalism.

4.8.   The Command Post is a central hub of activity, including communication, in the transitional sites. It is the main communication center for the IDPs and serves as their direct link to needed services and support. It is therefore imperative for **camp managers and camp management support staff to build their capacity for humanitarian communication**.

The CWG should plan and implement a series of capacity-building activities for them on such topics as CwC and AAP principles, effective interpersonal communication skills, how to develop and produce simple IEC materials, and how to relate with media.

4.9.   The CWG can advocate with the CMO for **strengthening information management** for better planning and decision-making. Data generation and management should be prioritized, and data disaggregation should be pursued.

4.10.   OCHA can help **develop content for a college level course on Humanitarian Communication**. This shall be an input to the advocacy of the Asian Institute of Journalism and Communication (AIJC) to the Commission on Higher Education (CHED) for the Inclusion of Risk, Disaster, and Humanitarian Communication in the Curriculum for BA Communication and BS Development Communication.

REFERENCES

C-Change. (2012). *C-Modules: A Learning Package for Social and Behavior Change Communication (SBCC).* Washington, DC: C-Change/FHI 360.

Dorfman, Lori and Wallack, Lawrence. (2013). Putting Policy into Health Communication: The Role of Media Advocacy. In R. E. Rice and C. K. Atkin (Eds.), *Public Communication Campaigns* (4[th]ed.). Los Angeles: Sage.

Mefalopulos, Paolo. (2008). Development Communication Sourcebook: Broadening the Boundaries of Communication. Washington, DC: The World Bank.

APPENDIX 1

LIST OF DOCUMENTS AND MATERIALS REVIEWED

Documentation/Reports
Camp Coordination and Camp Management: Updates, August 24, 2015
Communication Cluster: Stocktaking Report, July 1, 2015
Communication Working Group Information Caravan Assessment, Garden Orchid Hotel, December 18, 2014
Communication Working Group Meeting, January 16, 2014
Communication Working Group Meeting, February 4, 2014
Communication Working Group Meeting, May 19, 2014
Communication Working Group Meeting, October 2014
Communication Working Group Meeting, December 2, 2014
Concept Note: Communication Working Group Ways Forward
CWG & AAP Feedback Form: Cawa-cawa Shoreline and Grandstand Evacuation Center 4th week of August 2014
CWG & AAP Feedback Form: Masepla Mampang Transitory Site, 26 September-3 October 2014
CWG & AAP Feedback Form: Buggoc Transitory Site, 13 October 2014
CWG & AAP Feedback Form: Grandstand Evacuation Center, 21-24 October 2014
CWG & AAP Feedback Form: Zone A Women (Mothers), 23 October 2014
CWG & AAP Feedback Form: Buggoc Transitory Site, 24 March 2015
CWG & AAP Feedback Form: Tulungatung Transitory Site, 25 March 2015
CWG & AAP Feedback Form: Mampang Transitory Site 1, 14 April 2015
CWG & AAP Feedback Form: Mampang Transitory Site 1, 14 April 2015
CWG & AAP Feedback Form: Mampang Transitory Site 2, 14 April 2015
CWG & AAP Feedback Form: Mampang Transitory Site 3, 14 April 2015
CWG & AAP Feedback Form: Rio Hondo Transitory Site, 21 April 2015
IOM matrix report on communication activities (no title, no date)
OCHA: Orientation on Accountability to Affected Populations (AAP) and Communication with Communities (CwC), Garden Orchid Hotel, October 14, 2015
Strategic Planning Workshop, Garden Orchid Hotel, April 11-12, 2015
Third Wave Information Caravan, June 3-June 16, 2015
UN OHCHR: Statement of the United Nations Special Rapporteur on the human rights of internally displaced persons, Chaloka Beyani, on the conclusion of his official visit to the Philippines, 21 to 31 July 2015
Workshop on Humanitarian Work on Disaster Response for CWG Volunteers, Garden Orchid Hotel, April 30, 2015

IEC Materials
ACF Philippines Bulletin, April-June 2015
Bangon Zambo!, June 2014
Bangon Zambo!, October 2014

Bangon Zambo!, April 2015
FAQ: Build Back Better Zamboanga
FAQ: Build Back Better Zamboanga – for Home-Based IDPs (English Version)
FAQ: Build Back Better Zamboanga – for Internally Displaced Persons (IDPs) at Evacuation Centers (EC) & Transitory Sites (TS) (English Version)
FAQ: *Mga Karaniwang Tanong ng mga IDPs*
Flyer: Code of Policies on Z3R Beneficiary Selection
International Organization for Migration Zamboanga Recovery Program: Communication with Communities, October 2014
OCHA: Humanitarian Bulletin Philippines, Issue 5, 1-31 May, 2015
OCHA: Humanitarian Bulletin Philippines, Issue 6, 1 June-3 July, 2015
OCHA: Humanitarian Bulletin Philippines, Issue 7, 1-31 July 2015
OCHA: Humanitarian Bulletin Philippines, Issue 8, 1-31 August 2015
Protection Cluster Mindanao, UNHCR Philippines: Monthly Displacement Dashboard, August 2014, Issue No. 7
Protection Cluster Mindanao, UNHCR Philippines: 2014 Annual Mindanao Displacement Dashboard, December 2014
Taghuri: Empowering Women and Families through Livelihood
Tarpaulin: *Anong dapat gawin pag nakaranas ng karahasan?/ Unu in hinangun bang nakalabay sin kabinsanaan?*
Tarpaulin: *In mamiminasa ha mga KABABAIHAN iban ha KABATAAN langal sarah sa Igguh-lagguh*
Tarpaulin: *IWASAN NATIN ANG SUNOG/MGA GAGAWIN KAPAG MAY SUNOG*
Tarpaulin: *NO BUTA EL BASURA AQUI* (in four languages)
Tarpaulin: *Para sa inyong mga katanungan, mag text sa IDP TEXTLINE*
Tarpaulin: Zamboanga City Roadmap to Recovery and Reconciliation

Infographics
OCHA: Philippines – Zamboanga City Transitional Sites, July 31, 2015
OCHA: Philippines – Zamboanga Crisis Timeline – Draft, June 30, 2015
OCHA: Philippines – Zamboanga Snapshot, September 4, 2015

PIO Materials
Concept Note on News Bits
Concept Note: Fun Art Workshops for Children and Adult Conflict-Victims
News Bits: March 9, 2015; March 25, 2015; April 12, 2015; April 29, 2015; May 24, 2015; May 29, 2015; June 3, 2015; June 5, 2015;June 21, 2015; July 14, 2015; July 15, 2015; July 29, 2015
Press Release: Beng leads "Kumustahan" in transit sites
Press Release: "Celebracion de Victoria y Paz" set today
Press Release: Fun art exhibit attracts art lovers to City Hall
Situational Reports, Zamboanga Recovery & Rehabilitation Efforts: March 3, 2014; May 13, 2014; June 16, 2014; June 30, 2014; July 21, 2014; August 14, 2014; September 8, 2014; September 29, 2014; November 10, 2014; November 24, 2014; December 29,

2014; January 112, 2015; January 19, 2015; February 9, 2015; February 16, 2015; May 11, 2015

PowerPoint Presentations
Communication with Disaster Affected Communities (CDAC) Zamboanga City
Communications Working Group Milestones for 2014
Communications Working Group Zamboanga City
Info Car Assessment

Studies
DOH-NNC-ACF-UNICEF, Summary Findings of the Nutrition and IYCF Survey on Internally Displaced Households with Children Underfive in Zamboanga City, Philippines: August 2014

FGD PARTICIPANTS AND KEY INFORMANT

**Focus Group Discussion, 9:30 A.M., 24 August 2014
UN Inter-Agency Hub**

Ulysses John Almocera
Health Specialist, CFSI
Email: ualmocera@cfsi.ph; Mobile #: 0917-821-6727

Wilma Cuaycong
Field Assistant, UNHCR
Email: cuaycong@unhcr.org; Mobile #: 0915-887-4191

Fae Esperas
M&E Assistant, CFSI
Email: fesperas@cfsi.ph; Mobile #: 0977-315-3176

Farida Kasuyo
Humanitarian Affairs Analyst (AAP/CWC and Gender),OCHA
Email: kasuyo@un.org; Mobile #: 0927-600-9364

Sapia Taulani
Humanitarian Affairs Assistant, OCHA
Email: taulani@un.org; Mobile #: 0917-831-0441

**Focus Group Discussion, 1:00 P.M., 24 August 2014
UN Inter-Agency Hub**

Cris Cayon
Chief of Field Office, UNICEF
Email: ccayon@unicef.org; Mobile #: 0920-916-8711, 0917-765-1987

Katrina Robelle Deza
Data Management Focal, IOM
Email: kdeza@iom.int; Mobile #: 0917-737-4168

Daisy Bacero-Hapay
WASH Consultant, UNICEF
Email: dhapay@unicef.org; Mobile #: 0917-726-1593

Amina Lim
Nutrition Coordinator, UNICEF
Email: arzlim@unicef.org; Mobile #: 0917-558-5554

Brian Lustre
Head of Office, IOM
Email: bluster@iom.int; Mobile #: 0936-960-7796

Focus Group Discussion, 3:00 P.M., 24 August 2014
UN Inter-Agency Hub

Annah Maleiha T. Bago
WASH-Hygiene Promotion Officer
ACF International
Email: abago@ph.acfspain.org; Mobile #: 0915-179-8007

Pete John Biscarra
Head of Program for Nutrition, Psychosocial Support and Care Practices
ACF International
Email: pbiscarra@ph.acfspain.org; Mobile #: 0949-188-1069; 0916-977-4994

Surafa T. Ebus
Head of Program, Food Security and Livelihood
ACF International
Email: sebus@ph.acfspain.org; Mobile #: 0946-119-4222

Felipe O. Lambayan
Knowledge Management Officer
ACF International
Email: mutsurnella05@gmail.com; Mobile #: 0905-467-3804

Sitti Mhuriza Mamasalagat
WASH-Health Promotion Officer
ACF International
Email: smamasalagat@ph.acfspain.org; Mobile #: 0906-254-1690

Jupiter L. Pollisco
Assistant Head of Program for Disaster Risk Reduction
ACF International
Email: jpollisco@ph.acfspain.org; Mobile #: 0915-672-1238

Focus Group Discussion, 9:30 A.M., 25 August 2014
Mampang Transitory Site

Indah Aliya A. Abdulla
Bunkhouse Leader, Mampang 3
Mobile #: 0975-333-9128

Suraida Alih
Bunkhouse Leader, Mampang 3
Mobile #: 0926-294-0402

Rowena Haradji
Bunkhouse Leader, Mampang 3
Mobile #: 0905-146-4964

Dahlia Junairi
Volunteer Peacekeeper / Bunkhouse Leader, Mampang 1
Mobile #: 0926-934-9017

Sabtiya Utuhsaya
Bunkhouse Leader, Mampang 1

Abdullah Wahab
Volunteer Peacekeeper, Mampang 1
Mobile #: 0936-473-6206

Focus Group Discussion, 2:00 P.M., 25 August 2014
Buggoc Transiory Site

Celly Abba

Sarah Akmad
4Ps Parent-Leader
Mobile #: 0936-572-3835

Lito L. Dogoy
Volunteer Leader
Mobile #: 0926-292-4744

Nursiya S. Gomer

Victor Haliddan
Volunteer Peacekeeper
Mobile #: 0926-375-9940

Renanyn A. Tabao
4Ps Parent-Leader
Mobile #: 0936-129-9418

Focus Group Discussion, 8:00 A.M., 26 August 2015
City PIO Office

Genesis C. Adion
CWG Youth Volunteer
Email: genesisadion@gmail.com; Mobile #: 0905-711-9461

Jhunel G. Amantiad
CWG Youth Volunteer
Email: jhunz_1951@yahoo.com; Mobile #: 0935-142-4748

Keneth Jean T. Amatorio
CWG Youth Volunteer
Email: kenken_amatorio14@yahoo.com; Mobile #: 0905-177-7912

Delight M. Camacho
CWG Youth Volunteer
Email: deelightc@yahoo.com; Mobile #: 0926-845-6366

Abbie Angela B. Follosco
CWG Youth Volunteer
Email: abbiefollosco@yahoo.com; Mobile #: 0975-205-6544

Vivien Angela B. Follosco
CWG Youth Volunteer
Email: folloscovivien@yahoo.com; Mobile #: 0905-698-2686

Christian E. Olasiman
Executive Assistant II, City PIO
Email: christian_olosiman@yahoo.com; Mobile #: 0927-257-6369

Chazee A. Ong
CWG Youth Volunteer
Email: ong.chazee@yahoo.com; Mobile #: 0926-782-4055

Felza Grace E. Pelayo
CWG Youth Volunteer
Email: felzagarceep@gmail.com; Mobile #: 0916-130-2525

Reina Mechelle A. Rentutar
CWG Youth Volunteer
Email: reinreingoaway0228@gmail.com; Mobile #: 0936-728-0173

Shiela Mae Sanguila
CWG Youth Volunteer
Email: shiela.sanguila@gmail.com; Mobile #: 0927-945-3087

Focus Group Discussion, 10:00 A.M., 26 August 2015
City PIO Office

Jannel Aliangan
Camp Management and Support Staff, CSWDO
Email: janella_aliangan@yahoo.com; Mobile #: 0975-241-3398

Celeste B. Alvarez
Camp Manager, CSWDO
Email: celalvarez57@gmail.com; Mobile #: 0936-873-5188

Priscilla D.A. Ararao
Camp Manager, CSWDO
Mobile #: 0916-538-2801

Lorna Bayarcal
Camp Management and Support Staff, CSWDO
Email: lornabayarcal@yahoo.com; Mobile #: 0927-595-3645

Grace Filoteo
Camp Manager, CSWDO
Email: gracefiloteo@yahoo.com; Mobile #: 0915-483-6623

Mysa Gonzales
Camp Management and Support Staff, CSWDO
Email: ryzzryzza@gamial.com; Mobile #: 0905-719-0670

Bainaleni B. Hamsirani
Camp Manager, CSWDO
Email: mixsz_incredible@yahoo.com; Mobile #: 0926-119-6700

Dexter Hipolito
CCCM Staff/Peacekeeper Head, CSWDO
Email: dj.neex3315@yahoo.com; Mobile #: 0905-801-6205

Juila L. Jailani
Camp Manager, CSWDO
Email: dirhai_thyst12@yahoo.com; Mobile #: 0936-289-4956

Irene C. Las Marias
Camp Manager, CSWDO
Email: irelasmary@yahoo.com; Mobile #: 0926-485-2351

Sherry-Ann S. Malinjaman
Camp Management and Support Staff, CSWDO
Email: sherryannmalinjaman@yahoo.com; Mobile #: 0935-7861581

Abner M. Mundoc
Camp Manager, CSWDO
Email: abnermundoc@yahoo.com; Mobile #: 0917-422-3398

Elsa E. Pandi
Camp Management and Support Staff, CSWDO
Mobile #: 0906-913-3252

Juan A. Pantilanan
Camp Management and Support Staff, CSWDO
Email: joan.pantilanan@facebook.com; Mobile #: 0935-537-0370

Jeaneth M. Ramos
Camp Management and Support Staff, CSWDO
Email: jeaneth_ramos@rocketmail.com; Mobile #: 0926-809-3134

Nurhina A. Sabdani
Camp Management and Support Staff, CSWDO
Email: nhur_sabdani@yahoo.com; Mobile #: 0935-650-5992

Krizza Mari U. Sergas
Camp Manager, CSWDO
Email: krizzamarisergas@yahoo.com; Mobile #: 0935-184-2802

Wadznalyn J. Taribul
Camp Management and Support Staff, CSWDO
Email: wadznalyn@gmail.com; Mobile #: 0935-359-8143

Maridel I. Vilas
Camp Management and Support Staff, CSWDO
Email: madelvilas@yahoo.com; Mobile #: 0975-271-6534

Focus Group Discussion, 2:00 P.M., 26 August 2015
UN Inter-Agency Hub

Nurhuda A. Abili
IRDT Community Peace Media Volunteer, Mampang 2 TS
Lane Leader/ACF Volunteer-WASH
Mobile #: 0915-743-3468

Michelle L. Akmad
IRDT Community Peace Media Volunteer, Buggoc TS
Mobile #: 0905-716-4167

Satra H. Akmad
IRDT Community Peace Media Volunteer, Buggoc TS
Mobile #: 0926-975-9114

Carlo L. Benitez
IRDT Project Coordinator for Special Projects
Email: olrac_b@yahoo.com; Mobile #: 0905-640-3729

Rodel R. Cruz
IRDT Community Peace Media Volunteer, Mampang 1 TS
Mobile #: 0935-780-3416

Nafher Hassan
IRDT Community Peace Media Volunteer, Buggoc TS
Mobile #: 0936-586-5440

Shahribar B. Pajiran
Volunteer, UNYPHIL - Women
Email: pajiransha@yahoo.com; Mobile #: 0905-835-7395

Sitti Naira S. Sawadjaan
IRDT Community Peace Media Volunteer, Mampang 2 TS
President, ACF Youth
Mobile #: 0905-640-3729

Key Informant Interview, 9:00 A.M., 27 August 2015
City PIO Office

Sheila E. Covarrubias
PIO Chief
Email: secov2002@yahoo.com; maegan2002@gmail.com
Mobile #: 0917-756-2324

Focus Group Discussion, 10:00 A.M., 27 August 2015
City PIO Office

Engr. Marli P. Acosta-de Fiesta
OIC-Engineering and Construction Department
ZCWD Technical Services Group
Email: ma.defiesta@zcwd.gov.ph; Mobile #: 0917-550-6313

Dr. Hadj Pendatun I. Talib
National President
Philippine Council for Sama and Bajau
Mobile #: 0916-295-0921

Dominic I. Sanchez
Information Officer, Philippine Information Agency
Zamboanga City
Email: dominicilagansanchez@gmail.com; Mobile #: 0917-716-4060

Focus Group Discussion, 1:30 P.M., 27 August 2015
City PIO Office

Yah-Ya J. Abdusalam, Jr.
Executive Assistant I, City Mayor's Office
Email: jojoabdusalam@gmail.com; Mobile #: 0936-587-1679

Silvie Jasmin B. Agravante
Executive Assistant II, City Mayor's Office
Email: sbandiola@gmail.com; Mobile #: 0926-705-1868, (062) 992-3491

Konrad Karl Angeles
Agricultural Technologist, Office of the City Agriculturist
Email: zc.agri.office@gmail.com; konrad.angeles@gmail.com
Mobile #: 0915-5313195, Landline (062) 985-0687

Uldareco S. Fabian
Social Welfare Officer, CSWDO
Email: darickfabian@gmail.com; Mobile #: 0932-262-4374, Landline (062) 926-7349

Ma. Ivy S. Iturralde
Medical Officer, City Health Office
Email: rozeth22@gmail.com; Mobile #: 0922-862-5768

Gerde M. Reyes
Day Care Officer/Social Welfare Assistant
Email: gerdemaramarareyes@yahoo.com; Mobile #: 0917-302-8565

Debriefing, 9:30 A.M., 28 August 2015
City PIO Office

Sheila E. Covarrubias
PIO Chief
Email: secov2002@yahoo.com; maegan2002@gmail.comMobile #: 0917-756-2324

Katrina Robelle Deza
Data Management Focal, IOM
Email: kdeza@iom.int; Mobile #: 0917-737-4168

Fae Esperas
M&E Assistant, CFSI
Email: fesperas@cfsi.ph; Mobile #: 0977-315-3176

Alkhaulan Hashim
Humanitarian Affairs Analyst, OCHA
Email: hashima@un.org; Mobile #: 0917-529-6691

Ginalee Lao
 IOM
Email: glao@iom.int; Mobile #: 0917-648-7799

Marian Lim
Admin., UNICEF
Email: malim@unicef.org; Mobile #: 0977-315-3176

Ramil Maquilan
Senior Field Assistant, UNHCR
Email: maquilan@unhcr.org; Mobile #: 0905-514-9357

Sapia Taulani
Humanitarian Affairs Assistant, OCHA
Email: taulani@un.org; Mobile #: 0917-831-0441

Debriefing, 11 September 2015
OCHA Office, Makati City

Miguel Almario
Community Engagement Officer, IOM

Gil Francis Arevalo
Community Engagement Officer, OCHA

Rose May Maitem
Communication Officer, ACF

Florence Tayzon
Assistant Country Representative, UNFPA

Ronnel Villas
Humanitarian Coordinator, UNFPA