

## HIGHLIGHTS

- With the next typhoon season arriving in June, assistance for the millions of Haiyan-affected people still living without adequate or durable shelter must be urgently stepped up.
- Six months since Typhoon Haiyan made landfall, the humanitarian situation remains stable across the affected regions, largely due to the resilience of the people and the massive response in the emergency phase.
- In Zamboanga, concerns persist over the congested living conditions of the Badjao people at the Cawa-Cawa shoreline.

## FUNDING

### Typhoon Haiyan

**788 million**  
requested (US\$)

**56%** funded

### Zamboanga Crisis

**25 million**  
requested (US\$)

**21%** funded

Source: Financial Tracking Service



## Durable shelter urgently needed ahead of next tropical cyclone season

### Over 2 million people still without durable shelter in Haiyan-affected areas

More than 2 million people are still living without adequate or durable shelter nearly six months since Typhoon Haiyan destroyed or damaged their homes. Most survivors have started rebuilding, but they need support to complete construction and ensure they have access to basic services like water and sanitation, as well as education and livelihoods.

With the next rainy and typhoon season beginning in June, greater progress on the shelter shortage is urgently required. As people are exposed to the elements in many areas, the risk of the situation translating into deteriorating public health or a new humanitarian crisis is heightened.

In addition to funding shortfalls, property rights and ownership issues make it difficult to access enough land for building or reconstructing both transitional and permanent shelters. The Government and Humanitarian Country Team (HCT) partners have embarked on a search for more useable land, particularly in Tacloban City and the heavily affected municipalities in Leyte Province. Municipal land-search committees are being established for this purpose.

Shelter Cluster partners have provided 120,000 households with assistance enabling them to repair their own homes, but support for an additional 370,000 households is still required. Meanwhile, according to Government and Camp Coordination and Camp Management (CCCM) Cluster information, over 5,000 people still live in evacuation centres and tent cities, mostly in Region VIII (Eastern Visayas). Many more reside in Government-built bunkhouses, which serve as transitional shelter for nearly 20,000 people.

No further bunkhouses are presently being constructed, but other kinds of transitional sites are in use or under development in order to shelter people still in tents and evacuation centres. Generally made of bamboo, or other local temporary materials, these are designed to be used for a multi-year period, until they can be replaced by more durable shelter solutions or their residents are relocated to permanent housing.

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### Report finds critical shortage of evacuation centres

Heightening the risks posed by a new typhoon in Haiyan-affected areas are the findings of a new report from the International Organization for Migration showing that some of the country's most vulnerable and devastated areas are critically short of evacuation centres. A survey conducted on Samar Island revealed that of the 634 buildings designated as evacuation shelters before Haiyan, only 8 per cent remain usable today. Over 400 other buildings would need major rehabilitation before they can be used, while a quarter of them are completely destroyed. Government and HCT partners are rehabilitating and reconstructing some of the buildings, but the work must be urgently scaled up, particularly in light of the approaching typhoon season. To view the report, visit: <http://bit.ly/1pDJWmV>.

*Pending clarification on how and when the 40-metre “No-Dwelling Zone” policy will be implemented, many families continue living and rebuilding in areas under review.*

## Uncertain future for families in “No-Dwelling Zones”

One of the most pressing issues for Haiyan-affected communities and humanitarian partners has been the Government’s proposed blanket policy on implementing a “No-Dwelling Zone” (NDZ) within 40 metres of the shoreline as part of disaster risk reduction.

Negotiation with local authorities has made it possible to provide basic humanitarian support to those still living in the NDZs, but outstanding questions on when and how the policy will be put into practice have complicated medium- to long-term planning. Humanitarian partners are concerned about the temporary nature of assistance to people in the NDZs, especially regarding ad hoc shelter support in preparation for the upcoming typhoon season.

In March, the Government clarified that “Safe Zones” and “Unsafe Zones” will be identified through risk mapping of all the areas in question. Once the zones are surveyed and categorized, ordinances will be issued on how the land can be used. In the meantime, however, families in the NDZs cannot be sure how they will be affected.

In Tacloban’s *Barangay 67*, mother-of-five Arlene Reas says life has slowly returned to normal nearly six months after Haiyan destroyed their home. She and her husband are back to earning a living—her by cleaning neighbours’ laundry and him by selling ice pops.

Her house may appear shabby, but she says it has improved. She recalls salvaging for materials from the ruins of their former home. Haiyan left just a single post for them to build their new house around, and after a few months they saved enough to buy plywood and coco lumber to reinforce their home for the coming rainy season.

They are inside the 40 m NDZ, however. The marker placed by local authorities is just a few metres from their house. An assessment was done to identify houses in the zone and these were marked with numbers to avoid additional houses being put up. They have heard rumours of relocation for families with marked houses, but they have no information on when and how it will happen.



Credit: OCHA / Catherine Alcaraz  
In Tacloban’s *Barangay 67*, yellow concrete markers indicate the parameters of the No-Build/No-Dwelling Zones.

## Haiyan response achievements after six months

In May it will be six months since Typhoon Haiyan made landfall on 8 November, devastating parts of the central Philippines and affecting 14 million people overall. Though millions still have needs requiring urgent attention, the humanitarian situation has remained stable across the affected regions, largely due to the resilience of the people and the massive response in the emergency phase.

The benchmark is an opportunity to acknowledge the achievements of the Haiyan response, carried out in support of Government-led efforts. Results include: food assistance provided to over 4 million people through general distribution or cash transfer; mitigation of the risk of disease outbreaks; large-scale distribution of basic emergency shelter support; and nutrition and protection programming, which screened thousands of children for malnutrition and provided tens of thousands of families with solar lanterns.

The distribution of seeds and fertilizer to affected farming families in time for the March/April harvest provided livelihoods and produced enough milled rice to feed 800,000 people for a year. The establishment of thousands of temporary learning spaces coupled with the extension of learning materials to over half a million children restored basic education services. Short-term emergency employment has been critical for livelihoods assistance and facilitating recovery, while water supply infrastructure

improvements or latrine construction benefitted hundreds of thousands of people, as did the widespread distribution of hygiene and water kits in the emergency phase.

In early June, the release of the second Periodic Monitoring Report will provide a more detailed picture of the progress of humanitarian partners against the five objectives identified in the Strategic Response Plan launched in December 2013, which targeted 3 million people for humanitarian aid. The Plan requested US\$788 million, 56 per cent of which has been funded.

*Haiyan response achievements included the use of the colocation model of civil-military cooperation in Region VI, which ensured situational awareness, allowed gaps to be filled quickly and prevented duplication of efforts.*

### **The benefits of colocation for humanitarian civil-military coordination**

Another notable achievement in the Typhoon Haiyan response was the civil-military coordination model established in Roxas City (Region VI) in the early days of the disaster. Noted as a global best practice, the model's strength was the physical colocation of international humanitarian actors together with multinational forces, in this case the Canadian Disaster Assistance Response Team, which landed in Roxas four days after the disaster.

All were housed in a hall allocated by the Provincial Government of Capiz, which enabled continuous coordination between national and provincial authorities, humanitarian partners and the military. The military participated in cluster and general coordination meetings and were tasked according to needs and their response capacity. Their expertise included medical personnel and Philippine-Canadian officers, who were used to access hard-to-reach areas and gather specific information by using local languages.

By ensuring shared situational awareness, the colocation model allowed for gaps to be filled quickly and duplications to be identified early on. In the Haiyan/Yolanda After Action Review on the Humanitarian-Military-Police Coordination Mechanism and the Use of Foreign Military Assets (Manila, 10-12 March), a recommendation was made to "Adopt a colocation strategy (as appropriate) for humanitarian civil-military-police coordination" in future emergencies.

### **Post-Haiyan recovery and sustainable livelihoods**

With thousands of recovery and reconstruction projects in Typhoon Haiyan's hardest hit areas, coordination is of paramount importance. Hundreds of agencies and NGOs are implementing millions of dollars' worth of projects; some of which are helping the 6 million workers whose livelihoods have been affected by the super Typhoon.

In Tacloban, one of the disaster's most damaged areas, the local government is balancing the increased number of vulnerable constituents with smart planning.

"We must support those who are easily forgotten. The main challenge is duplication," says the coordinator of the city's livelihood team. "Government projects and NGOs were all giving livelihoods help without knowing what was needed."

Prior to Haiyan, the livelihood team would develop proposals and appeal to the national government for approvals and funding. Following Haiyan, these proposals became more urgent, the scope of work grew and the number of people in need increased.

The Early Recovery and Livelihoods (ER&L) Cluster saw the city was overwhelmed with the increased demand and a lack of funding, and devised a way to bring organizations together. The city presented its proposals in front of agencies and NGOs in what was to be an opportunity to link potential partners.

The cluster team advised the city livelihood coordinator on various ways to give more value to the proposals. Streamlining them and linking them to identifiable beneficiary



Credit: ILO / Marcel Crozet  
Business is slowly restarting in the city of Tacloban, which was hard-hit when Typhoon Haiyan devastated the central Philippines on 8 November 2013.

populations and locations helped make them more attractive to donors and more effective in supporting those who need assistance the most.

Of the proposals this year, the city hopes to help 7,000 people, from those identified as the urban poor to senior citizens and people living with disabilities.

### **Different needs, equal opportunities – addressing gender in the Typhoon Haiyan response**

The strong capacity of the Government and civil society, assisted by the gender and gender-based violence (GBV) experts deployed to the Philippines in the aftermath of Typhoon Haiyan, created a robust basic safety net to prevent and address incidences of GBV. Women- and child-friendly spaces (22 and 192, respectively) encouraged the reporting of abuse and helped address the problem using referral pathways.

The Protection Cluster activated a Free Mobile Civil Registration programme to ensure that people, especially the most vulnerable, could access services with the correct documentation. Launched on 7 April and piloted in Leyte and Eastern Samar, the aim of the programme is to register/reconstruct 100,000 civil documents in the next three months. Non-food items distributed by the Cluster include plastic sheeting for privacy, as well as solar lanterns, which more than 50,000 families received to light up areas without electricity and minimize protection risks such as GBV.

A total of 159 female police officers were trained on providing effective protection, and a cash assistance programme geared to bring dignity and empowerment back to people who lost nearly everything targeted women to ensure the opportunity to advance gender equality was not lost. These efforts were further enhanced by the Accountability to Affected Populations, Prevention of Sexual Exploitation and Abuse, and Communications with Communities programmes through the use of listening exercises and community focus groups to guarantee gender-sensitive community participation and feedback. For more information, contact Ms. Anusanthee Pillay, Gender Advisor ([pillaya@un.org](mailto:pillaya@un.org)).

*In the Cawa-Cawa evacuation centre, up to 10 or 12 people share small tents and other makeshift shelters that are packed together on a small strip of shoreline.*

## **Relocation of Zamboanga IDPs**

### **Displaced families at Cawa-Cawa shoreline still live in difficult conditions**

Seven months after the Zamboanga crisis began, humanitarians remain concerned about the situation at the Cawa-Cawa shoreline evacuation centre, where 762 indigenous Badjao fishing families remain as of 21 April, according to the CCCM Cluster. This includes 527 families registered as displaced, in addition to other unregistered families.

As many as 10 or 12 people share small tents and other makeshift shelters that are packed together on the small strip of shoreline, leaving little room for walking between the shelters. The congestion has contributed to Cawa-Cawa residents being the most at risk of disease from among the over 64,000 people still displaced. Authorities reported that in Cawa-Cawa and the nearby Joaquin Enriquez Sports Complex, 110 people died between the start of the crisis in September 2013 and mid-April 2014, almost half of them children under age 5, with most succumbing to acute watery diarrhea and acute gastroenteritis (stomach virus).

The situation has remained stable in recent months following the increased attention paid to sanitation and health by the authorities and humanitarian partners. This included regular disease surveillance, but an increase in deaths from pneumonia is a concerning reminder of the dangers of living in such close quarters with inadequate services. Despite the difficult conditions, Cawa-Cawa's families have been among the most reluctant to



Credit: OCHA / Russell Geekie  
People in the congested evacuation centre on the Cawa-Cawa shoreline are among the more than 64,000 people displaced since fighting broke out on 9 September 2013 between a faction of the Moro National Liberation Front and Government forces.

move into better housing at transition sites, where families are expected to remain until they can return to their areas of origin or be resettled under the Government's resettlement and rehabilitation plan. Displaced Badjao families have been anxious about leaving Cawa-Cawa shoreline because of the access it provides to their boats and fishing for their livelihood, as well as opportunities to sell along the roadside with markets nearby.

Notwithstanding the anxiety over livelihood opportunities, Badjao families have been informed of their options going forward, as humanitarians have supported the local authorities' ongoing efforts to communicate with the affected communities. As of 12 April, the first 77 Badjao families were temporarily moved from Cawa-Cawa to two elementary schools in *barangays* (the smallest administrative unit in the Philippines) Mampang and Arena Blanco, pending a planned move to a new transition site. Other families are expected to be relocated directly to the new site by the end of May.

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