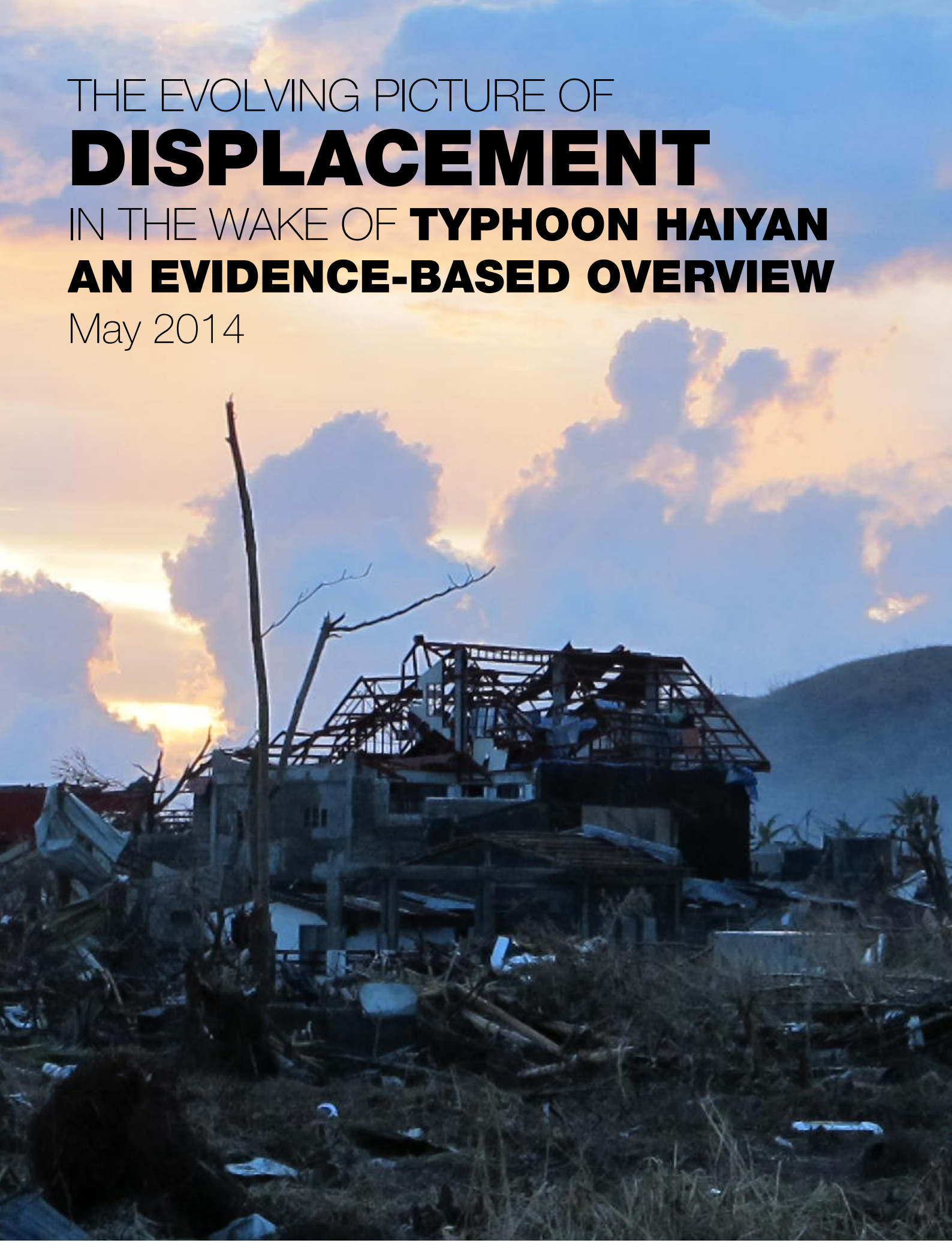
THE EVOLVING PICTURE OF **DISPLACEMENT** IN THE WAKE OF **TYPHOON HAIYAN**

AN EVIDENCE-BASED OVERVIEW

May 2014



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THE EVOLVING PICTURE OF DISPLACEMENT IN THE WAKE OF TYPHOON HAIYAN

An Evidence-based Overview

May 2014

Government of the Philippines, Department of Social Welfare and Development (DSWD)

The DSWD is the primary Government agency mandated to do Emergency Response during disasters. Under the Government adaptation of the UN Cluster System, it is the lead for the Camp Coordination and Camp Management (CCCM) Cluster with IOM as co-lead.

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SAS

SAS is a private sector company that develops analytics software to help companies gather, store, access, analyze and report data to aid in decision-making. Using data gathered through the CCCM Cluster's Displacement Tracking Matrix (DTM), SAS Visual Analytics demonstrated how massive amounts of data could be quickly and easily analyzed to show, in near real-time, detailed information on what relief is needed and where. In close collaboration with IOM, SAS created interactive dashboards to provide deeper insights and analytics on the evolution of displacement over time.

Please see http://philippineresponse.iom.int/six-month/dtm-dashboard to explore the DTM data further
(username: cccmguest@gmail.com and password: IOManalytics1)

www.sas.com

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Executive Summary

According to the Government of the Philippine's Disaster Response Operations Monitoring and Information Center (DROMIC), some 4 million people were internally displaced from their homes due to the Typhoon Haiyan (local name Yolanda) disaster- over a quarter of the entire affected population of 14 to 16 million people. Six months on, while most displaced people have remained in their original homes areas or returned to them , more than 2 million people are still living without adequate shelter or durable housing. This includes over 26,000 displaced people still living in temporary or transitional collective displacement sites. Furthermore, an estimated 200,000 people are awaiting clarification on whether they will be permitted to return or to stay and settle in homes that may be categorized as unsafe due to their vulnerability to further storms and other hazards.

During the first six months since the typhoon made landfall, more than two hundred assessments and other reports have been published to inform the response to the situation. Without further filtering and analysis across this profusion of information it is difficult to know whether the situation of all displaced people and their differentiated needs have been included in monitoring and assessments used to guide government and humanitarian priorities. Where some displaced people are less visible, or their specific concerns have been poorly recognised, their displacement-related needs put them at risk of becoming increasingly vulnerable – including to further disaster and displacement. Progress towards sustainable solutions for all displaced men, women and children is key to the recovery and resilience of both the displaced and wider affected population.

This report draws together information from selected government and humanitarian sources to provide an overall understanding of displacement patterns and trends and of related needs and issues faced by displaced men, women and children in all geographical areas and settings. It aims to provide the Government, operational actors and donors with a more holistic understanding of the complex and dynamic picture of displacement involving multiple locations, phases and types of movement of people with different and changing needs over time. It also highlights apparent gaps in information and analysis that should be considered for increased attention to inform the on-going and longer-term process of achieving safe, dignified and sustainable solutions for internally displaced people.

The main sources of information drawn on are data recorded over time by the government's Disaster Response and Operational Information Center (DROMIC) and by the Camp Coordination and Camp Management (CCCM) cluster, led by the Department of Social Welfare and Development (DSWD) and the International Organization for Migration (IOM), and captured by the Displacement Tracking Matrix (DTM) tool. DROMIC disaggregates data on the total displaced population as those staying in evacuation centers and those staying elsewhere (or "outside" them) in different geographical regions, while the DTM captures data on men, women and children of different age groups displaced collectively in specific settings including evacuation centers as well as tent cities, informal spontaneous sites and transitional sites. Complementary information has been identified in other reports to shed further light on less visible families and individuals who are dispersed amongst the wider population in areas both directly affected and unaffected by Typhoon Haiyan's impact. People in dispersed settings represent the vast majority of the displaced population. Sources used include secondary data reviews and multi-sector as well as sector specific information from different cluster assessments, particularly in relation to shelter, housing and protection issues.

Identifying and analyzing the most relevant sources has been limited by a lack of clarity on methods and definitions used for data collection, quantitative assessments and reporting of information. This makes it difficult to compare and interpret data produced and reported for different purposes and to judge how accurately aggregate displacement and affected population figures reflect reality. Initially reported figures on displacement changed rapidly and fluctuated greatly during the most acute phase of the crisis, becoming more stable one to two weeks into the response. The affected communities, Government and other emergency responders faced huge logistical and communication challenges, transportation bottlenecks, power outages and limited access to many of the devastated areas and islands, especially those in more remote locations. This hindered the effective sharing, collection and analysis of early information from the ground, including from local government authorities. Key informant interviews with IOM-Philippines staff, including the CCCM cluster coordinators in Tacloban and Guiuan, the DTM coordinator, the regional shelter focal point and liaisons with DSWD also contributed significantly to the interpretation of sources and to the analysis and findings of this report.

The analysis in this report is framed by key definitions and concepts applied to the current context on 1) who is an internally displaced person (IDP), 2) causes of displacement and further displacement risk, 3) what is meant by a durable solution to displacement, and 4) the different types of collective and dispersed sites or settings that IDPs have moved between and where they are living in temporary or transitional situations. Collective sites are categorized as evacuation centers, spontaneous or unplanned sites, transitional sites with bunkhouses or single, detached family shelters and tent cities. Dispersed IDP settings include where IDPs are staying with host families, where they have been displaced within their

home areas, and where they may be staying in private or rented temporary accommodation.

The rapid onset of the typhoon and its immediate impacts triggered mass evacuations from the period just before to shortly after the full force of the typhoon and sea surges hit different communities along its path. Families in vulnerable locations and buildings fled to safer locations and shelter, mostly moving short distances and staying within the directly exposed and affected areas. At the same time, during the first four or five weeks, many thousands of people moved out of the affected areas or between regions, particularly towards urban areas, as reported by Migration Outflow Desks (MODs) set up at key air, sea and road points of transit. These increased flows of people gradually decreased back to pre-Typhoon Haiyan levels by mid-December, and reports indicate that some returned to the affected areas within the following few months.

Places of immediate emergency shelter for displaced people included designated evacuation centers in overcrowded public or community buildings. It is likely that alternative buildings were also used given the unprecedented force and impact of this typhoon and the high number of evacuees, as well as the fact that many designated evacuation centers were not usable due to serious damage. Peak numbers of over 400,000 people in evacuation centers, as reported by DROMIC on the 19 November, dropped dramatically by early December with the early return of many evacuees to their original communities. Most of the evacuation centers set up in schools were closed to allow the resumption of classes in early January. The number of evacuation centers and people staying in them then continued to decrease but far more gradually. At the same time, the provision of alternative shelter in transitional sites is continuing to increase to accommodate people still lacking a sustainable settlement option.

Within hours and days of the typhoon passing, many displaced people were reported to be voluntarily returning to accessible home areas. People returned to areas that had suffered widespread devastation, however, and to houses or home plots that were still severely damaged. A shelter cluster assessment conducted at household level several weeks after the disaster's onset found that most people present in the affected areas were staying in damaged homes or close by them in temporary and makeshift shelters. Two-thirds of families whose homes were completely destroyed were sleeping in the remains of their homes, while a smaller proportion was staying in evacuation centers (12%) or with family and friends (7%). Six months on, many of these returnees continue to be highly vulnerable as some two million people are still without adequate shelter or housing.

The number of people living in makeshift shelters in spontaneous sites or in buildings temporarily designated as evacuation centers has continued to fall over time, with 1,937 people still sheltering in them as of 28 April 2014. The majority of displaced people living in evacuation centers are being relocated to newly built transitional accommodation or collective bunkhouses where site improvements are still ongoing. Partly due to this, conditions in some sites are still substandard. At the same time, an increasing number of people remaining in tent cities and without other immediate settlement options (6,297 people as of 28 April 2014) are also being relocated to transitional arrangements such as bunkhouses (18,289 people as of 28 April 2014), or are waiting for such shelters to become available. Problems in collective sites, as reported by the DTM on 28 April, include inadequate drainage to prevent flooding and access to on-site electricity. Issues such as the lack of safe cooking spaces remain a challenge in crowded tent cities; particularly in those that are located in government designated (or potentially designated) "No Dwelling Zones" in hazard-prone coastal areas and without space for common facilities.

At the same time, an increasing number of people and sites are receiving improved services with fewer gaps in basic amenities. The increased presence of site management committees that include IDP representatives has improved the monitoring of needs. Advocacy on behalf of the population has helped to increase the number of families with access to health services and health referral systems and to increase supplemental feeding for children. Health conditions have also improved, as there are fewer issues with solid waste management. Security in an increased number of sites with twenty-four hour security services has improved, and the provision of more male and female separated latrines with locks inside them and located within a safe distance from shelters is also addressing security issues, particularly for women.

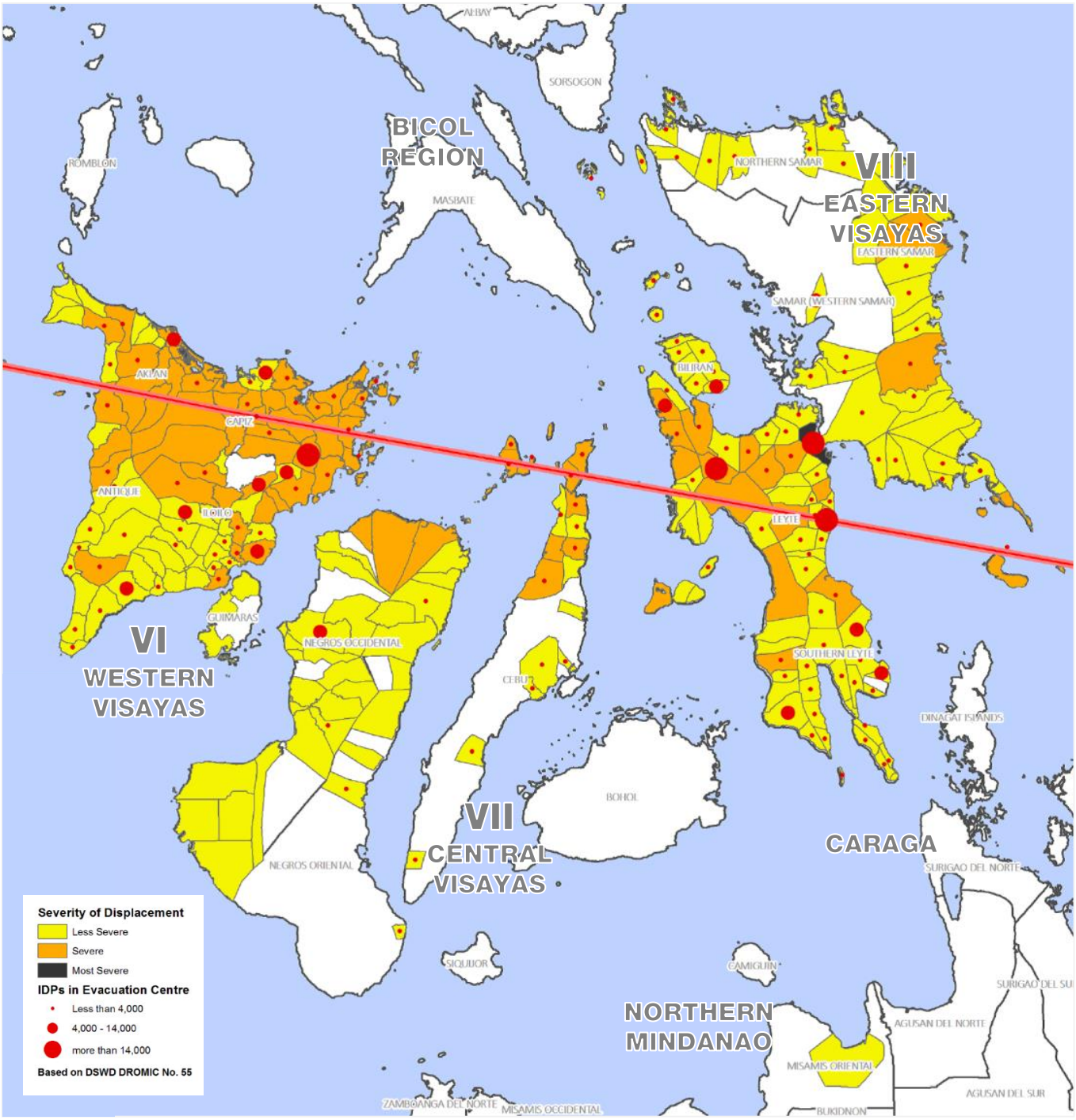
Displaced people who have been unable to return home, or whose return may be only temporary, are some of the poorest and most vulnerable of the displaced and affected population, including those still staying in collective sites or with host families. Many of these people have not yet received assistance to rebuild or repair their damaged homes, are informal settlers without secure land and housing tenure, or whose homes are in highly hazard-prone areas that are unsafe to live in and may be designated as "No Dwelling Zones" by the government in future. A REACH/Shelter and WASH cluster assessment in March/April 2014 found that a significantly higher proportion of families hosting IDPs was to be found among populations in the hardest hit and poorest provinces such as Eastern Samar (55%), yet these situations appear to have received relatively little attention. While the government is clarifying the designation of "No Dwelling Zones", an estimated 200,000 people are awaiting clarification on whether or not they can return and resettle in homes close to the shoreline or other hazard-prone areas, or whether they will have no choice but to permanently relocate from areas designated as unsafe for human habitation. Only a few sites for the permanent relocation of people unable to return home have been

prepared to date, while the identification of suitable and available land is a major challenge, as has been seen in previous disasters in the Philippines.

Furthermore, displaced people in exposed and vulnerable situations face the heightened risk of being impacted by another wave of disaster and being displaced repeatedly as the new typhoon season approaches. This is further exacerbated by a critical shortage of evacuation centers as many designated buildings are still damaged, as found by damage assessments conducted by IOM in April in Eastern Samar. The hardest hit regions and communities were already among the poorest in the country before they were devastated by the typhoon. Sustained assistance and protection is critical to enable voluntary, dignified and safe settlement solutions to the varied situations and needs of displaced men, women and children, with particular attention to those who are most vulnerable.

Gaps in available information are generally greatest for displaced people who moved to dispersed locations among the wider population in both affected and unaffected regions, while information on collective displacement sites or settings is far clearer. The little information found on IDPs in host family situations, including the needs of their hosts, was only enough to know that these situations tend to be most prevalent in the poorest and most affected areas and need further assessment. IDPs who fled their home areas to cities including the capital have not been tracked, and no information was found on people who may have chosen to stay in private rented accommodation. While some mention was made of movements of individual household members, such as children attending schools outside their home areas and heads of household leaving their families to access temporary income-earning opportunities, this information was scattered. Better tracking of intra-household movements would inform responses that build upon patterns of resilience and positive coping strategies to access paid work, schooling, and assistance, while helping to identify protection concerns, such as vulnerability to human trafficking. Furthermore, the specific needs of different vulnerable groups, including gender, age and disability disaggregated data, is partially captured by some sources but entirely absent in others, and there is a need for consolidated and comparable information. Vulnerability criteria developed by the government and different clusters point to particularly vulnerable IDPs who should be specifically monitored over the next period, including those who have not been able to return.

Information collected must catch critical transitions between short-term, transitional and sustainable settlement solutions and be harmonized between different actors to provide a more coherent analysis of return and other movements together with the evolving priorities and intentions of displaced people. This requires effective information sharing and coordination between Local Government Units (LGUs) and different development actors as well as humanitarian organizations over different phases and locations of displacement. Improving the interoperability of datasets used for monitoring changing needs and situations would enable analysis and linked assistance and help ensure that vulnerable people do not become less visible as they move from one situation to another. More systematic exchange and joined-up monitoring of settlement options, shelter needs and plans for site closure between relevant clusters would also improve linkages, together with ensuring IDPs have information on where to find assistance in areas of return or relocation. Finally, while this report focuses on the information needed by the Government and humanitarian actors, it is essential that displaced men and women understand the assistance available to them, their settlement options and their rights and entitlements in order to participate fully in decisions determining settlement options and solutions their displacement – current efforts should be further strengthened to ensure information sharing is a two-way street.



Map 1: Showing IDP's in Evacuation Centers in relation to the Severity of Displacement and the Typhoon path. Source: CCCM Cluster Philippines, 25 November 2013 using DSWD/DROMIC data from 19 Nov 2013.

List of Abbreviations

ACRONYM	DESCRIPTION
4Ps	Pantawid Pamilyang Pilipino Program
CCCM	Camp Coordination and Camp Management
CSWDO	City Social Welfare And Development Office
DAFAC	Disaster Affected Family Access Card
DOH	Department Of Health
DROMIC	Disaster Response Operations Monitoring and Information Center
DSWD	Department for Social Welfare and Development
DTM	Displacement Tracking Matrix
GBV	Gender Based Violence
IASC	Inter-Agency Standing Committee
IDMC	Internal Displacement Monitoring Centre
IDP	Internally Displaced Person
INGOs	International Non-Governmental Organizations
IOM	International Organization for Migration
LGU	Local Government Unit
MCNA	Multi-Cluster Needs Assessment
MIRA	Multi-sector/cluster Initial Rapid Assessment
MODs	Migration Outflow Desks
MSWDO	Municipal Social Welfare and Development Officer
MSWDO	Municipal Social Welfare and Development Office
NDRMMP	National Disaster Risk Reduction and Management Plan
NDRRMC	National Disaster Risk Reduction Management Council
RAY	Reconstruction Assistance to Yolanda
SMCs	Site Management Committees
WASH	Water Sanitation and Hygiene

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1. INTRODUCTION

In early November 2013, the Typhoon Haiyan disaster, locally named Typhoon Yolanda, triggered displacement on a massive scale across the central Philippines. According to the government's Disaster Response Operations Monitoring and Information Center (DROMIC), some 4 million people were displaced from their homes,[1] including 1.7 million children.[2] Six months on, progress towards sustainable solutions for displaced men, women and children is key to the recovery and resilience of both the displaced and wider affected population.

Information reported by the government and humanitarian actors reveals a complex picture of displacement involving multiple locations, phases and types of movements. The situation continues to evolve, as does the large amount of information produced. During the first six months since the typhoon made landfall, more than two hundred assessments and other reports have been published to inform the response to the situation.[3] Without further filtering and analysis across this profusion of information, it is difficult to know whether the situation of all displaced people and their differentiated needs have been included in monitoring and assessments used to guide government and humanitarian priorities. People still displaced, as well as families with limited means supporting displaced friends and relatives, are of particular concern, as their invisibility and displacement-related needs put them at risk of becoming increasingly vulnerable – including to further disaster and displacement.

This report draws together information from selected government and humanitarian sources to provide an overall understanding of displacement patterns and trends and of related needs and issues faced by displaced men, women and children in all geographical areas and settings. It aims to provide the Government, operational actors and donors with a more holistic understanding of a complex and dynamic picture involving multiple locations, phases and types of movement of displaced people with different and changing needs over time. It also highlights apparent gaps in information and analysis that should be considered for increased attention to inform the on-going and longer-term process of achieving safe, dignified and sustainable solutions for internally displaced people.

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[1] NDRRMC and DROMIC/DSWD. See section 4.a.i for a discussion of the definitions of "affected" and "displaced" and of the fluctuating figures and ranges estimated and reported.

[2] Protection Cluster Philippines. Protection Cluster Response to Typhoon Haiyan (Yolanda). 17 December 2013.

[3] The inter-agency Humanitarian Response website assessment registry for the Typhoon Haiyan response contained 215 published reports as of 4 May 2014.

2. FRAMING DISPLACEMENT IN THE TYPHOON HAIYAN CONTEXT

2a. Who is an "internally displaced person"?

To provide an overall frame within which to analyze data available on displacement from the past six months post-Typhoon Haiyan, this paper goes beyond the specific definitions applied by different actors for largely operational purposes. This report thus draws on the internally displaced persons (IDPs) definition given by the *Guiding Principles on Internal Displacement*: "[IDPs are] Persons or groups of persons who have been forced or obliged to flee or to leave their homes or places of residence [...] as a result of or in order to avoid the effects of [...] disasters, and who have not crossed an internationally recognized state border".[4] This broad and descriptive definition includes all persons forced to leave their homes, no matter how far they are displaced within their countries, for how long, or where they may take shelter (see point **d** below for examples).

A similar definition has been included in a bill passed by the Congress of the Philippines on 5 February 2013: "an Act Protecting the Rights of internally Displaced Persons, providing penalties for violations thereof and for other purposes". In this bill, the term IDP is defined as "any individual who has suffered harm as a direct result of internal displacement whether arbitrary or not as defined herein", including in the context of "natural and manmade disasters". If the bill is signed and becomes law, the Philippines would be the first country in the Asia-Pacific region to have comprehensive legislation that protects people against arbitrary displacement and guarantees the rights of the internally displaced in accordance with international standards.[5]

2b. Causes of current displacement and further displacement risk

A disaster is defined as "a serious disruption of the functioning of a community or a society causing widespread human, material, economic or environmental losses which exceed the ability of the affected community or society to cope using its own resources".[6] Large-scale displacement in the context of a disaster results from a combination of risk factors. These include the exposure of people, homes and other assets to an extreme hazard - such as Typhoon Haiyan - together with existing vulnerabilities that undermine the capacity of communities and authorities to avoid, mitigate and recover from its impacts. Not only was Typhoon Haiyan one of the largest recorded typhoons to ever make landfall, but it hit some of the poorest provinces in the country.[7]

In addition to pre-emptive flight or evacuations due to the threat posed by the approaching typhoon, initial and prolonged displacement was caused by the destruction or severe damage to homes that left millions homeless. More than 1.1 million houses were damaged, with about half of them destroyed or rendered uninhabitable.[8] Other reasons for leaving their homes included their lack of access to basic services and emotional distress according to those interviewed at transport hubs in Ormoc and Tacloban during the first weeks following the onset of the disaster.[9]

People displaced following Typhoon Haiyan have also been highly vulnerable to further weather hazards. A few days after Typhoon Haiyan made landfall, Tropical Depression Zoraida brought moderate to heavy winds and rain to Haiyan affected areas. On 17 January 2014, Tropical Depression Agaton brought more severe weather that caused new displacements and hampered ongoing Haiyan response efforts. In Guiuan municipality of Eastern Samar province (Eastern Visayas region or Region VIII), 30% of tents collapsed and over 1,000 people were evacuated. Four out of five evacuation centers in Guiuan were forced to close, and 295 families were evacuated from ESSU Tent City in Guiuan to unoccupied bunkhouses and private warehouses. Some evacuation centers in Tacloban also experienced flooding.[10] In February, Tropical Storm Kajiki (local name Basyang) made landfall which caused floods and landslides in Cebu and Southern Leyte, causing 18,000 people to take shelter in evacuation centers.[11]

Furthermore, the destruction of public buildings previously designated as evacuation shelters has left some devastated areas critically short of evacuation centers ahead of the new typhoon season starting around June. A survey conducted on Samar Island by IOM revealed that of the 634 buildings designated as evacuation shelters before

[4] UN. The Guiding Principles on Internal Displacement. 2004.

[5] Congress of the Philippines, Fifteenth Congress, Third Regular Session. An Act Protecting the Rights of internally Displaced Persons, providing penalties for violations thereof and for other purposes. 5 February 2013.

[6] UNISDR. Terminology on Disaster Risk Reduction. 2009

[7] Government of the Philippines. Reconstruction Assistance on Yolanda (RAY): Build Back Better. 12 December 2013.

[8] NDRRMC. Situation Report No. 60. 12 December 2013. A total of 1,192,091 houses were reported damaged (593,785 with more than 50% damage).

[9] IOM. Daily Update: Migration Outflow Desk (MOD). 29 November 2013.

[10] UNOCHA. Philippines: Typhoon Haiyan Situation Report No. 33. 20 January 2014.

[11] UN OCHA. Asia Pacific Region Weekly Regional Humanitarian Snapshot from the OCHA Regional Office in Asia and the Pacific. 28 January – 3 February 2014.

Haiyan, only 8% remain usable today.[12] Over 400 other buildings will need major rehabilitation before they can be used, while a quarter of them were completely destroyed.[13] Additionally, the loss of millions of trees, especially in Eastern Samar, which previously mitigated the effects of high winds had left people more exposed. Community recovery is also being hampered by the loss of livelihoods in many sectors.[14] These findings indicate the need for continual site improvements while at the same time incorporating resilience building and mitigation strategies into ongoing assistance to recovery activities six months on.

The Government is in the process of clarifying its designation of hazard prone areas unsafe for human habitation, with probable creation of "no dwelling zones", mainly for land and pre-existing homes close to the shoreline. While, initially, a blanket 40 meter zone from the shoreline was announced, this is now being modified based on hazard risk mapping and land use zoning after which ordinances will be issued defining both "safe zones" and "unsafe zones". There is a strong implication that all communities in such zones will have to be relocated and settled elsewhere. In line with the Urban Development and Housing Act[15] and advice from the Philippines Commission for Human Rights[16], these measures should only be undertaken where they are prescribed by law, they are necessary and they follow the principle of proportionality – in other words, they are the least intrusive method of achieving the imperative of public safety. Furthermore, in accordance with international and national law, all displaced people have the right to be able to make an informed and voluntary decision on whether they would like to return or resettle elsewhere and this right should be respected and compensated accordingly.[17] As highlighted in an advisory note to the Humanitarian Coordination Team in February 2014, "Effective and sustainable relocation plans (temporary and permanent) are ones that the affected population helps develop and is viewed positively by all those concerned – including the host community."[18]

Such relocations will not only be about re-housing people, but also about ensuring the sustainability of their resettlement through measures to provide them with secure tenure, access to livelihoods and basic services, and to rebuild community support networks and environmental degradation that puts them at further risk in future. In the meantime, the future for people displaced from such areas, many of whom have already returned, is uncertain. In the meantime, many IDPs who have returned and remained in the potential "no dwelling zone" areas have received less or ad hoc assistance, and continue to live in substandard housing where they are highly vulnerable to extreme weather and other hazards. Those who have already relocated to transitional shelters (the majority of IDPs currently in bunkhouses, according to the CCCM cluster) may face prolonged displacement.

2c. Durable solutions to displacement

The *Guiding Principles* also articulate the right of IDPs to a "durable solution" to their displacement, which should last "no longer than required by the circumstances". The *Guiding Principles* furthermore outline the responsibilities of national authorities and the role of humanitarian and development actors in assisting IDPs in this process.[19] Guidance from the Inter-Agency Standing Committee (IASC) on humanitarian affairs describes a durable solution as achieved when people who have been displaced no longer have any specific needs linked to their displacement and they are safely, voluntarily and sustainably integrated back either in their place of origin (through return), in the areas where they take refuge (through local integration), or in alternative locations elsewhere (through relocation).[20] This definition looks beyond the physical return or relocation of IDPs to also consider their rights in relation to the nature of their movement (as voluntary, safe, dignified and informed) and with a view to the longer-term process of recovery and (re)integration. Return to areas or homes where people face a high risk of being further displaced or evicted does not present yet as a sustainable end to displacement, as discussed in the previous section (2b).

Challenges similar to the situation post-Haiyan have been experienced in a number of other typhoon-related disasters in the Philippines in recent years. In the response to Typhoon Washi (Sendong) that hit Mindanao in December 2011, for example, the process for demarcating "No Build Zones" and a shortage of appropriate public land to build on meant many people were displaced for longer than expected. Some evacuation centers remained open until eight months after Typhoon Washi, and nine months on nearly 3,000 families continued to live in tents and temporary shelters intended for use over a few months only.[21] In March 2013, just months before Typhoon

[12] IOM. Damage Assessment of Designated Evacuation Centers in Typhoon-Affected Areas: Eastern Samar, Philippines. April 2014.

[13] Ibid.

[14] Ibid.

[15] Section 28 of the Urban Development and Housing Act 1992 (Republic Act 7279), and

[16] Commission on Human Rights of the Philippines. Human Rights Advisory CHR A2014-001. Human Rights Standards on Housing, Land and Property Rights of Populations Affected by Typhoon Yolanda. 23 March 2014.

[17] Principle 28 and 29, UN Guiding Principles on Internal Displacement.

[18] Inter-Cluster Advisory to the HCT on the provision of assistance in proposed 'no dwelling zones', 13 February 2014

[19] Ibid. Principles 28-30.

[20] Inter-Agency Standing Committee Framework on Durable Solution for Internally Displaced Persons. The Brookings Institution-University of Bern Project on Internal Displacement. April 2010.

[21] IDMC. Disaster-induced displacement: The case of Tropical Storm Washi/Sendong. January 2013

Haiyan hit and while the response to Typhoon Bopha was still ongoing since December 2013, the shelter cluster published analysis of legal and regulatory issues to do with "No Build Zones", relocation, tenure arrangements and specific issues for indigenous groups.[22]

2d. Types of displacement sites and settings

The table below summarizes the main types of temporary and transitional shelter sites or types of location where IDPs have been living following Typhoon Haiyan. These can be categorized as either collective IDP sites or dispersed IDP settings. The categorization of collective IDP sites is based off the definitions laid out by the Department of Social Welfare and Development (DSWD).[23, 24]

TYPES OF IDP LOCATION OR SETTING

I. COLLECTIVE IDP SITES

EVACUATION CENTERS

Pre-existing, government-designated buildings providing short-term emergency shelter to displaced families who have self-evacuated or who have been assisted to do so by local authorities just ahead of or following the onset of a disaster. Evacuation centers are usually located in schools, covered courts, gymnasiums, local community halls, health centers and private buildings.

Since 7 November 2013, these centers have been monitored by the Department of Social Welfare and Development's Disaster Response Operations Monitoring and Information Center (DROMIC) and by the CCCM cluster's Displacement Tracking Matrix (DTM) since 9 November 2013. Information disaggregated by gender, age and vulnerable group is captured by the DTM.

SPONTANEOUS SITES

Unplanned sites in open spaces and roadsides where groups of displaced people or families set up temporary or makeshift shelters preceding or following the impact of a disaster.

Identified sites are being monitored by the CCCM cluster's DTM. Information disaggregated by gender, age and vulnerable group is captured by the DTM.

TRANSITIONAL SITES: bunkhouses, single detached shelters and tent cities

Sites established to temporarily accommodate families and bridge the gap between the emergency use of evacuation centers and the realization of more durable solutions such as safe and supported return or permanent relocation. Types of transitional shelter provided by the government include tents (also known as "tent cities"), collective row houses known as "bunkhouses" and single detached transitional shelters for family units (which are not necessarily collective sites as this depends on the availability of land).
These sites are being monitoring by the CCCM cluster's DTM. Information disaggregated by gender, age and vulnerable group is captured by the DTM.

II. DISPERSED IDP SETTINGS

HOST FAMILIES

In most contexts, the preference for displaced families is to take refuge with friends or family wherever possible. Host families can be based in or outside the affected areas. This also includes those affected families that have moved or sent members of their family to stay with relatives outside of the typhoon affected areas.

Some data on host families is provided by the Multi-Cluster Needs Assessment (MCNA) produced in December 2013 and by shelter assessment reports published in December 2013 and April 2014. The government is currently registering the population in the affected areas through the Disaster Affected Family Access Card (DAFAC)* system to track the distribution of assistance. The CCCM cluster is contributing resources to facilitate this process in Region VIII (Eastern Visayas). Though not yet complete, this data may provide relevant information on the situation and needs of returnees and other dispersed IDP populations, including those staying with host families.

*DAFAC is a government card issued to victims of disaster or IDPs indicating general information from heads of households and family members and the assistance provided to them. It also includes information such as state of house damage and place of current and/or present IDP site if the family is living in a collective site.

PEOPLE DISPLACED WITHIN HOME AREAS

Displacement can be understood as both physical movement and a resulting situation of increased or newly created vulnerability while IDPs remain without a sustainable settlement solution. This includes people living on or near their original homesteads in tents or makeshift shelters and who are still with displacement-related needs. They may also be at risk of being further displaced where they do not have formal tenure of the land and home they have been displaced from or where they are in unsafe, hazard-prone areas where they may be forced- by new hazard events or by government policy- to resettle elsewhere. DROMIC's categorization of displaced people "outside Evacuation Centers" (and who are not in other types of collective sites) and people who have been identified by shelter assessments as without adequate shelter and housing, as well as people staying with host families in their original areas are also included here. This may also include those who have returned after initial flight elsewhere, and have ongoing displacement-related needs, and those living in single-detached transitional sites not within a collective setting.

PRIVATE/RENTED ALTERNATIVE ACCOMMODATION

It may be assumed that some IDPs who fled ahead of or following the disaster moved into rented accommodation or stayed as paying guests in hotels or guesthouses, including outside the disaster-affected areas. People with the private means to pay for such accommodation are likely assumed to be less in need of protection and assistance and therefore have not been prioritized for monitoring. At the same time, experiences from other contexts have highlighted increasing problems for IDPs unable to afford continued payments where their displacement has disrupted their livelihood and they do not have access to a regular income.

Table 1: Types of displacement sites and settings in the Typhoon Haiyan context

[22] Shelter Cluster Philippines. Legal and Regulatory Issues: Typhoon Bopha. March 2013

[23] CCCM Philippines. Displacement Sites. December 2013.

[24] DSWD. Guidelines on Evacuation Center Coordination and Management. 2013.

3. SOURCES OF INFORMATION

The main sources of information for this report are data recorded over time by the government's Disaster Response and Operational Information Center (DROMIC), and by the Camp Coordination and Camp Management (CCCM) cluster, led by the Department for Welfare and Social Development (DSWD) and the International Organization for Migration (IOM), and captured by the Displacement Tracking Matrix (DTM) tool. Complementary information has been identified in other reports to shed further light on less visible families and individuals who are dispersed amongst the wider population in areas both directly affected and unaffected by Typhoon Haiyan's impact. These sources include secondary data reviews and multi-sector as well as sector specific information from different cluster assessments, particularly in relation to shelter, housing and protection issues.

Identifying and analyzing the most relevant sources has been limited by a lack of clarity on methods and definitions used for data collection, quantitative assessments and reporting of information. This makes it difficult to compare and interpret data produced and reported for different purposes, geographical locations and time periods. Initially reported figures developed rapidly and fluctuated greatly during the most acute phase of the crisis, becoming more stable one to two weeks into the response. Key informant interviews with IOM-Philippines staff, including the CCCM cluster coordinators in Tacloban and Guiuan, the DTM coordinator, the regional shelter focal point and liaisons with DSWD also contributed significantly to the interpretation of sources and to the analysis and findings of this report.

The report draws largely on data recorded over time by DROMIC and by the Displacement Tracking Matrix (DTM) and Migration Outflow Desks managed by the Camp Coordination and Camp Management (CCCM) cluster, and led by the Department for Welfare and Social Development (DSWD) and the International Organization for Migration (IOM). This is complemented by information collected by Migration Outflow Desks in the first phase of response, and on displaced families and individuals who are dispersed amongst the wider population. Sources include secondary data reviews and multi-sector as well as sector specific assessments, particularly in relation to shelter, housing and protection issues. Key informant interviews with IOM-Philippines staff, including the CCCM cluster coordinators in Tacloban and Guiuan, the DTM coordinator, the regional shelter focal point and liaisons with DSWD have also contributed significantly to the findings of this report. The authors recognize that ongoing analysis would be enhanced through consultation with a wider range of actors and, especially, with displaced communities themselves on where the gaps are in the reported picture of their displacement-related situation and needs.

3a. Government data

Under the framework of the National Disaster Risk Reduction and Management Plan (NDRRMP), [25] the collection and management of information for disaster response falls primarily under the responsibility of DSWD with its information management arm DROMIC and the National Disaster Risk Reduction Management Council (NDRRMC).

DSWD leads the implementation of the disaster response component of the NDRMMP and as such DROMIC data is primarily used to inform service provision. During the Haiyan response, DROMIC regularly collected and reported data on: affected and displaced populations; partially and completely destroyed houses; the status of evacuation centers; the cost of assistance provided to the affected local government units by different sources as well as other support services and interventions provided and needs. The first DROMIC report was released on 7 November 2013 to highlight pre-emptive evacuation numbers. The last publicly available DROMIC report was released on 27 January 2014. Data is collected at the barangay level through personnel connected with the Municipal Social Welfare and Development Officers (MSWDO) who are also in charge of evacuation centers. These personnel also include social workers, 4Ps,[26] municipal or city staff, daycare workers and barangay health workers. This data is then consolidated at the municipal, provincial, regional and national level (see Figure 1).

During the Haiyan response, NDRRMC regularly collected and reported information on: casualties; affected populations; partially and completely damaged houses; the status of lifelines, evacuation centers, airports and seaports; and the costs of damages, assistance and prepositioned and deployed assets and resources. The first report was released on 6 November 2013 and the latest publicly available report was 17 April 2014. NDRRMC collects data through barangay level disaster risk reduction management council officers, community rescue teams and the military.

[25] NDRRMP was introduced under the Republic Act No. 10121 of 2010 which provides a legal basis for policies, plans and programs to deal with disasters. The plan outlines activities aimed at strengthening the capacity of the national government and local government units together with partner stakeholders, to build disaster resilience of communities and to institutionalize arrangements and measures for reducing disaster risks.

[26] 4Ps or Pantawid Pamilyang Pilipino Program is a conditional cash transfer program of the Philippine government under the Department of Social Welfare and Development. It aims to eradicate extreme poverty in the Philippines by investing in health and education particularly in ages 0–14.

Figure 1: DSWD's data collection and collation process for DROMIC reports.

DROMIC and NDRRMC collect similar types of information and both at the barangay level. This information is then consolidated at the municipal, provincial, regional and national levels, however, through different government offices. Following the onset of an emergency, data for both DROMIC and NDRRMC is collected and reported on a daily basis at regular intervals, typically around 6 A.M., 12 P.M., 3 P.M. and 6 P.M. and as needs are being met, the frequency of data collection and reporting gradually decreases. However, data collection methodologies used by these two bodies differ and data published in separate reports during similar time periods often differs, sometimes significantly, as has been observed in the context of Haiyan. In 2011, the government's new NDRRMP introduced under Republic Act No. 10121 of 2010 provides a legal basis for reconciling these differences and harmonizing processes at the local level.[27]

3b. The Displacement Tracking Matrix (DTM)

The DTM is the CCCM cluster's main information management tool that collects updated information on IDPs including basic demographic composition and living conditions and access to services in displacement sites. It is primarily designed to provide site managers with the information they need to coordinate services and guide the development of multi-sectorial interventions for IDPs throughout the entire life cycle of the sites, from opening to closure of sites, and for transition purposes to support return, reintegration and rehabilitation. In the Philippines, the DTM is implemented by IOM in close coordination with DSWD.[28] The DTM is designed to support and feed into DSWD's DROMIC database. In response to Haiyan, CCCM is working with DSWD at the local and national levels to define key areas of overlap where DTM and DROMIC can be attuned.

In response to the Typhoon Haiyan disaster and since November 2013, the DTM has been deployed in a variety of collective displacement sites. These sites include formal and informal settings, such as evacuation centers, tent cities, spontaneous settlements, bunkhouses and other areas where the displaced population has temporarily settled. The segment of the population residing in collective sites is among those most severely impacted by the typhoon. They are predominantly from the poorest segments of the population. Almost half of the people still living in evacuation centers are in the bottom quartile of the population based on expenditure levels.[29] Currently, the DTM is not monitoring IDPs in host communities and families living in their home lots.

Officially government recognized displacement sites are identified through the MSWDO and the Local Government Units (LGUs) in line with government protocol on opening official evacuation centers. The CCCM cluster begins identifying displacement sites with this list first and then validates the list during monitoring visits with the help of local officials to identify new sites that are not part of the initial list provided by the government. This process ensures that both formal and informal sites are captured. The list of sites is then submitted to DSWD for further validation.

DTM enumerators coordinate with the MSWDO or City Social Welfare and Development Officer (CSWDO) prior to carrying out assessments. Where MSWDOs and CSWDOs are acting as site managers, data is gathered jointly with them, and in some instances the DTM team helps to update site registries in support of the MSWDO and CSWDO. DTM data collection may also be conducted by enumerators working closely with CCCM trained camp managers in situations where CCCM sets up a network of camp managers where there are a large number of sites, such as in Tacloban.

The DTM supports the weekly monitoring of population movements and the changing cross-sectorial assistance and protection needs of men, women, children, older persons and vulnerable groups (such as unaccompanied minors, single headed households, breastfeeding mothers,

[27] Primer: The National Disaster Risk Reduction Management Plan (NDRRMP): 2011-2028.

[28] The DTM was first rolled out in the Philippines in 2009 to support response efforts following Typhoon Ketsana (local name Ondoy). DTM training was conducted for key national and regional DROMIC staff enabling an initial integration of DTM and DROMIC data. In response to the Typhoon Washi emergency in 2011, the DTM was successfully synchronized with DROMIC. In response to the Bopha emergency in 2012, which affected a wider area, linking DTM and DROMIC became more challenging. The same challenges are felt in response to Haiyan.

[29] Inter-Agency Standing Committee. Multi-Cluster Needs Assessment (MCNA), Final Report. December 2013.

etc.) staying in collective displacement sites identified per the procedures described. This data is then used to inform assistance provided over the course of a crisis to enable accountability to the most vulnerable among the displaced population. Data is also collected on places of origin, and critical and ongoing service provision needs related to water, sanitation and hygiene, food, health, nutrition, protection, education, site management, shelter and the distribution of non-food items. This data is collected based on quantitatively measured gaps and qualitative perceived needs as captured through complaints voiced by the population. Analysis of DTM information can identify systemic gaps and adjust assistance to respond to the evolving needs and demographic characteristics of the displaced population.

This data is regularly shared with relevant site managers, partners and other inter-agency humanitarian clusters for corresponding action. For example, in the beginning of the Haiyan response, DTM data on the locations of unaccompanied minors was shared with the child protection cluster for analysis and faster response. In addition, the Health Cluster Coordinator in Tacloban requested an analysis of priority locations requiring medical services in specific municipalities. This enabled teams of Japanese military doctors on mission in the area to quickly identify locations where they could immediately begin relief missions.

The DTM has become a basis for informing a good part of the programs and response of cluster partners within identified displacement sites. The DTM also complemented inter-agency assessments such as the Multi-sector Initial Rapid Assessment (MIRA) conducted in December 2013.

3c. Migration Outflow Desks (MODs)

In order to monitor the large in and out flows of people from the affected and surrounding regions by air, sea and land, Migration Outflow Desks (MODs) were set up one week after the typhoon by IOM with help from the Government of the Philippines (particularly DSWD and the Department of Health) and the local police. The MODs were established at key points of entry and exit in the humanitarian coordination hubs of Tacloban, Cebu, Guiuan, Roxas, Ormoc and Manila. The MODs operated until around mid-December, after which they were gradually closed as outflows returned to normal pre-disaster levels.

The MODs captured the number of people in transit and when possible, demographic details, including sex and age disaggregated data, potential vulnerable groups and intentions to return. Information collected from the MODs was directly shared with the protection cluster in order to monitor protection issues, such as the potential for human trafficking and to identify particularly vulnerable people such as unaccompanied minors. MOD data was additionally shared with other protection actors like the International Committee of the Red Cross to support the reunification of separated family members.

3d. Inter-agency, cluster and NGO assessment reports

Numerous assessments were conducted by different organizations during the first months of the disaster, including coordinated reports related to new humanitarian IASC protocols for an international system-wide Level 3 emergency response.[30] Documents reviewed include the Multi-cluster/sector Initial Rapid Assessment (MIRA),[31] the Multi-Cluster Needs Assessment (MCNA)[32] and the government's Reconstruction Assistance to Yolanda (RAY)[33] published in November/December 2013, the ACAPS multi-sectorial Secondary Data Review produced in January 2014 (which includes a specific section on displacement),[34] as well as the IASC Operational Peer Review report from February 2014.[35] In complement to the MIRA, a joint shelter and water, sanitation and health (WASH) cluster initial needs assessment was conducted in a representative sample of 16 municipalities between 28 November and 12 December 2013, and a follow-up response monitoring report was published in April 2014 with a focus on recovery trends. The shelter assessments provide strong insight into the displacement situation in dispersed displacement situations, and provide some information on host family situations.[36] Findings were complemented by surveys of IDP intentions conducted by the CCCM cluster in evacuation centers. Protection cluster assessment updates over the response period to date and assessments by the child protection and education clusters and international non-governmental organizations (NGOs) provide further information on the situation of IDPs and of specific groups and vulnerabilities. In addition, specific cluster or multi-cluster advisory notes and guidance, including vulnerability criteria of specific relevance to displaced people, were drawn on in order to gain an overview of the displacement situation and key issues for the protection of IDPs.[37]

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[30] Inter-Agency Steering Committee. Operational Peer Review, Internal Report: Response to Typhoon Haiyan. 3 February 2014.

[31] Inter-Agency Steering Committee. Multi-sector Initial Rapid Assessment (MIRA), Typhoon Haiyan. November 2013.

[32] Inter-Agency Steering Committee. Multi-Cluster Needs Assessment (MCNA), Final Report. 20 December 2013

[33] Government of the Philippines. Reconstruction Assistance on Yolanda (RAY): Build Back Better. 16 December 2013.

[34] ACAPS. Secondary Data Review: Philippines Typhoon Yolanda. January 2014.

[35] Inter-Agency Steering Committee. Operational Peer Review, Internal Report: Response to Typhoon Haiyan. 3 February 2014.

[36] REACH-Shelter and WASH cluster. Shelter and WASH Response Monitoring: Typhoon Haiyan, Philippines, 2013, Final Report. 22 April 2014.

[37] See Annex 3: Sources

4. EVOLUTION OF THE DISPLACEMENT PICTURE

4a. Overall Patterns and Trends

Information from the first six months of the response to the Typhoon Haiyan disaster reveals a complex picture of displacement involving multiple phases and patterns of movement as IDPs continue to seek the best options to fulfill their rights and meet their needs at different phases in their displacement. Following pre-emptive flight to evacuation centers or to safer homes with family and friends in affected and unaffected areas, displaced populations have either stayed in these first places of refuge or moved into tents or makeshift shelters on individual plots or in collective sites, or into longer-term transitional sites such as collective bunkhouses or more sturdily constructed single family shelters, mostly near to their original homes. From days to weeks following the typhoon, many if not most IDPs returned to their homes or homesteads and a smaller proportion returned around January and February 2014.[38] Six months on some two million people remain without adequate shelter or housing[39] and 26,523 IDPs are staying in collective sites.[40] Some IDPs have been moving between their homes and other shelters starting to rebuild and seek access to income opportunities to finance their ongoing needs and recovery. At the same, other IDP families, or individual members of their households, left the affected areas to find refuge or seek access to basic services and livelihoods in other regions. As seen in other disaster contexts, it is possible that some IDPs self-financed temporary accommodation for themselves whether through savings, borrowing money, or support from family or friends, including the wide Filipino diaspora, in privately rented rooms or hotels in less-affected areas. No information was found on people in such situations, however, and whether they are have returned or are settling elsewhere.

IDPs in prolonged displacement and who are unable to return are being relocated into an increasing number of transitional shelters or bunkhouses to meet their needs for more medium-term shelter. This is especially the case for IDPs still in temporary shelter in collective sites or with homes in potential "unsafe zones". The identification and preparation of some permanent relocation sites are already underway; as of early April 2014, there are two permanent relocation sites in Tacloban.[41]

In this section, overall displacement and affected figures reported over the period are analyzed, including the relationship of displacement estimates to data on housing damages (Ai); inter-regional movements particularly movements out of the region in the first weeks of the disaster (Aii); followed by the patterns and trends of IDPs in dispersed settings compared to IDPs in collective sites.

4A.1. ESTIMATING THE OVERALL SCALE OF DISPLACEMENT

Over the highly dynamic first couple of months of the disaster, the reported number of people affected and displaced fluctuated greatly. Large flows of people left the disaster-affected areas, while others came into these areas in search of families and friends and brought assistance. Huge logistical and communication challenges, transportation bottlenecks, power outages and limited access to many of the devastated areas and islands, especially those in more remote locations, hindered the effective sharing, collection and analysis of early information from the ground.

Nearly all displacement was concentrated in the severely impacted Region VII (Western Visayas) and Region VIII (Eastern Visayas).[42] Eastern Samar, Samar and Leyte provinces in the Eastern Visayas region were found to have the largest proportion of individuals with social vulnerabilities and special needs, "possibly [as] a result of the higher impact from the typhoon, continued displacement and consolidation of households as well as pre-existing economic vulnerability".[43]

The MCNA conducted a few weeks after the disaster's onset in November/December 2013 found that compared to other regions, a particularly high proportion of the affected people (55%) in the coastal areas of Leyte, Samar and East Samar in the Eastern Visayas were not living in their houses or had left them following the impact of the typhoon and tidal surge. In the inland areas of the Eastern Visayas, the proportion of people who were no longer living in their homes following the typhoon was also very high at 28%, with similar levels seen in areas of Regions VII (Central Visayas) and VI (Western Visayas). These findings correspond with the results from a shelter assessment that found a higher proportion of totally destroyed homes in locations closest to the center of the storm track and in inland areas where poor rural families living in traditional

[38] This pertains to those who temporarily left affected areas to seek refuge in urban areas, mainly Cebu and Manila, shortly following the typhoon made landfall. Source: Key informant interview with IOM-Philippines' Emergency Preparedness and Response Officer, 12 May 2014.

[39] REACH-Shelter and WASH cluster. Shelter and WASH Response Monitoring: Typhoon Haiyan, Philippines, 2013, Final Report. 22 April 2014.

[40] DTM, 28 April. 18,289 IDPs in bunkhouses, 6,297 in tent cities, and 1,937 in evacuation centers and spontaneous sites.

[41] Key informant interview with IOM-Philippines' CCCM Cluster Coordinator, 30 April 2014.

[42] ACAPS. Secondary Data Review: Philippines Typhoon Yolanda. January 2014. Also see map of the storm track and affected areas at the front of this report.

[43] Ibid. p12

nipa huts were badly hit by wind damage, compared to more strongly constructed houses in urban coastal areas.[44]

On 11 November, the first DROMIC estimate of the scale of displacement suggested almost 600,000 people had been displaced (264,774 people displaced outside evacuation centers while 319,868 were residing inside evacuation centers).[45] This jumped quickly to over 4 million in the next five days.[46] These displacement figures, as well as those for houses damaged in the disaster, began to stabilize around one week after the disaster's onset, while estimates of the total affected population continued to rise until mid-December and then have fallen again. Early fluctuations were probably related to increasing access to different areas for data collection and the improved time taken for information to travel from the local levels to the capital in Manila where the triangulation of initial estimates with affected local government units (LGUs) was gradually taking place (see Figure 2).[47]

While DROMIC figures continued to fluctuate somewhat, the average total number of people reported as displaced between 16 November to 27 January 2014, was 3.95 million. According to the latest report by DROMIC on 27 January, 4,374,649 people were displaced (see Table 2).[48] Most humanitarian actors use the estimated figure of 4 million, 4.1 million[49] or 4.4 million[50], or "over four million". DROMIC calculates the total number of people displaced by adding the number of people inside evacuation centers to those "outside evacuation centers". DROMIC figures for IDPs in evacuation centers remained relatively stable from 3 December until its last report, fluctuating between 93,890 and 103,494 and then remained unchanged at 101,527 from mid-December to mid-January. These figures differed greatly from those reported by the CCCM's DTM: 27,026 displaced in 204 evacuation centers as of 2 December.

MSWDO staff placed in evacuation centers were responsible for updating evacuation center data. Differences in what data is collected and how from different locations, together with time lags between the recording and sharing of data from local barangay up to regional and national levels, means that aggregated reports at higher levels have not necessarily reflected actual numbers of people in evacuation centers. The typhoon also had a major impact on the capacity of regional offices to manage the information. DROMIC staff realized the weaknesses in figures reported as data to inform operational response and reports stopped being published from the end of January. To address capacity issues, DROMIC was re-housed under the Office of the Secretary[51] where more resources could be dedicated towards improving the system.

Compared to the displacement figures, the affected population figures remained more unstable. Different official and UN actors continue to report affected population figures of between 14.1 million to 16.1 million as published in government reports fluctuating between these two peaks from the end of November to mid-January (see Figure 2). The higher figure of 16 million equates to the total population of the 14 most affected provinces.[52]

Disaggregated data that breaks down the total displacement figures by gender, age and vulnerable groups is not available and has to be roughly estimated from general demographic statistics. However, disaggregated information in collective sites only is available as collected by the DTM. Based on the 4.1 million total displacement figure and pre-Haiyan gender ratios for the general population, approximately 2.1 million males and 2 million females were displaced.[53] The protection cluster estimates that 1.7 million out of the 4.1 million people displaced were children.[54] A shelter cluster assessment of households in affected areas found that 11.4% of households were identified as female single-headed households, and that 36% of households included one or several persons with specific needs (pregnant or lactating women, persons living with a physical disability; members who were seriously ill or with special needs; persons living with a chronic illness; and separated children). Around 8% of the population is over the age of 60 in the worst affected areas, according to Help Age International. The UN Population Fund (UNFPA) has also provided estimates for the number of pregnant and lactating women and the

[44] REACH-Shelter and WASH cluster. Shelter and WASH Rapid Assessment, Typhoon Haiyan, Philippines, 2013, Final Report. 15 January.

[45] DSWD/DROMIC. Effects Services and Interventions for Victims of Typhoon Yolanda. 11 November 2013.

[46] DSWD/DROMIC. Effects Services and Interventions for Victims of Typhoon Yolanda. 16 November 2013.

[47] Compared to the displacement figures, the affected population figures remained more unstable. Different official and UN actors continue to report affected population figures of between 14.1 million to 16.1 million as published in government reports fluctuating between these two peaks from the end of November to mid-January. The higher figure of 16 million equates to the total population of the 14 most affected provinces. From ACAPS. Secondary Data Review: Philippines Typhoon Yolanda. January 2014.

[48] DSWD/DROMIC. Effects Services and Interventions for Victims of Typhoon Yolanda. 27 January 2014.

[49] DSWD/DROMIC. Effects and Services and Interventions for Victims of Typhoon Yolanda. 14 January 2014. Total of 4,095,280 persons reported as displaced.

[50] DSWD/DROMIC. Effects Services and Interventions for Victims of Typhoon Yolanda. 27 January 2014.

[51] DROMIC was originally housed under the DSWD Disaster Risk Reduction and Response Operation Office (DRRROO).

[52] ACAPS. Secondary Data Review: Philippines Typhoon Yolanda. January 2014.

[53] 51% male and 49% female. As applied by the Shelter cluster, and also by UNFPA in Reproductive Health Data on Population Affected by Typhoon Haiyan (Based on DSWD DROMIC Report, 6am, 15 November 2013).

[54] Protection Cluster Philippines. Protection Cluster Response to Typhoon Haiyan (Yolanda). 17 December 2013.

number of births per month, and the number of women of reproductive age experiencing sexual violence.[55]

The analysis and interpretation of different sources is challenging without clear explanations of data and methods in some cases, including on how total displaced and affected population figures were calculated over time. The number of persons displaced outside of evacuation centers is calculated either through information recorded in DAFAC cards or where DAFAC data has not been available, census data. At the beginning of the emergency, census data for the affected provinces was used to estimate the number of persons displaced outside evacuation centers by subtracting the number of people recorded as living inside evacuation centers from the wider population. As such DROMIC numbers were closely aligned with 2010 census figures. DAFAC distribution first began in evacuation centers around late November, and was then rolled out to affected areas around January and February. This may explain the drop in the reported number of persons living in evacuation centers between 2 December and 3 December (from 204,131 to 96,385 persons) as earlier reports were updated and verified. Although figures still differ from DTM (27,026 on 3 December), the gap is narrower.

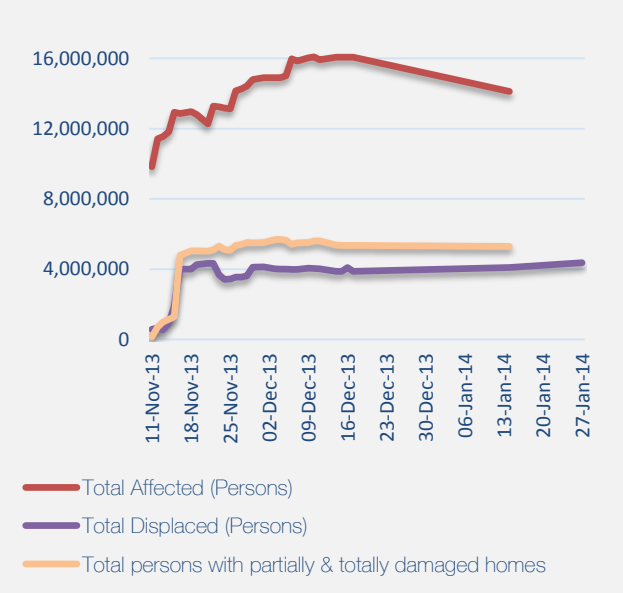


Figure 2: Evolution of total affected, displaced and housing damage figures reported, November-January. Source: DROMIC/DSWD[56]

The total number of displaced people outside evacuation centers, as reported by DROMIC, is calculated based on the assumption that the whole local population had to be evacuated or were displaced, and by subtracting the number of persons recorded to be residing inside evacuation centers from the population of the affected barangay.[57] Displacement figures estimated in this way are, therefore, potentially overstated. The scale of the government estimate in relation to housing damage data is discussed further below.

4A.2. HOUSING DAMAGE AS AN INDICATOR OF DISPLACEMENT

Damage and destruction to homes caused by strong winds and flooding from heavy rain and storm surges was an immediate driver of initial displacement. Where destruction is widespread and homes are rendered uninhabitable, housing and land issues are central to sustainable settlement options - though they cannot be divorced from other keys to a durable solution, including access to livelihoods and basic services.[58] It is assumed that all people whose homes were completely destroyed or rendered uninhabitable (and who survived) were displaced, while only some of those people whose homes were partially damaged were displaced (depending on the degree of damage and related risk to residents). As such, housing damage and its severity may be used as an indicator of the scale of displacement, as well as of potentially prolonged displacement as rehabilitation or reconstruction needs are greater and safe, early return may be less possible.

From about a week after first landfall by the typhoon, the government reported that over one million homes had been partially or totally damaged. Based on this data, the homes of an estimated two-thirds (66%) of IDP's were totally damaged or destroyed. Based on DROMIC data reported from 16 November 2013 to 27 January 2014, Figure 3 shows that the total number of people reported as displaced falls between the lowest number of people whose homes were reported as totally destroyed and the highest number whose homes were reported as partially or totally damaged.[59] The average total number of people reported over the reporting period over 3.95 million is close to the median for the range defined by all damaged homes and just totally damaged homes of 3.98 million (median of 2.25 to 5.6 million). The ranges reported for the number of persons displaced and for persons whose homes were damaged are shown in Table 2.

[55] UNFPA. Reproductive Health Data on Population Affected by Typhoon Haiyan (Based on DSWD DROMIC Report, 6am, 15 November 2013).

[56] Last DROMIC updates for "affected" on 14 January; for "displaced" and housing damages on 27 January 2014. Number of persons with partially and totally damaged homes calculated by multiplying DROMIC homes damaged figures by an average household size of 4.7.

[57] Key informant interview with IOM-Philippines' CCCM Coordinator, 30 April 2014.

[58] Oxfam. Briefing Paper: The right move? Ensuring Durable Relocation after Typhoon Haiyan. 30 April 2014.

[59] The start date of 16 November has been selected as the point in time where figures became more stable (see Figure 3). The end date is 27 January 2014, the date of the last report published by DROMIC. One reporting date (2 December 2014) has been removed as an anomaly, due to a one-off dramatic drop in the number of partially damaged homes reported). The number of persons with damaged houses has been estimated by multiplying the number of damaged houses by an average household size of 4.7. (Source for average household size: National Statistics Office figure for Region VIII, Eastern Visayas)

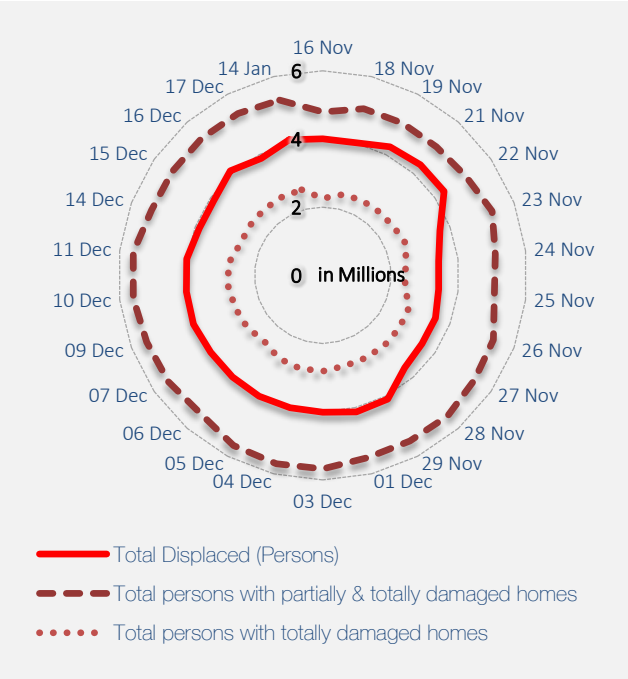


Figure 3: People with damaged homes as an indicator of the scale of displacement (Source: DSWD/DROMIC reported between 16 November 2013 and 27 January 2014 for all affected regions)[60]

LOWEST number reported	**HIGHEST** number reported	**AVERAGE** number reported over the period	**LATEST** figure reported (27 Jan 2014)
Total no. persons displaced			
3.43 million	4.37 million	3.95 million	4.37 million
Total no. persons with totally damaged homes no. homes totally damaged x 4.7 average household size			
2.25 million	2.82 million	2.62 million	2.44 million
Total no. persons with homes partially or totally damaged no. homes totally damaged x 4.7 average household size			
4.76 million	5.60 million	5.33 million	4.76 million

Table 2: Range reported for the total number of persons displaced and with homes damaged in the Typhoon Haiyan Disaster (Source data: DROMIC reports, 16 November 2013 to 27 January 2014)[61]

[60] Number of people with damaged homes estimated using figures for homes damaged multiplied by an average household size of 4.7.

[61] The numerals 1-30 on the outside of the circle represent DROMIC report dates, where 1 = 16 November 2013, and 27= 27 January 2014. The average household size of the most affected region is applied, as reported by the National Statistics Office (4.7 in Region VIII- Eastern Visayas, with a projected 2013 total population of 4.73 million).

4A.3. INTER-REGIONAL MOVEMENTS

Over the first month and a half, high flows of displaced and affected populations were recorded, moving between and out of affected regions. Thousands of people left the affected areas in the first weeks following the onset of the crises according to data collected by the MODs monitoring movements through land, sea and air transport hubs. The MCNA also found that people with relatives elsewhere who could afford the cost of moving left their communities to stay with host families, at least temporarily.[62] According to MOD reports, these population flows peaked around the end of November and then began to drop back to pre-Haiyan levels around 18 December, at which point the MODs were gradually deactivated.

The main routes taken as recorded and reported by the MODs are shown in Map 2. Between 15-22 November, DSWD and the DOH recorded 17,000 persons taking free flights offered by the military into Manila from the disaster affected areas. Sporadic spikes in the number of people moving in and out of transport hubs may have been related to the provision of free aircraft transport used to evacuate civilians to urban centers in Cebu and Manila, which were stopped on 27 November. Each day around 5,000 IDPs were moving out of Region VIII (Eastern Visayas) including around 1,500 people taking flights out of Tacloban city alone.[63] Reception centers were established in Manila and Cebu to receive IDPs from Tacloban and other areas. In Manila, for example, IDPs arriving at Villamor Air Base from Tacloban were provided with hot meals, psychosocial and medical assistance among other services by DSWD and given temporary shelter at Villamor Airbase Elementary School, which was used as a temporary evacuation center.[64] Some arrivals stayed with relatives or in tent cities.[65]

Additionally, displaced people took "roll-on roll-off" inter-island transport vessels from affected islands to safer areas.[66] Collective centers were established in Cebu to temporarily house IDPs crossing by ferry from Ormoc. An estimated 5,000 people per day were crossing according to the Port Authority, with the majority coming from Tacloban.[67] Around 1,000 people per day were reportedly leaving Guiuan by bus and plane, most towards Manila.

Other movements out of home areas were mentioned in different sources of information. For example, MOD data showed that in areas such as Ormoc, people were traveling to and from Cebu to bring back supplies or to get

[62] IASC. Multi-Cluster Needs Assessment (MCNA). 20 December 2013.

[63] Protection Cluster Philippines. Assessment Report STY Haiyan (Yolanda), Issue no. 09. 29 November 2013. Citing UNHCR, IOM and DSWD reports.

[64] IOM. Situation Report. 30 November 2013.

[65] ACAPS. Secondary Data Review: Philippines Typhoon Yolanda. January 2014

[66] Ibid.

[67] CCCM Cluster. Internal displacement overview, 22 November 2013 (6:00 a.m.)

money to rebuild their houses. A March-April assessment by the child protection and education clusters of the worst affected barangays in Regions VI and VIII found 46% of schools reported that children were not in school because they had transferred outside of the region, presumably to a different school, though it is not clear from the report whether the school children had relocated with or without a parent or care taker or with all members of their family and where they were living.[68]

Around January and February, return movements from Cebu and Manila were recorded in affected areas, including Tacloban. There is little information available on these movements of return from unaffected areas; however, some of these families were reported to be living in tent cities in Tacloban.[69]

4A.4. LOCATION OF IDPS IN DISPERSED AND COLLECTIVE SETTINGS

Based on reported government data, around 30% of the total affected population were displaced, of which the vast majority was located in dispersed displacement settings, outside evacuation centers. The following sections analyze available data and gaps and information related to both dispersed and collective IDP settings.

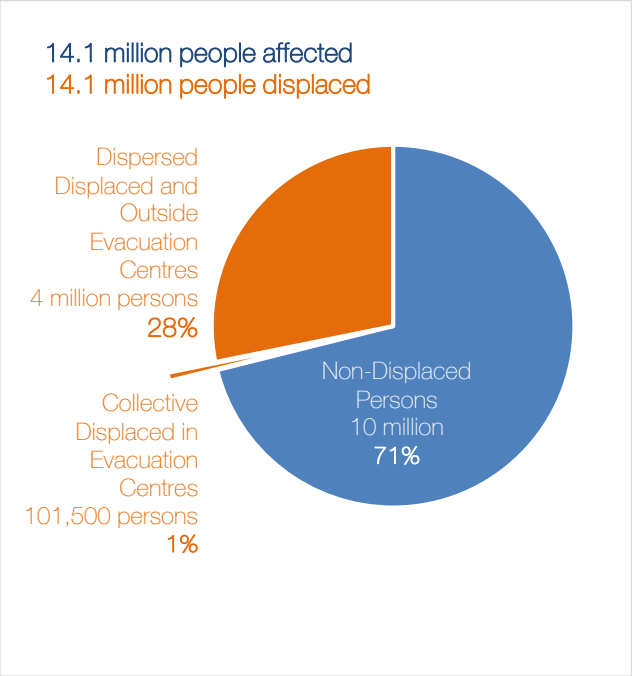
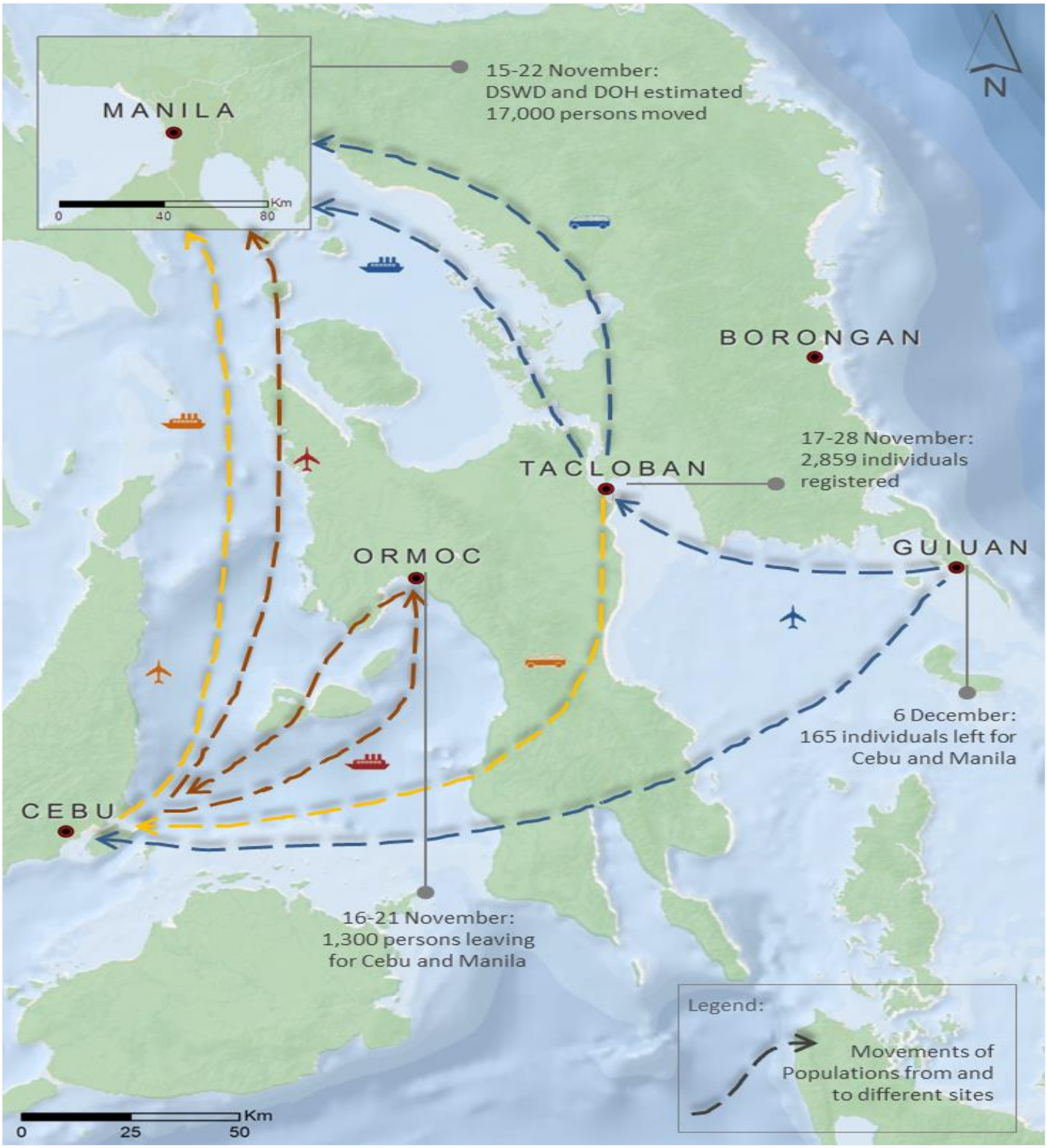


Figure 4: Total number of people displaced as a proportion of the affected population and the total number of people displaced in collective sites as a proportion of people displaced in dispersed settings (2 January 2013, DROMIC/DSWD)

[68] Child Protection and Education Cluster Joint Needs Assessment. Mid-Term Report: Key Findings from Joint Assessment Phase 1, Child Protection and Education Cluster Joint Needs Assessment of Typhoon Haiyan (Yolanda)-Affected Municipalities in the Philippines. March-April 2014.

[69] Key Informant Interview with IOM-Philippine's Emergency Preparedness and Response Officer, 12 May 2014.



Map 2: Paths of movement as recorded through the Migration Outflow Desk (MOD) following the Typhoon's landfall until mid-December. The different colors represent the different paths originating from one of the main hubs.

4b. Patterns and trends in dispersed displacement settings

The vast majority of IDPs found shelter in dispersed locations, mostly, but not exclusively, within the Typhoon Haiyan affected areas. These IDPs are assumed to be counted among the government displacement figures reported for displaced people "outside evacuation centers", while this number also includes IDPs in collective displacement sites (i.e., tent cities, spontaneous settlements, bunkhouses, other transitional shelters) other than evacuation centers. The various types of dispersed IDP settings, as previously described in section 2.d., are discussed further in the section below. This includes the majority who were displaced from their homes but remained within or near to their local barangay or district and returned early on to live on or nearby the homesteads they were displaced from, and others who returned after leaving their local areas, but who have continuing displacement-related needs (see B.i.). A significant but less visible number of IDPs who found refuge with family and friends, and the impact of this displacement on the situation of host families themselves is discussed in B.ii. In addition, the lack of information available on IDPs who left their homes areas and remain displaced elsewhere, including IDPs who moved to urban areas of Manila, Cebu and elsewhere is briefly highlighted (see B.iii.)

4B.1. RETURN AND DISPLACEMENT-RELATED NEEDS IN HOME AREAS

The overall pattern of IDP return movements home following Typhoon Haiyan are similar to those seen in previous disasters in the Philippines, as well as in rapid-onset weather-related disasters in other countries.[70] Following pre-emptive and immediate flight from danger, movements back to homesteads and homes have not been comprehensively monitored over time,[71]but information from a survey of IDPs in evacuation sites a couple of weeks after the typhoon and from shelter assessments show two dominant patterns: early return by a high proportion of IDPs to their original homes or homesteads - from within hours to days of the typhoon's passing, and movement only short distances from their original home areas. Other patterns for a much smaller proportion of the population indicate returns from unaffected areas, Cebu and Manila mainly, to home areas following initial flight after the typhoon made landfall; some of these families have experienced further displacement and are sheltering in tent cities. A CCCM and shelter cluster Rapid Intentions and Needs Assessment conducted almost two weeks after the typhoon in collective sites- mainly evacuation centers- in Tacloban found that almost all households surveyed, 99.6%, were normally resident in either the same barangay or municipality as the evacuation center they had been displaced in. Only a very small proportion, 0.4%, came from a different municipality.[72] An initial shelter assessment about six weeks after onset in a representative sample of affected municipalities also found that over 90% of households surveyed were living in the same house or plot as before the typhoon.[73] According to a follow-on shelter assessment around March/April 2014, this trend remained unchanged with 91% of people living in a dwelling on the land they had lived on previously.[74]

Proximity to homes is often critical to IDPs for reasons including: to ensure their property is protected; to maintain links with sources of livelihood and social networks; and to access information and external assistance needed to support the process of recovery and rebuilding. When asked about their future intentions, most IDPs in evacuation centers as well as households surveyed for the shelter assessments planned to return to or stay on their home plot of land. According to the intentions survey in evacuation centers, 84% of IDPs intended to return to the original plot of land where they had been displaced from, while most of the remainder intended to move to a different settlement location but still within the same municipality.[75] According to the shelter assessment, only 2% of people were looking to relocate elsewhere.

Once conditions permit, IDPs have the right to return voluntarily and in safety and with dignity and to regain their property and possessions.[76] At the same time, assessments of housing damage suggest that IDPs who returned home early most often did so to live in damaged homes or in makeshift shelters or temporary sites in still devastated areas. Some IDPs who returned from unaffected areas a few months following the typhoon are experiencing ongoing displacement such as those reported by the CCCM cluster to be staying in tent cities. In many of these areas their current conditions mean they face increased vulnerability to further disaster and displacement, and they clearly have continuing displacement-related needs. The shelter assessment found

[70] Internal Displacement Monitoring Centre (IDMC). Disaster-induced internal displacement in the Philippines - The case of Tropical Storm Washi/Sendong, 29 January 2013, and IDMC, Haiti Country Overview: A humanitarian crisis in need of development solution. 12 December 2012.

[71] Since February 2014, the CCCM Cluster has been tracking the return movements of people leaving collective sites using the government DAFAC family assistance cards as a reference, mainly in Tacloban municipality.

[72] CCCM and REACH-Shelter Clusters. Rapid Intentions and Needs Assessment: Tacloban IDP sites. 24 November 2013.

[73] REACH-Shelter and WASH cluster. Shelter and WASH Rapid Assessment: Typhoon Haiyan, Philippines, 2013, Final Report. 15 January 2014. The initial rapid assessment used a representative sample of 16 municipalities from across the entire affected area, with field work conducted around 6 weeks following onset.

[74] REACH-Shelter and WASH cluster. Shelter and WASH Response Monitoring: Typhoon Haiyan, Philippines, 2013, Final Report. 22 April 2014.

[75] REACH-CCCM and Shelter Clusters. Rapid Intentions and Needs Assessment: Tacloban IDP sites. 24 November 2013.

[76] UN. Guiding Principles on Internal Displacement. 2004.

that 42% of homes in sampled municipalities had either been totally destroyed or had major damage. Of those whose homes had been completely destroyed, 66% of households were living in the ruins, while 12% were staying in evacuation centers, 11% were staying with host families and 9% were sleeping in tents or makeshift shelters on their home plots of land.[77] The MCNA conducted in November/December 2013 found that approximately 20% of people staying outside evacuation centers and whose homes were uninhabitable were staying in temporary shelters near to their homesteads. Six months after Haiyan, while the majority of IDPs have been able to return to their home areas and have started rebuilding, over two million people are still without adequate or durable shelter.[78] The government has recently permitted humanitarian actors to build transitional shelters in these unsafe areas to provide much needed assistance and an intermediary solution for those that remain living in makeshift shelters until more permanent solutions can be identified. Additionally, single detached transitional shelters are being constructed in both collective sites and on dispersed individual plots of land at different distances from home areas; however, the construction of these has been slow due to problem with land access and availability.

4B.2. OBSTACLES TO RETURN AS A SUSTAINABLE SETTLEMENT OPTION

IDPs who have not been able to return to their homes and start recovering from their displacement are of particular concern, as has been highlighted by many humanitarian actors.[79] This may be due to specific issues delaying their return, such as lack of means to repair or rebuild safe shelter, and/or access to basic services in home areas or lack of formal tenure for people who been informally settled prior to the typhoon who may face the risk of not being allowed back, or being evicted. Distributions of emergency and recovery shelter kits and livelihood and cash-for-work programs have been implemented in affected areas since the beginning of the response, however, the need for materials and basic services still remain high six months after. Additionally, an estimated 200,000 people whose previous homes may be assessed by the government to be in "No Dwelling Zones" unsafe for human habitation face prolonged displacement and uncertainty over whether they will be allowed to settle back in their former homes and what plans and assistance may be put in place for their permanent relocation.[80] This includes most of over 26,000 IDPs still staying in collective displacement sites, as well an unquantified number of IDPs still dependent on the hospitality of host families, particularly in the hardest hit and poorest regions, as further described below.

4B.3. IDPS STAYING WITH HOST FAMILIES

Most IDPs stay with host families following evacuation, or in the initial period of displacement following a disaster. The burden this places on hosts with already limited resources to meet their own basic needs and who have may have been affected themselves is a concern in many contexts and can lead to tensions between hosts and IDPs. This concern has been reflected in the vulnerability criteria developed by the shelter cluster.[81]

Only limited information has been reported on the situation of IDPs staying with host families, including the needs of host families themselves. A shelter cluster needs assessment conducted about one month after Typhoon Haiyan and a response monitoring assessment which followed about five months after the disaster each reported an overall proportion of 7% of households in surveyed areas hosting displaced families in their house or on their property. Almost all of these hosted IDPs were friends or family members who had lost their houses because of Haiyan. [82]

Notably, the second report found that the proportion of families hosting IDPs were much higher in Samar, Eastern Samar and Cebu at 20%, 30% and 14% respectively. For Samar and Eastern Samar, this is likely due to higher levels of destruction in these provinces. The rate of hosting in affected regions was also found to be twice as high in urban areas compared to rural areas.[83] This may reflect one strategy employed by displaced families to increase their access to basic services and external assistance in better serviced urban areas.

In March and April 2014, new vulnerability criteria for ongoing targeting of assistance were published, which may support better inclusion of hosting situations in future information collection and planning. Inter-cluster vulnerability criteria for 2014 in the Philippines include people from "geographically isolated and disadvantaged areas" and those "whose habitual residence/displaced location is in remote communities with minimal public services/Government presence".[84] Furthermore, the shelter cluster's prioritization of vulnerable groups for assistance includes "Host families who are supporting other families, but have limited means".[85]

[77] Ibid. Section 4.3.2, Page 29

[78] UN OCHA. Humanitarian Bulletin, Philippines, Issue 23, 1-30. April 2014.

[79] Ibid.

[80] Oxfam. Briefing Paper: The right move? Ensuring Durable Relocation after Typhoon Haiyan. 30 April 2014.

[81] Shelter Cluster Philippines. Beneficiary Selection Criteria for Shelter Support by Humanitarian Organizations (Background Document 1 to the Prioritization Tool). 24 April 2014.

[82] REACH-Shelter and WASH cluster. Shelter and WASH Rapid Assessment: Typhoon Haiyan, Philippines, 2013, Final Report. 15 January 2014.

[83] Ibid.

[84] Protection Cluster Philippines. Vulnerability Criteria 2014. March 2014.

[85] Shelter Cluster Philippines. Beneficiary Selection Criteria for Shelter Support by Humanitarian Organizations (Background Document 1 to the Prioritization Tool). 24 April 2014.

4B.4. IDPS DISPLACED OUTSIDE THEIR HOME DISTRICTS AND HAIYAN AFFECTED REGIONS

Beyond the information discussed in previous sections related to IDP movements out of the Haiyan disaster-affected areas (see 4.a.ii) very little can be understood about the onward movements and situation of these IDPs, including whether or not they have now returned to their original home areas or are among vulnerable IDPs may not be permitted to return if their homes are in "no dwelling zones". While their numbers are relatively small compared to the overall number of IDPs based on the dominant pattern of early return, it is not known whether some IDPs are now joining the ranks of the urban poor, or exploring a new start for themselves and their families in urban centers, for example. This includes those who may be continuing to be hosted by family or friends. Based on the sources reviewed for this report, there is no evidence for these possible scenarios, and IDPs who may be in such situations remain invisible.

4c. Patterns and Trends in Collective Displacement Sites

The DTM has been used to monitor populations residing in collective displacement sites since 9 November to prioritize service provision in line with the evolving needs of the population. DTM data is analyzed here to show trends across different types of collective sites and locations.

4C.1. OVERALL TRENDS ACROSS DIFFERENT TYPES OF COLLECTIVE SITES

DTM data covering the period from 2 December 2013 to 28 April 2014 is analyzed below to show trends across the four different types of collective sites monitored (see Figures 5 and 6). In addition, DTM data from three comprehensive and consolidated reports were analyzed from the following dates: 20 December, 31 January and 28 April. The December 20 issue covers data collected beginning 9 November, approximately one month after the disaster, the 31 January issue two months after the disaster and the 28 April issue six months since the disaster.

Since early December, the overall number of collective displacement sites has decreased at a much faster rate than the number of persons living in displacement sites, indicating an increase in the average size of the remaining sites. According to the DTM, the number of sites decreased by 77%, while the number of persons living in these sites decreased by just 23.2%. As of 28 April, 66 collective displacement sites sheltering 26,523 persons or 5,830 families remain open. This decrease is clearly correlated with the closure of evacuation centers, while the number and occupancy of spontaneous sites has also been decreasing if far less dramatically.

The significant exception is transitional sites, mainly bunkhouses, which have correspondingly increased in number, indicating relocations from evacuation centers to better quality transitional accommodation for IDPs who have not returned to their home areas or relocated elsewhere. Six months after, transitional sites make up the 71.2% of all displacement site types and 69.0% of families were found to be living in transitional sites (bunkhouses). Since the end of December, the number of tent cities and persons living in tent cities remained relatively stable. IDPs remaining in tent cities, mainly in Tacloban, are attributed to the shortage of bunkhouses available.

The DTM indicated large inter-site movements around January from tent cities, evacuation centers and spontaneous sites into bunkhouses. As shown in Figure 5, there is a sharp decrease (53.6%) in the number of sites from the beginning of the emergency until the end of January followed by a gradual increase (29.4%) up until the end of April. The same trend applies to the number of persons living in collective sites. This increase after the end of January is attributed to the movement of people from unsafe areas in both formal and informal displacement settings that began moving into bunkhouses once they began being constructed in January. Those living in tent cities in flood-prone areas and schools used as evacuation centers were prioritized. The caseload coming from unsafe areas outside of collective settings was not covered by DTM initially because they were in dispersed displacement settings; it can be assumed they were either living with host families or in or near their plot of land.

There have also been movements from collective displacement sites to permanent relocation sites and areas of return in affected areas. Families living in tent cities were prioritized for moving into permanent relocation sites. Families returning to affected areas are mainly those with damaged homes that were able to secure shelter assistance to facilitate their return. The CCCM cluster is monitoring these movements.

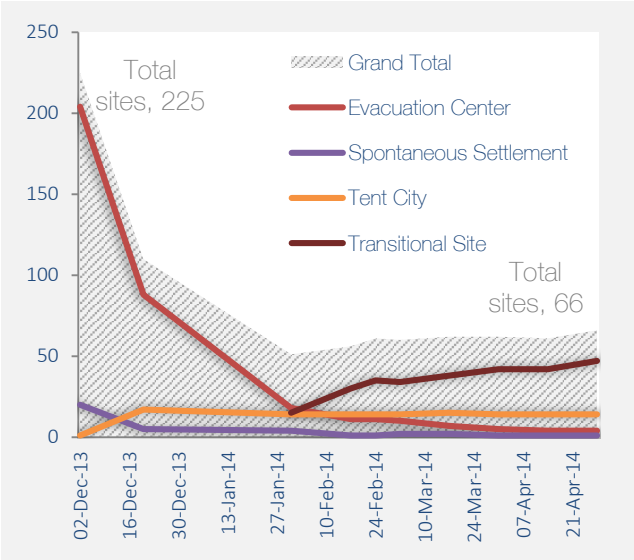


Figure 5: Number of displacement site types as monitored by DTM over time (Source: DTM/CCCM, 2 December 2013 - 28 April 2014)

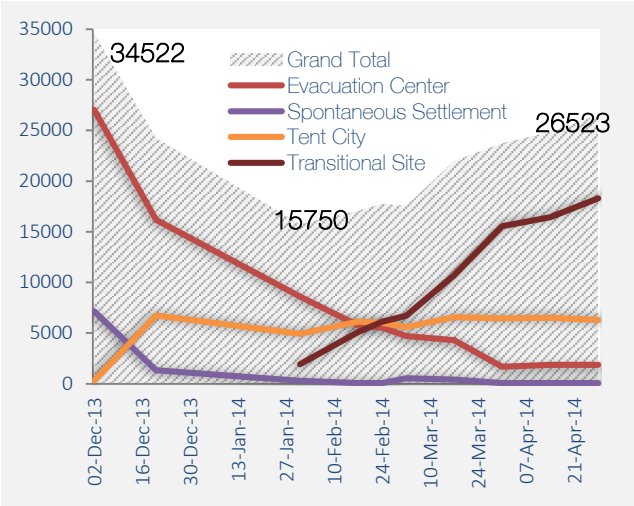


Figure 6: Number of individual by displacement site type as monitored by the DTM over time (Source: DTM/CCCM, 2 December 2013 - 28 April 2014)

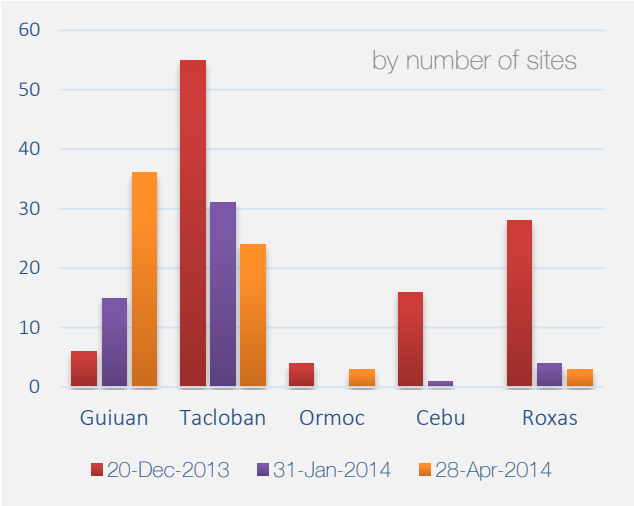


Figure 7: Comparison of the number of displacement sites by hub on 20 December 2013, 31 January and 28 April 2014 (Source: DTM/CCCM)

SITES CURRENTLY MONITORED BY **DTM** BY TYPE	
Evacuation Centers	Tent Cities
Spontaneous Sites	Transitional Sites/ Bunkhouses

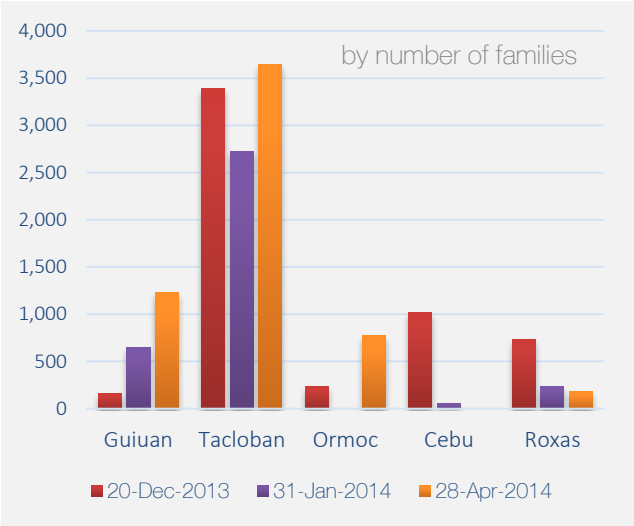


Figure 8: Comparison of the number of families living in collective displacement sites by coordination hub on 20 December 2013, 31 January and 28 April 2014 (Source: DTM/CCCM)

4C.2. OVERALL TRENDS IN DISTRIBUTION OF IDPS IN COLLECTIVE SITES AND NUMBER OF SITES BY HUB

In the beginning of the emergency, the majority of the displacement sites (50.5%) and families (61.4%) were located in Tacloban municipality and more broadly Leyte province, the most affected area of the Typhoon (see Figures 8 and 9). However, sites closed faster in Tacloban and the concentration of displacement sites began to shift to Guiuan by the end of April as shown in Figure 8. As of 28 April, 36 sites remained open in Guiuan followed by 24 in Tacloban, 3 in Ormoc, 3 in Roxas and none in Cebu.[86] However, the majority of families (62.5%) displaced remain concentrated in Tacloban in comparison to 21% in Guiuan, 13% in Ormoc, 3% in Roxas and none in Cebu. The increase in the number of sites in Guiuan is due to the construction of bunkhouses. The three tropical depressions that passed through Guiuan since January accelerated the opening of these already planned bunkhouses, of which some were still under construction.

4C.3. EVACUATION CENTERS

The timely and necessary evacuation of populations at risk is the first form of displacement typically seen in weather-related disasters like Typhoon Haiyan, where lead time allows for early action by the government to ensure vulnerable populations are advised and assisted to leave high risk areas.[87] In the Philippines, pre-existing, government-designated buildings are provided as short-term emergency shelters to displaced families who have self-evacuated or who have been assisted to do so by local authorities just ahead of or following the onset of a disaster. Evacuation centers include schools, covered courts, gymnasiums, local level government halls, health centers and private buildings. It is likely that alternative sites were also used by evacuees, given the extreme impact of the typhoon, the capacity of evacuation centers

[86] By 31 March, there were no sites reported open in Cebu.

[87] IOM. Guide to Planning for Mass Evacuations in Natural Disasters (MEND), draft. April 2014.

to accommodate the numbers displaced as well as the fact that many designated evacuation centers were not usable due to being damaged in the typhoon.[88]

Government data for 7 November, one day before the typhoon's first landfall, reported 23,794 people evacuated ahead of the storm, most of who were provided with shelter in 70 evacuation centers across five regions.[89] The government reported figure quickly peaked at over 420,000 in the following few days. This data from the government catches the early phase of evacuations, which reveals a huge number of evacuees in the days immediately before and after the Typhoon made landfall, as would be the expected pattern (see Figure 9). It should be noted that the uncertainty around these early phase figures is likely to be high, due to the difficulties in collecting reliable and comprehensive information from all areas at these points in the response, and the priority of government efforts was on implementing evacuations in the areas at greatest risk during this acute period.[90]

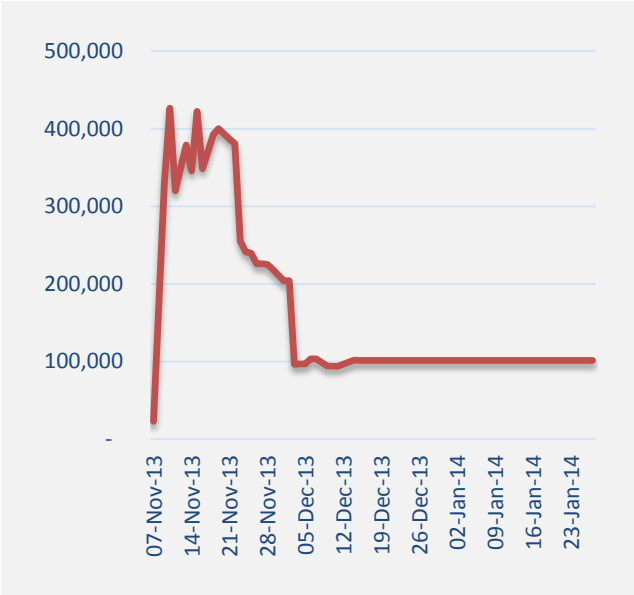


Figure 7: Number of persons recorded by DSWD/DROMIC beginning 7 November 2013 prior to the Typhoon's landfall until 26 January 2014.

Initial DTM evacuation figures were captured based on data collected at the site level in Region VIII and VI, the worst affected areas that were accessible at the time. The system was then rolled out to include Region VII in addition to VI and VIII for the 20 December report.[91] By the 31 January report, the DTM was set up to provide weekly updates at the hub level and monthly Haiyan-wide level updates covering the most affected areas in Regions VI, VII and VIII. As can be seen in Figure 5, a total of 27,026 persons were recorded by DTM to be residing within 204 evacuation centers as reported by the DTM on 2 December (data collection began 9 November 2013).[92]

The gender and age disaggregated data collected by the DTM suggests that IDPs evacuated as family units, without significant differences in terms of the age and gender of different household members initially displaced. However, around the end of February and early March, the ratio between male and female IDPs widened in comparison to pre-Haiyan gender ratios;[93] by the end of April, the gap closed and gender ratios returned to 51% males and 49% females. Data disaggregated by vulnerable group demonstrated an increase in the number of single headed households and pregnant women around 14 April (see Figure 10). These increases may be due to coping strategies of families to send family members to work or live elsewhere. There is a decrease in the number of persons with mental disabilities, psychosocial cases, chronic diseases and breastfeeding women.

As discussed in the previous section on early return (B.i.), it is likely that the majority of these evacuees returned to their homes or home areas within a short period of time as soon as they felt conditions allowed them to do so, with many constructing makeshift shelters or living under tents in open spaces near their home plots. Those who remained for longer in these emergency evacuation centers, designed for only short-term stays, are likely to have included many people unable to return due to government "No Dwelling Zone" policies, due to the level of destruction to their homes and local community infrastructure and services, and due to having insecure tenure as informal settlers where they were previously living. These families are also typically without alternative shelter options, such as staying with family and friends in the area.

[88] IOM. Damage Assessment of Designated Evacuation Centers in Typhoon-Affected Areas: Eastern Samar, Philippines. April 2014.

[89] DSWD/DROMIC. Preparedness measures for response effects and services and interventions for victims of Typhoon Yolanda, Report No. 9, 11:00 PM. 7 November 2013.

[90] It should be noted that in addition to designated evacuation centers, it is likely that evacuees sought refuge in the homes of family and friends and most likely other buildings not formally designated as evacuation shelters, given the speed and unprecedented force of the typhoon and the extremely high number of people displaced in the most affected areas.

[91] This may explain the large differences between the number of persons living in evacuation centers as reported by DROMIC versus DTM in the beginning of the emergency.

[92] Differences between DROMIC and DTM data may be due to the regions covered and lag time in feeding barangay level data across all affected areas up to the national level for consolidation as government capacity and resources were hindered significantly in the beginning of the emergency. During the beginning of the response, DROMIC monitored 9 affected regions whereas DTM monitored the most affected areas in 3 regions in collective displacement sites only. The DTM continues to monitor sites on a weekly basis; the last publicly available DROMIC report was released 27 January 2014.

[93] 51% male and 49% female. As applied by the Shelter cluster, and also by UNFPA in Reproductive Health Data on Population Affected by Typhoon Haiyan (Based on DSWD DROMIC Report, 6am, 15 November 2013).

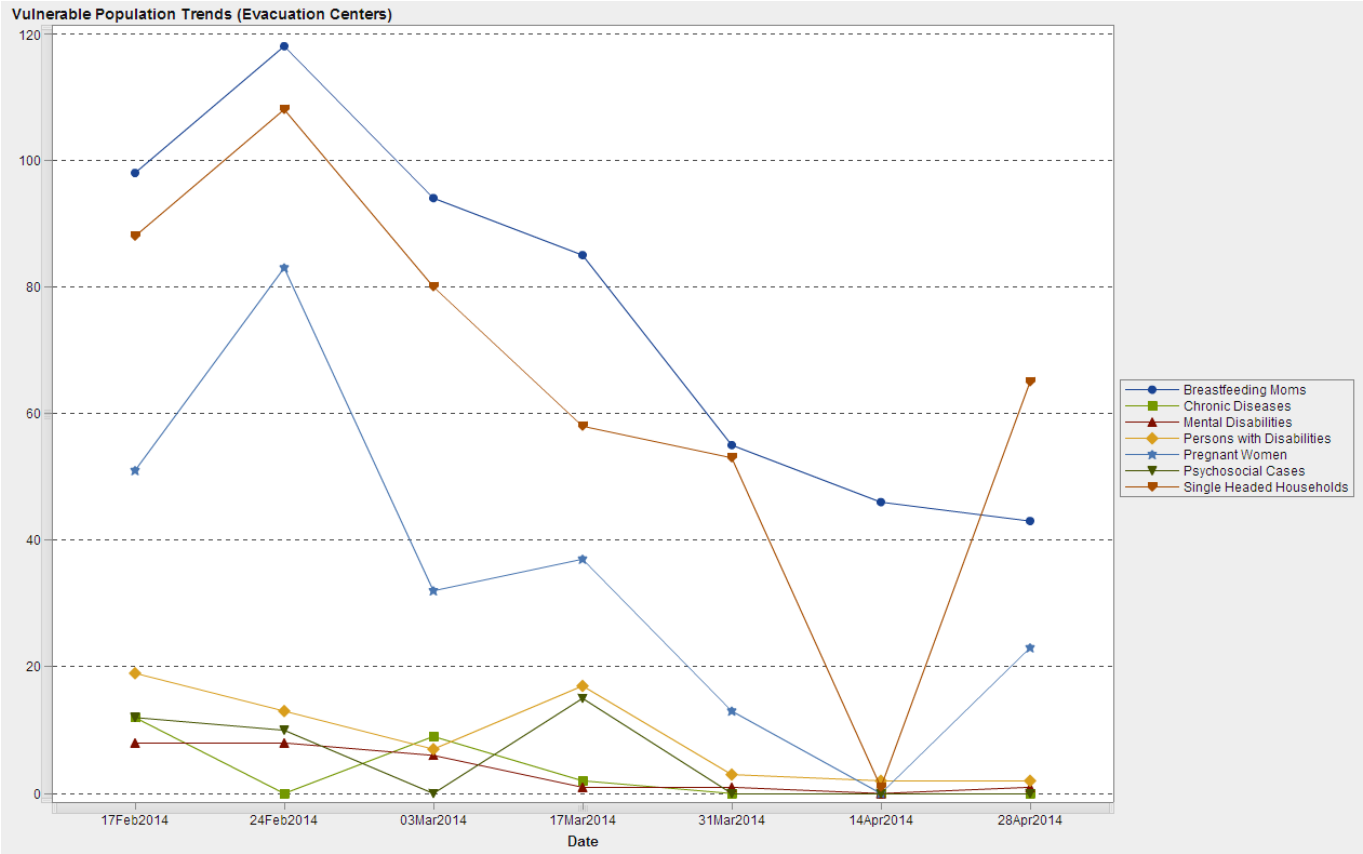


Figure 10: Number of persons by vulnerable group in evacuation centers as monitored by DTM (Source: DTM/CCCM, 17 February to 28 April 2014)

Conditions in the evacuation sites were reported to be extremely overcrowded, posing considerable protection risks for people with specific needs such as older people, children and women, including those with young infants during the beginning of the emergency. These vulnerable groups were regularly monitored by the DTM. Protection risks, such as incidents of gender-based violence and particularly vulnerable groups such as unaccompanied minors, were also referred to protection, GBV and child protection actors respectively.

Evacuation centers set up in school buildings disrupted classes. As of early January 2014, schools that had sound structures began to close as evacuation centers to allow the resumption of classes on 6 January. Significant numbers of displaced families still living in evacuation centers were relocated to transitional sites, mainly bunkhouses. CCCM tracked these movements from evacuation centers to bunkhouses through the DAFAC cards. The percentage of IDPs residing in schools decreased from 40% on 20 December to 14% as of 28 April. The rapid construction of bunkhouses began in mid-December and families who did not return to their home areas or move on elsewhere were gradually relocated, from evacuation centers to bunkhouses in January, causing bunkhouse occupancy rates to increase significantly in March. As of 28 April, only four evacuation centers remain open, of which two are located within schools (2%). These evacuation centers housed 1,862 persons or 419 families (sharp decrease from beginning of emergency when 40% evacuation centers were located in schools). Only one of these schools is using classrooms to house the remaining displaced families. DSWD in close coordination with IOM and shelter cluster partnerswill begin building additional transitional shelters for those remaining in evacuation centers.[94]

In comparison to other site types, the number of evacuation centers decreased drastically from composing 90.1% of all displacement sites on 2 December to only 6% of all sites by 28 April (see Figure 5). As evacuation centers began to close, families began moving into transitional sites, which on 28 April represented 71% of all displacement sites. Disaggregated by number of families, there was a significant decrease from 69% of families living in evacuation centers by 20 December to only 8% by 28 April.

[94] Secretary Corazon "Dinky" Juliano-Soliman. Twitter. 6 May 2014.

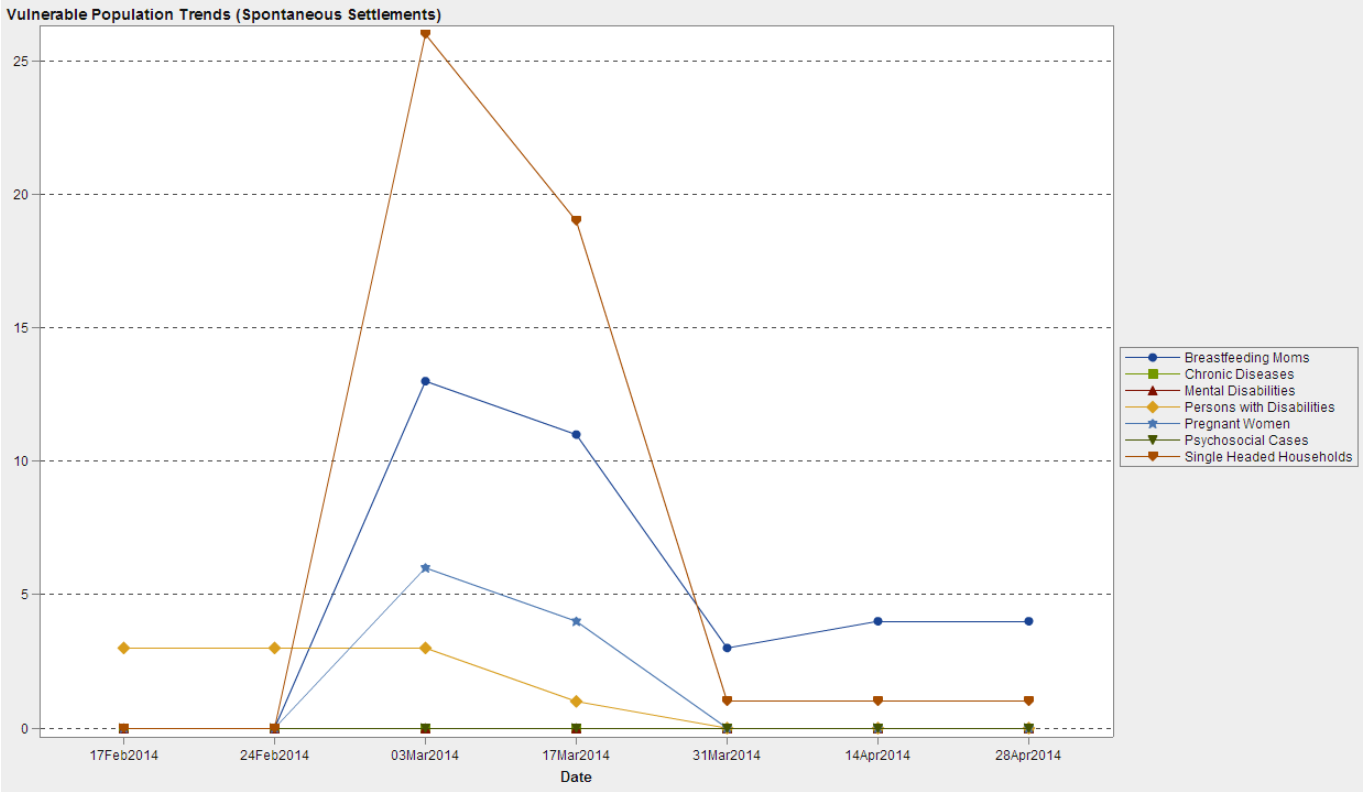


Figure 11: Number of persons by vulnerable group in spontaneous settlements (Source: DTM/CCCM, 17 February – 28 April 2014)

4C.4. SPONTANEOUS SITES

Spontaneous sites are informal settlements where displaced families live collectively outside of government designated evacuation centers or transitional sites. These families typically reside in open spaces or makeshift shelters on the roadside or near their homes and communities. As can be seen in Figure 5, there is a large decrease (99%) in the number of households living in spontaneous sites around early December. As of 28 April, 75 persons are residing in 1 spontaneous site. This represents a significant decrease from 7,163 persons living in 20 spontaneous sites as of 2 December 2013. This decrease may be attributed to the movement of families - particularly those who are from "unsafe areas" or those whose homes were completely destroyed - back to their communities of origin or into transitional sites. Disaggregated by vulnerable groups, there was a sharp increase in the number of vulnerable groups around late February into March due to an overall increase in population size within spontaneous settlements within this timeframe (see Figure 11). The CCCM and shelter clusters are working with DSWD to identify temporary shelter solutions for people remaining in spontaneous sites.

4C.5. TRANSITIONAL SITES

As of 28 April, approximately 67% of all families in displacement sites are staying in transitional sites composed mostly of bunkhouse units and tent cities. Transitional site residents are usually composed of those whose ability to safely return is either delayed (due to lack of adequate shelter, insecure tenure in their original homes and/or access to basic services in home areas), or due to government policy restricting return settlements in areas deemed unsafe for human habitation due to high vulnerability to natural hazards. Transitional sites typically host families in tents, bunkhouses and other transitional type shelters like single detached transitional shelters. The majority of families in transitional sites are sheltered in bunkhouses. Bunkhouses are largely located along the coastal zones. In Tacloban, all the bunkhouses are at full capacity and many people remain in tents.[95]

Tent cities

The number of persons living in tent cities has significantly increased from 333 persons as of 2 December to 6,297 persons as of 28 April. Additionally, the number of tent cities in proportion to other collective site types has increased from 16% to 21% from 20 December to 28 April. The increase in the number of tent cities around the end of January is attributed to the wide distribution of tents by international non-governmental organizations (INGOs) and the private sector within this period. There was also an increase in the number of persons living in tent cities between 31 January and 17 February - 4,941 persons to 6,145 persons - an increase of 1,204 persons in a two week period. This increase can also be attributed to IDPs returning from unaffected areas, Cebu and Manila mainly, following their initial flight immediately after the disaster as recorded by CCCM. The DTM data indicates that the

[95] Key informant interview with IOM-Philippines' CCCM Cluster Coordinator, 30 April 2014.

number of families living in tents from this date until 28 April, six months after the typhoon made landfall, has remained relatively stable, with a slight drop between 14 April and 28 April. This decrease may be attributed to IDPs that moved from tent cities into permanent relocation sites.[96] Correspondingly, there is an increase in the number of single headed households and pregnant women beginning mid-April (see Figure 12). This is due to the slight population decrease in tent cities at this time.

The lag in bunkhouse construction to accommodate the caseload of displaced persons requiring temporary shelter has led to an overall increase in the number of tent cities, particularly in Tacloban where 92.9% of tent cities are located. Actors, including CCCM are trying to identify temporary shelter solutions for people remaining in tents. The gender and age disaggregated data collected by the DTM suggests that IDPs in tent cities particularly shows a decreasing number of female compared to male IDPs staying in these sites over time, except for elderly persons (see Figure 13).[97] However, as seen in Figure 14 trends between male and female IDPs in tent cities show a greater ratio of female to male at the end of January (in comparison to baseline gender ratios pre-Haiyan)[98] which switches to a greater ratio of male to female by mid-February followed by a widening gap between males and females by the end of April. These findings indicate that females, particularly those of all age groups except over 59 years of age, are leaving tent cities for reasons which may include poor site conditions and/or to live with host families.

[96] The government prioritizes permanent relocation sites for families living in tent cities. These movements are monitored by CCCM.

[97] From the CCCM Cluster Philippines' Displacement Tracking Matrix (DTM) from 2 December 2013 to 28 April 2014.

[98] 51% male and 49% female. As applied by the Shelter cluster, and also by UNFPA in Reproductive Health Data on Population Affected by Typhoon Haiyan (Based on DSWD DROMIC Report, 6am, 15 November 2013).

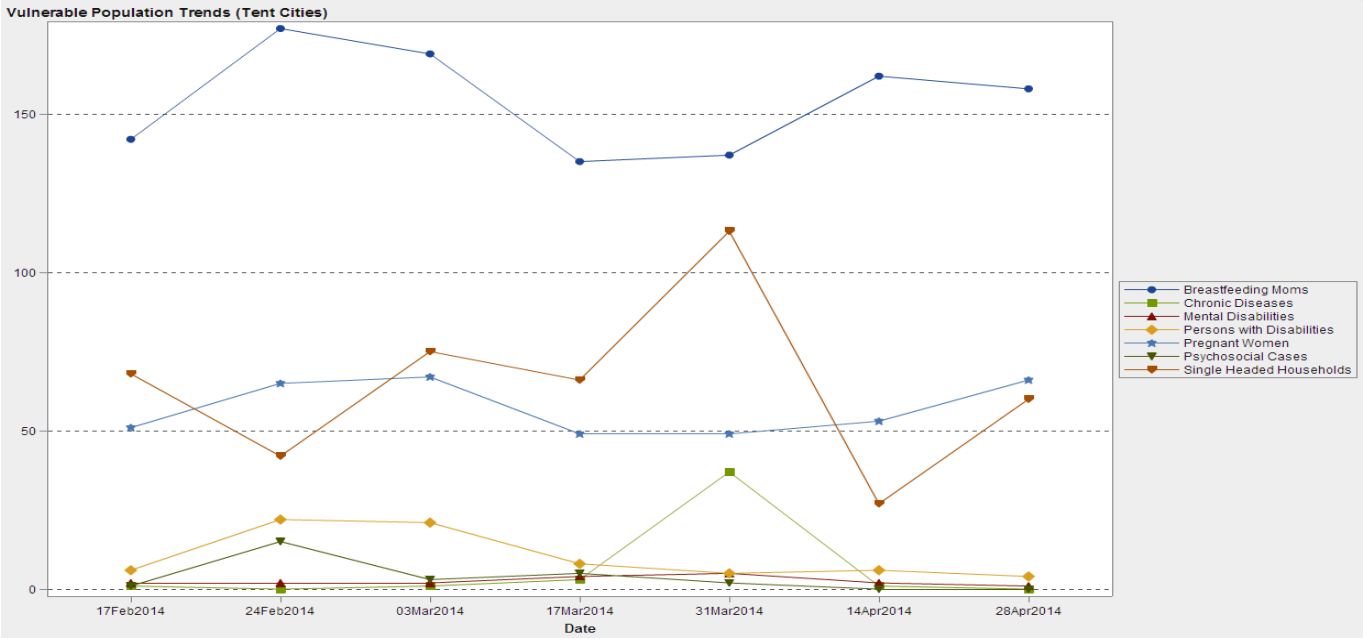


Figure 12: Number of persons by vulnerable group in tent cities over time (Source: DTM/CCCM 17 February – 28 April 2014)

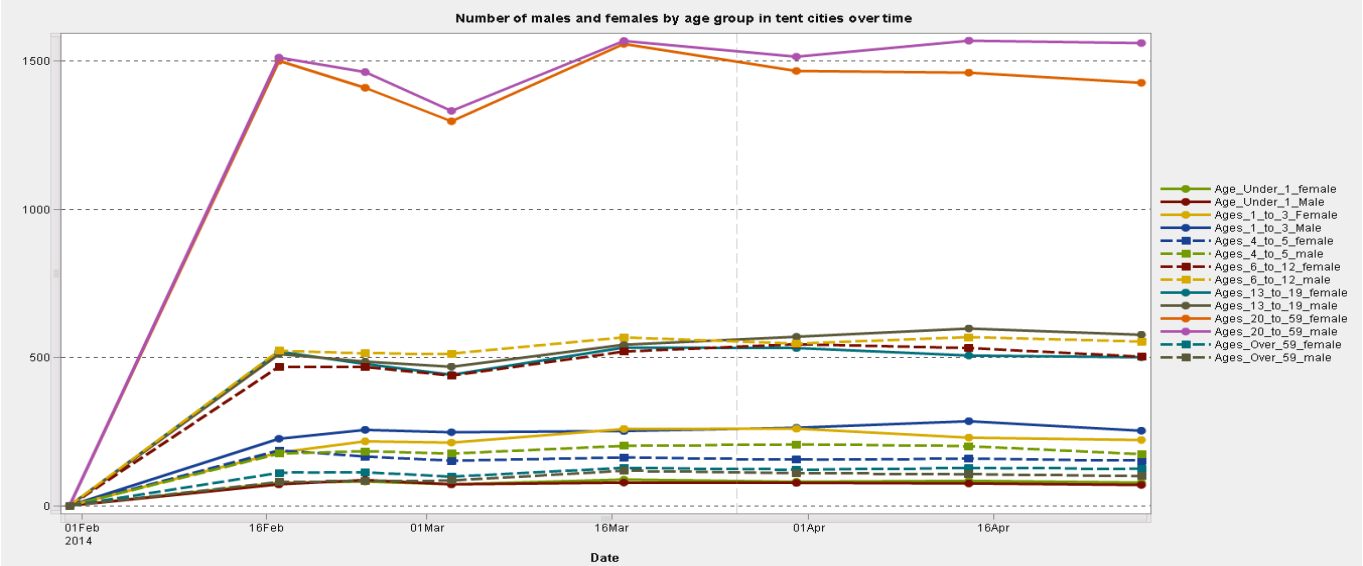


Figure 13: Number of males and females by age group in tent cities over time (Source: DTM/CCCM, 31 January 2014 - 28 April 2014)

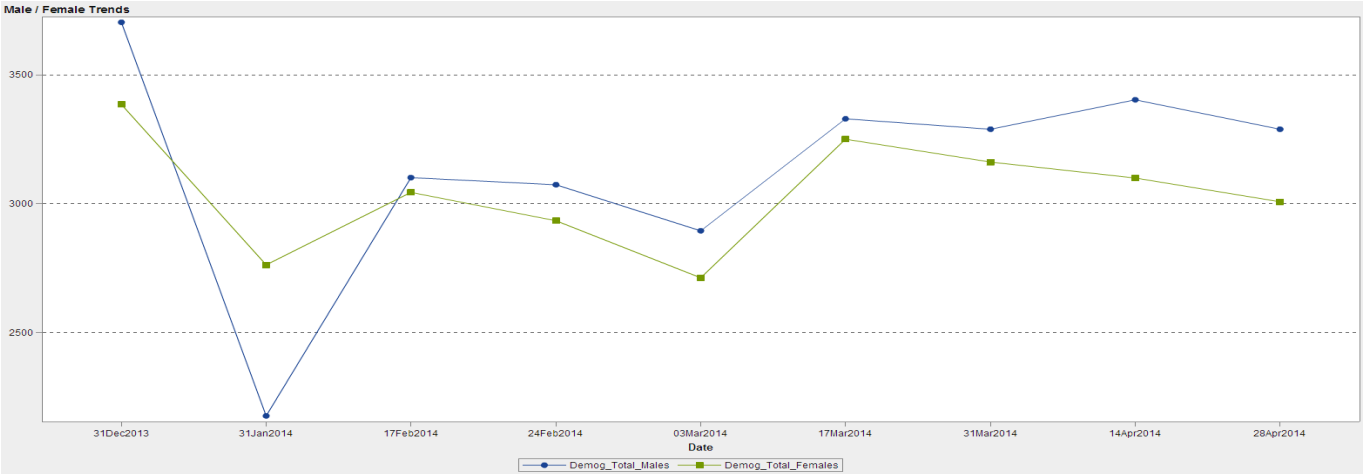


Figure 14: Number of males and females in tent cities over time (Source: DTM/CCCM, 31 January 2014 - 28 April 2014)

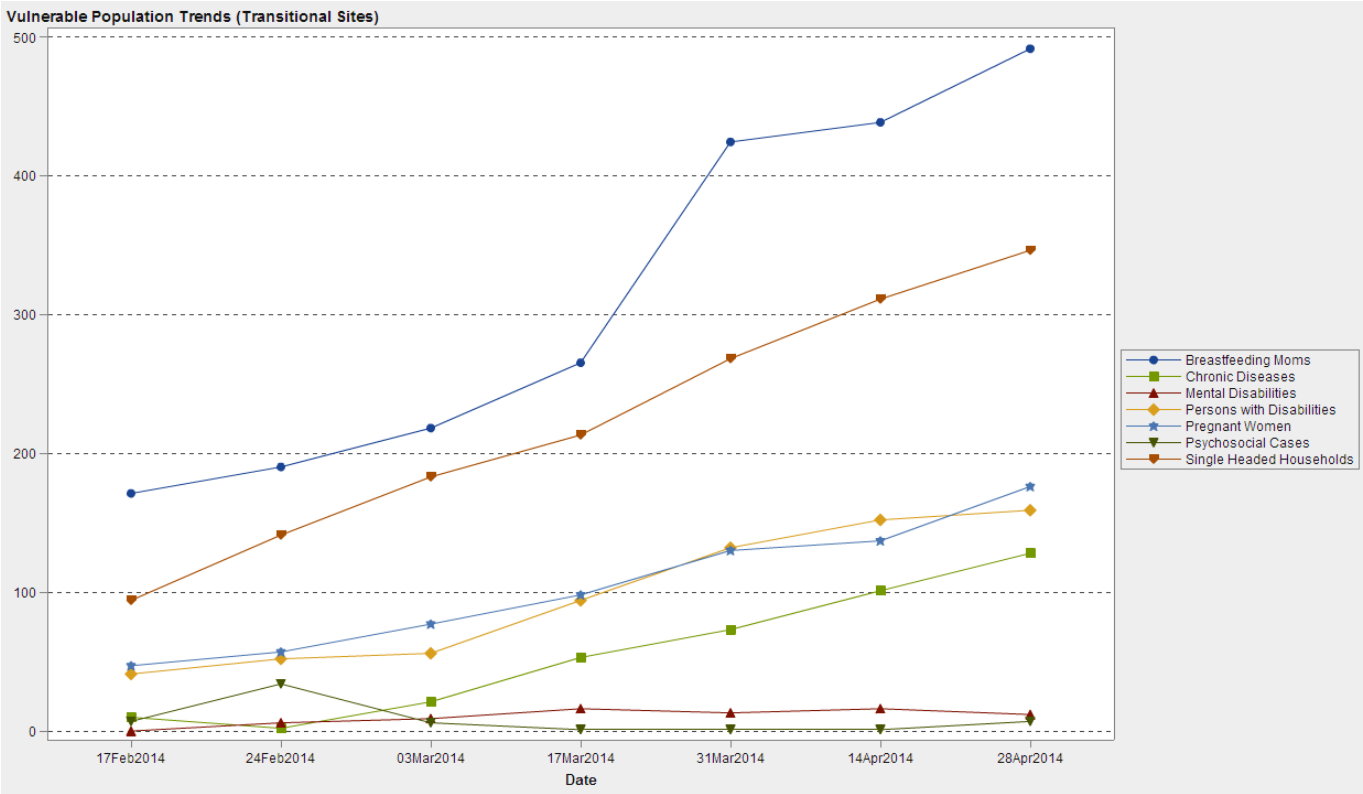


Figure 15: Number of persons by vulnerable group in bunkhouses over time (Source: DTM/CCCM, 17 February – 28 April 2014)

Bunkhouses

The number of persons living in bunkhouses began to increase around January. As of 28 April, the DTM monitored 18,289 persons living in 47 bunkhouse sites in Regions VI and VIII. In Region VI, a total of 2 bunkhouse sites were sheltering 790 individuals or 170 families and in Region VIII, a total of 45 bunkhouse sites were sheltering 17,499 individuals or 3,768 families. Similar to evacuation centers in the beginning of the emergency, the gender and age disaggregated data collected by the DTM suggests that IDPs moved into bunkhouses as family units, without significant differences in terms of the age and gender of different household members as monitored from 31 January – 28 April. Those IDPs that were living in tent cities, particularly in hazard prone areas, and schools used as evacuation centers were prioritized for moving into bunkhouses in January. CCCM tracked and continues to track movements from evacuation centers to bunkhouses through the DAFAC cards; this is useful particularly for monitoring vulnerabilities of those experiencing further displacement. There is an increase in the number of vulnerable groups including breastfeeding mothers, single headed households, pregnant women, persons with disabilities, persons with chronic diseases and number of psychosocial cases (see Figure 15).[99] The number of persons with mental disabilities has decreased. This overall increase in vulnerable groups is due to the overall increase in the population size of bunkhouses over time.

In Region VIII, families from "unsafe areas" - particularly those living in tents - were prioritized for bunkhouses in accordance with the government's vulnerability criteria.[100] However, as construction of bunkhouses has lagged, IDPs awaiting a more medium-term transitional solution still remain living in tent cities. In Region VI, most families originally living in tent cities were prioritized for bunkhouses given the poor durability of tents to withstand strong winds and rains in the upcoming typhoon season. Since January, three tropical depressions have already passed through Guiuan municipality in Region VI.

The government in coordination with the CCCM and shelter clusters has been searching for suitable land that can be used for permanent relocation sites. Currently, those permanent relocation sites which exist in Tacloban[101] are prioritized for those families in tent cities followed by those living in bunkhouses.[102] These movements, which have been relatively small, are being monitored by CCCM. Possible local integration through conversion of transitional sites into permanent settlements is also under discussion in some cases.

[99] From the CCCM Cluster Philippines' Displacement Tracking Matrix (DTM) from 2 December 2013 to 28 April 2014.

[100] DSWD. Guidelines in the Prioritization of Family Beneficiaries for the Bunkhouse and/or Transition Shelter Assistance Program. 2014.

[101] According to key informant interview with IOM-Philippines' CCCM cluster coordinator, two permanent relocation sites are sheltering families, 30 April 2014.

[102] Key Informant Interview with IOM-Philippines' Emergency Preparedness and Response Officer, 12 May 2014.

People unable to return are amongst the most vulnerable, without a clear relocation option and without land of their own. Government distinction between safe versus unsafe zones is in the process of being clarified through hazard mapping. Meanwhile, the government has permitted humanitarian actors to build transitional in these "unsafe areas" as an intermediary solution for those that remain living in their severely damaged homes. Other kinds of transitional sites, such as single detached transitional sites, are in use or under development to shelter people remaining in tents and evacuation centers. Some of these transitional shelters are made of bamboo or other local materials designed to be used for a multi-year period until they can be replaced by more durable shelter solutions or residents are relocated to permanent housing.[103]

CCCM is also exploring alternative transitional options to bunkhouses, such as "temporary return" for people not permitted to return on a permanent basis. However, this caseload is relatively small and occurs when land is found by a barangay and the identified caseload is permitted to stay on that plot for a determined amount of time.[104] A cross-cluster Relocation Working Group has been formed to work jointly on these issues.

4d. Key Findings on Sectorial Needs of IDPs in collective sites[105]

The key findings on sectorial needs of IDPs as monitored by the DTM are highlighted below. As of 28 April 2014, included 18,289 IDPs in bunkhouses, 6,297 in tent cities, and 1,937 still in evacuation centers and spontaneous sites (26,523 people in collective sites in total). This does not include the full set of indicators as monitored by the DTM. As seen in the following analysis on sectorial needs and gaps over time, some basic services have improved in displacement sites, however, in some areas, sectorial gaps have worsened. This may be attributed to the shift of the majority of the displaced population from evacuation centers to newly constructed bunkhouses, where sites upgrades in line with agreed upon standards are still underway.

Top needs in the beginning of the emergency were focused around water, however, by December site residents voiced the need for hygiene and sleeping kits. Between the end of January and end of March, top needs reverted to water. This was due to difficulties accessing clean water in bunkhouses when bunkhouses were first opened; however, since then, access to clean water has improved. Most recently from mid-March to the end of April, toilets, latrines and mosquitos are highlighted as the major issues.

4D.1. SITE MANAGEMENT

The presence of site management committees (SMCs) or camp committees is an indicator that there are site management support services being provided in camps. The presence of SMCs, particularly in larger displacement sites, is important for two-way communication with IDPs, referring urgent needs to relevant service providers and coordinating site service provision to IDPs in line with their needs. By 20 December, 35% of all displacement sites had a SMC in place and by April 28, nearly all sites (98%) had a SMC in place (see Figure16). All site types were well represented by SMCs with the majority of them including IDPs as part of the committees. SMCs ensure the maintenance of sites as well as monitor needs and gaps through feedback mechanisms including a hotline. This feedback is gathered, analyzed and used by the CCCM cluster to evaluate and adjust ongoing response efforts and to guide the development of future initiatives. In the beginning of the emergency, hand crank radios were distributed to IDPs in sites to facilitate their access to information.

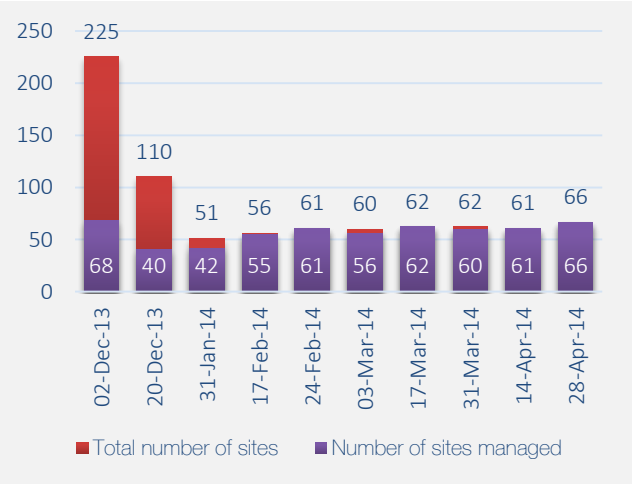


Figure 86: Presence of site management support in collective IDP sites over time (Source: DTM/CCCM, 2 December 2013 - 28 April 2014)

4D.2. COOKING FACILITIES AND ELECTRICAL POWER IN COLLECTIVE IDP SITES

As shown in Figure 17, the number of sites with safe cooking counters increased from 32% to 72% from 2 December to 28 April. The sites that still lacked safe cooking counters are mainly tent cities, which were built in "No Build Zones" with reduced space for common facilities. Figure 17 also demonstrates the increased presence of on-site electricity from 4.4% on 2 December 2013 to 48.5% as of 28 April. In the beginning of the emergency, solar lamps were distributed to families in sites.

[103] UN OCHA. Humanitarian Bulletin, Philippines, Issue 23, 1-30. April 2014.

[104] CCCM Cluster Philippines

[105] As monitored by the DTM. See the interactive dashboards created by SAS Visual Analytics Software (VAS) Platform using DTM data at http://philippineresponse.iom.int/six-month/dtm-dashboard (login: cccmguest@gmail.com and password: IOManalytics1) for further insights and analytics of the sectorial needs and gaps of displaced populations living in collective sites over time.

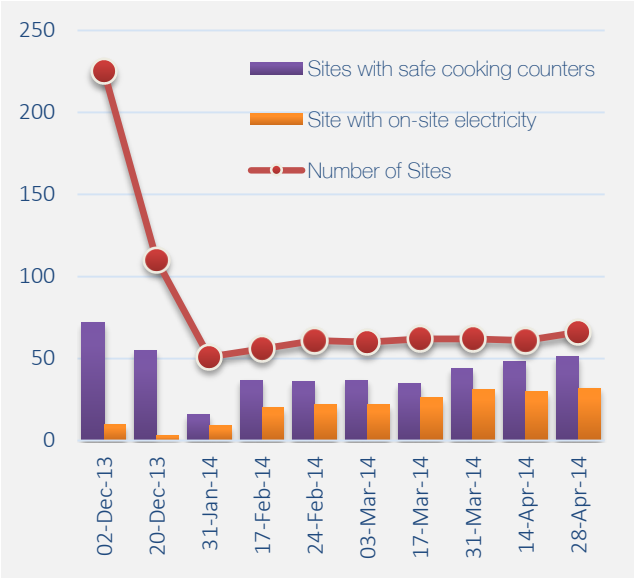


Figure 17: The number of sites with safe cooking counters and presence of on-site electricity over time.
(Source: DTM/CCCM, 2 December 2013 - 28 April 2014)

4D.3. WATER, SANITATION AND HYGIENE (WASH)

WASH related conditions have improved relative to the beginning of the emergency in regards to access to clean water, the number of latrines available and solid waste management, however, drainage problems have worsened more recently. Of the 66 sites that were open on 28 April, 27% of them exceeded the ratio of more than 20 individuals per latrine. This is an improvement from 44% on 20 December; however, it must be noted that the agreed upon standard during the beginning of the emergency was 50 individuals per latrine (see Figure 18).

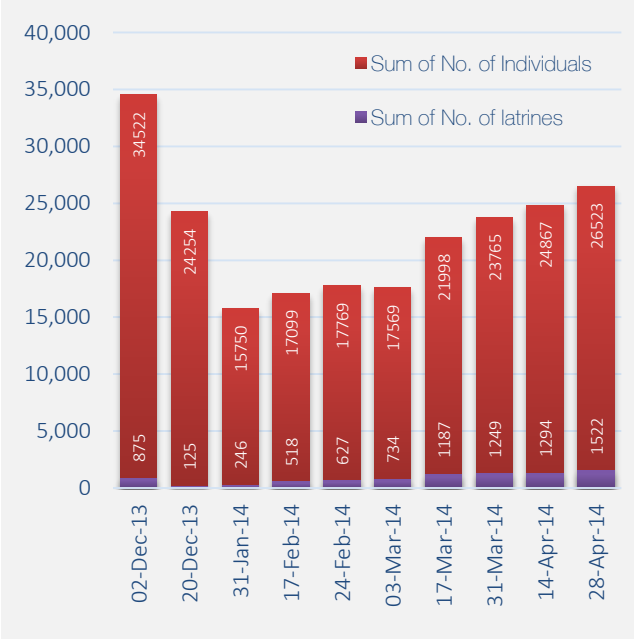


Figure 18: Number of latrines to number of individuals as monitored by the DTM over time. (Source: DTM/CCCM, 2 December 2013 - 28 April 2014)

The number of sites reporting drainage problems increased from 19% to 29% from 20 December to April 28 (see Figure 19). This increase in the number of sites with drainage problems may be due to the fact that the vast majority of IDPs are living in bunkhouses as of 28 April. The bunkhouses were newly constructed around early to mid-January with no drainage system in place. On 20 December, evacuation centers and pre-existing buildings (e.g., schools, gymnasiums, barangay halls, health centers, etc.) still sheltered the majority of IDPs. Installation of drainage systems and mitigation activities has been initiated and are ongoing. The CCCM cluster has been addressing these issues by improving these sites with drainage and working with the WASH cluster in water connections.

Solid waste problems have decreased over time; as of 28 April, 27.2% of sites have reported solid waste problems as opposed to 64% of sites on 2 December 2013 (see Figure 19).

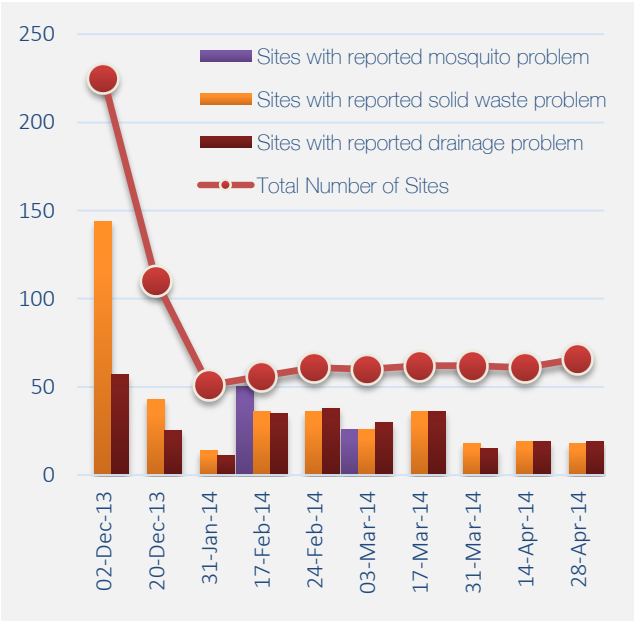


Figure 19: WASH related problems reported by sites as monitored by the DTM over time (Source: DTM/CCCM, 2 December 2013 - 28 April 2014)

Hygiene promotion activities have mainly been concentrated in Region VIII with the majority of activities concentrated in 71% of all bunkhouses and 100% of all remaining evacuation centers as of 28 April.

4D.4. PROTECTION

Overall, protection related measures in sites seems to have improved over time. The DTM monitors the presence of on-site security, access to specialized services for vulnerable groups, access to child friendly spaces or women friendly spaces and the number of protection-related incidents in sites, including sexual harrassment/molestation, rape/attempted rape, exchange of goods/food for sex, child physical, emotional, or sexual abuse, domestic violence, alcohol/drug related problems,

and friction with host communities or among site residents.

The proportion of sites with 24-hour security has decreased from 16.4% to 15.2% from 2 December to 28 April in addition to the number of families living in sites with 24-hour security. Access to women and child friendly spaces has increased over time from 2 December to 28 April from 0% to 19.7% and 14.7% to 19.7%, respectively. There is a need for breastfeeding areas in sites despite the increasing number of breastfeeding mothers; currently no sites have designated areas for breastfeeding as opposed to 7 sites at the end of March.

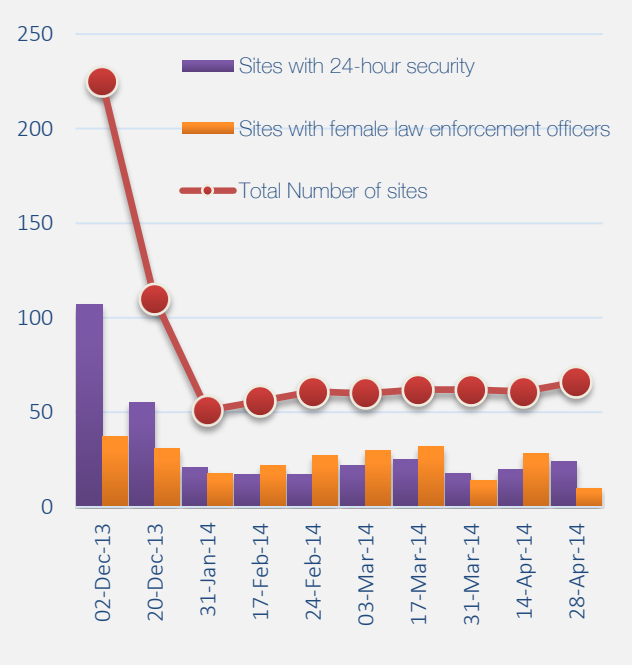


Figure 20: Security in collective IDP sites. Number of sites with 24 hour security and female law enforcement officers as monitored by DTM over time (Source: DTM/CCCM, 2 December 2013 - 28 April 2014)

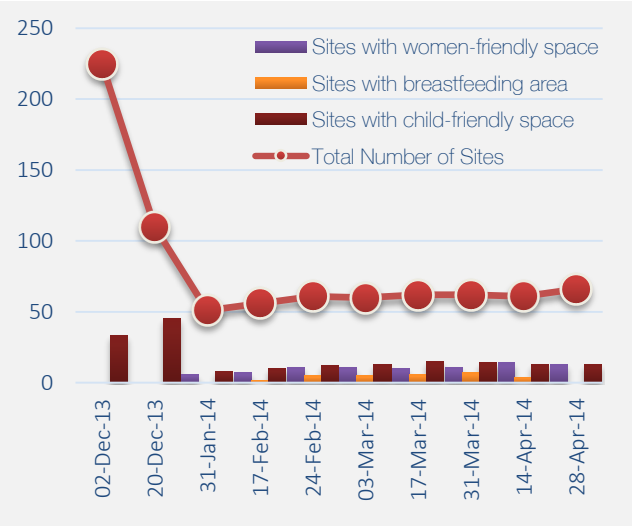


Figure 21: Women and child-friendly spaces in collective IDP sites. Number of sites with women and child friendly spaces as monitored by the DTM over time (Source: DTM/CCCM, 2 December 2013 - 28 April 2014)

Other measures which can be implemented in sites to mitigate protection incidents include providing lighting and locks in bathrooms as well as lighting for paths to bathrooms. As of 28 April, 84.8% of sites had latrines located at a safe distance from accommodations, 62.1% of sites had separate latrines for males and females and 74% of sites had latrines with locks on the inside. However, only 37.9% of sites had well-lit latrines/bathrooms and only 18.2% of sites had well-lit paths to latrines/bathrooms. The relatively low percentage of sites with well-lit latrines/bathrooms and paths is due to the fact that there was still no steady supply of electricity in some of the affected areas. The CCCM cluster in coordination with LGUs and NGOs such as Electricien Sans Frontiers and SOS-Attitude has been trying to address these issues.

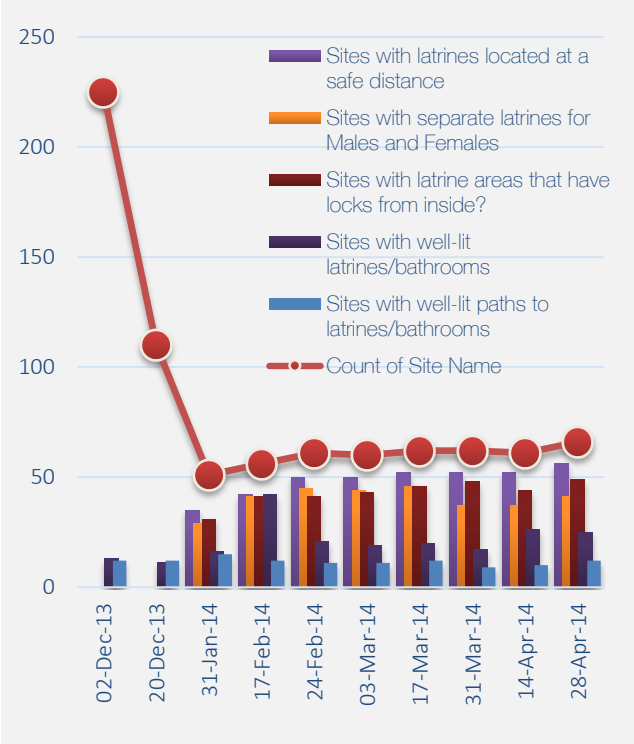


Figure 22: Protection mitigation measures in place in collective IDP sites over time (Source: DTM/CCCM, 2 December 2013 - 28 April 2014)

As seen in Figure 23, the number of protection incidents has decreased over time, and zero protection incidents were reported during April 2014. Protection incidents were higher in the beginning of the emergency, perhaps due to the overcrowded nature of the sites and lack of mitigation measures in place in sites at the time. Since then, increased access to male and female separated toilets, increased lighting in sites as well as increased number of sites with women and child friendly spaces has made an impact in the number of protection incidents. In cases where protection incidents are reported or the presence of unaccompanied minors is identified, the CCCM cluster immediately and privately shares this sensitive information with protection and child protection actors.

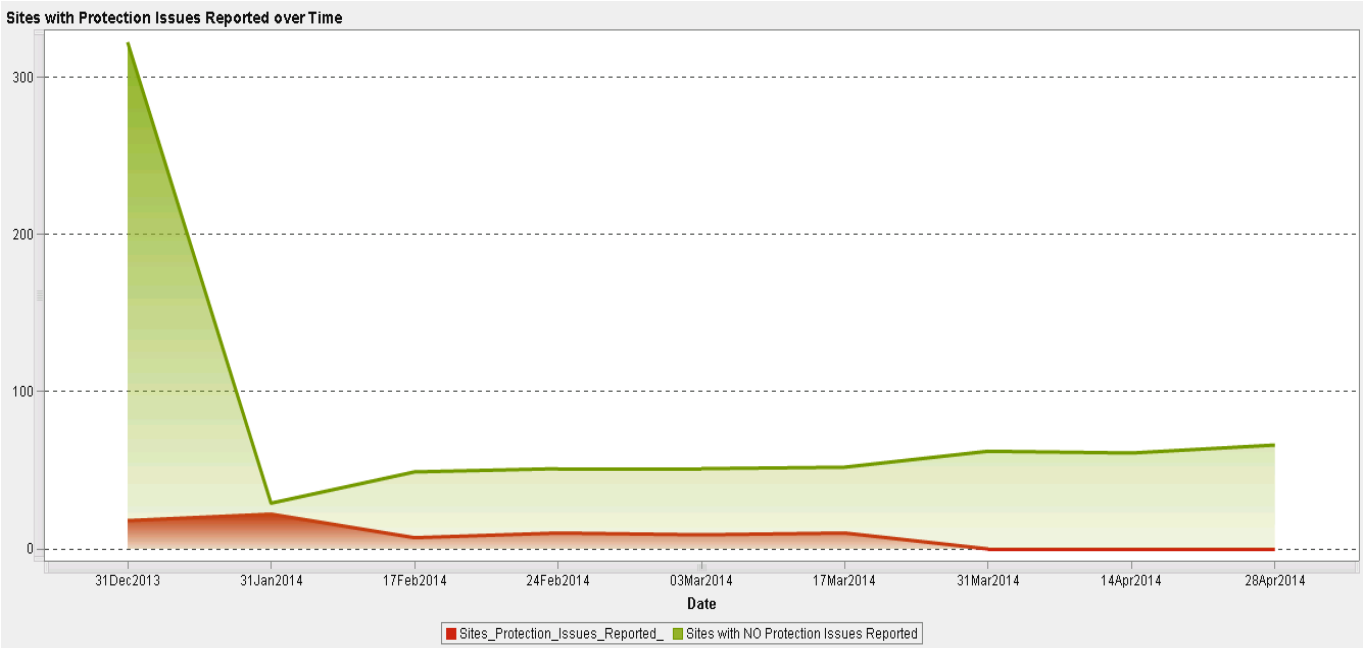


Figure 23: Number of protection incidents reported in collective sites as monitored by the DTM over time (Source: DTM/CCCM, 31 December 2013 – 28 April 2014)

4D.5. HEALTH

Factors such as poor living conditions, limited availability of services like hygienic water and sanitation services and food and disruption of primary health care services can make IDPs more vulnerable to infectious diseases and under-nutrition. As such, special attention must be paid to access to health services including reproductive health services targeting women and infants. The DTM found that the number of families with access to on-site health services and health referral systems as of 28 April has increased since 20 December from 63% to 68% and from 57% to 58%, respectively. Between mid-February and the end of April, the number of breastfeeding mothers, persons with disabilities and persons with chronic diseases increased, particularly in Region VIII. However supplemental feeding for pregnant and lactating mothers was only available to less than 15% of the displaced population. Region VI began offering services in April 2014 and Region VIII is increasingly providing supplemental feeding, but currently it is only available for 15% of the target population. See Figure 24 for overall trends in the number of sites where pregnant and lactating women have access to supplemental feeding.

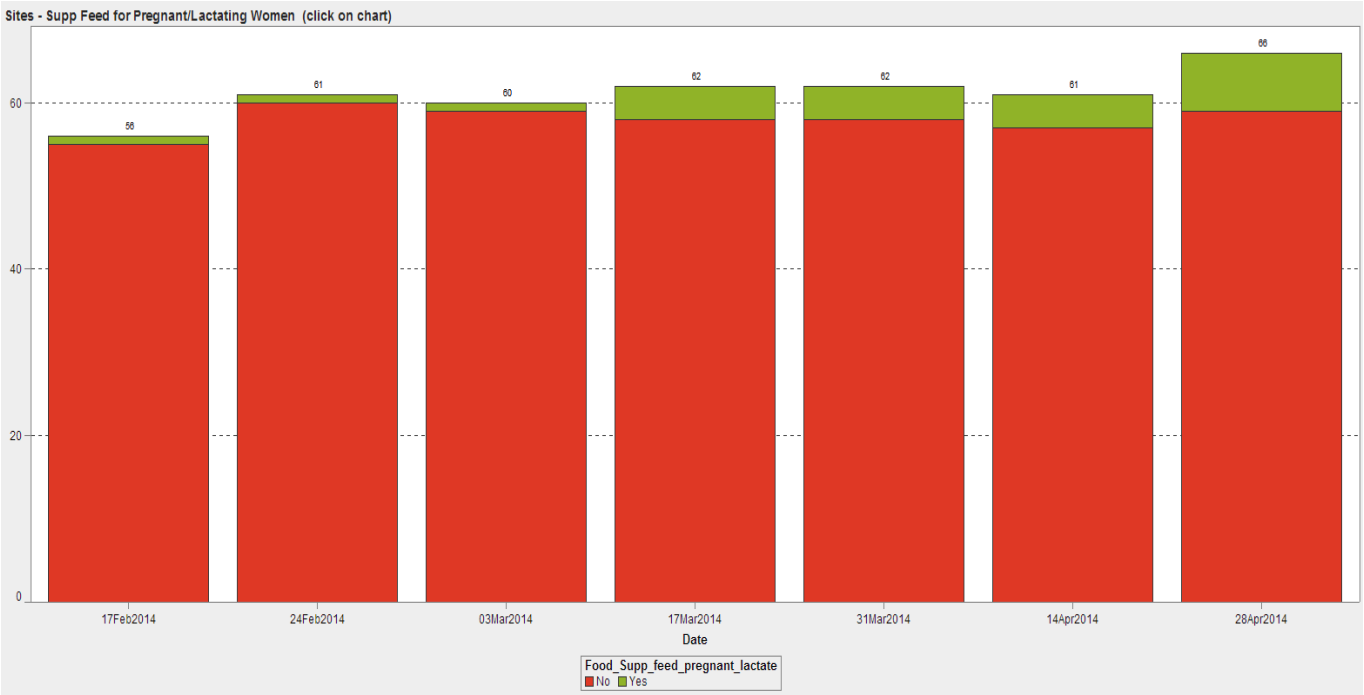


Figure 24: Number of sites with supplemental feeding for pregnant and lactating women over time (Source: DTM/CCCM, 17 February – 28 April 2014)

4D.6. FOOD AND NUTRITION

Region VI began providing malnutrition screening in April 2014 whereas Region VIII shows an increasing number of IDPs being screened. As of 28 April, 50% of IDPs had been screened. By site type, screenings have been available to 100% of IDPs in evacuation centers and spontaneous sites. Tent cities have the lowest availability (21%) and in transitional sites, 38.2% of sites have provided screenings; screenings in transitional sites have been increasing since mid-March (see Figures 25 and 26).

Supplemental feeding for children has decreased from 52.2% to 38.9% of all families. In Region VIII, 25-35% of IDPs had access to supplemental feeding for children; Region VII provided supplemental feeding to all sites and provision was limited in Region VI.

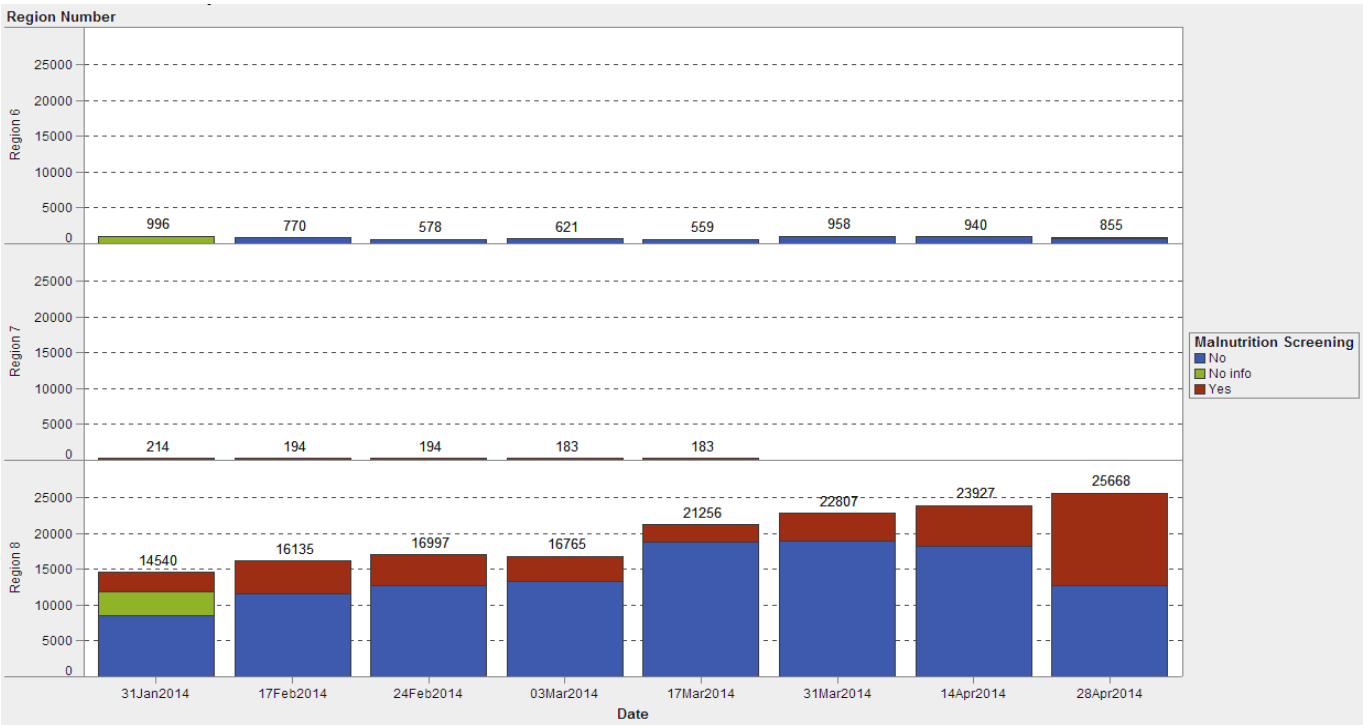


Figure 25: Malnutrition screening in collective sites by region over time (Source: DTM/CCCM, 31 January 2014 - 28 April 2014)

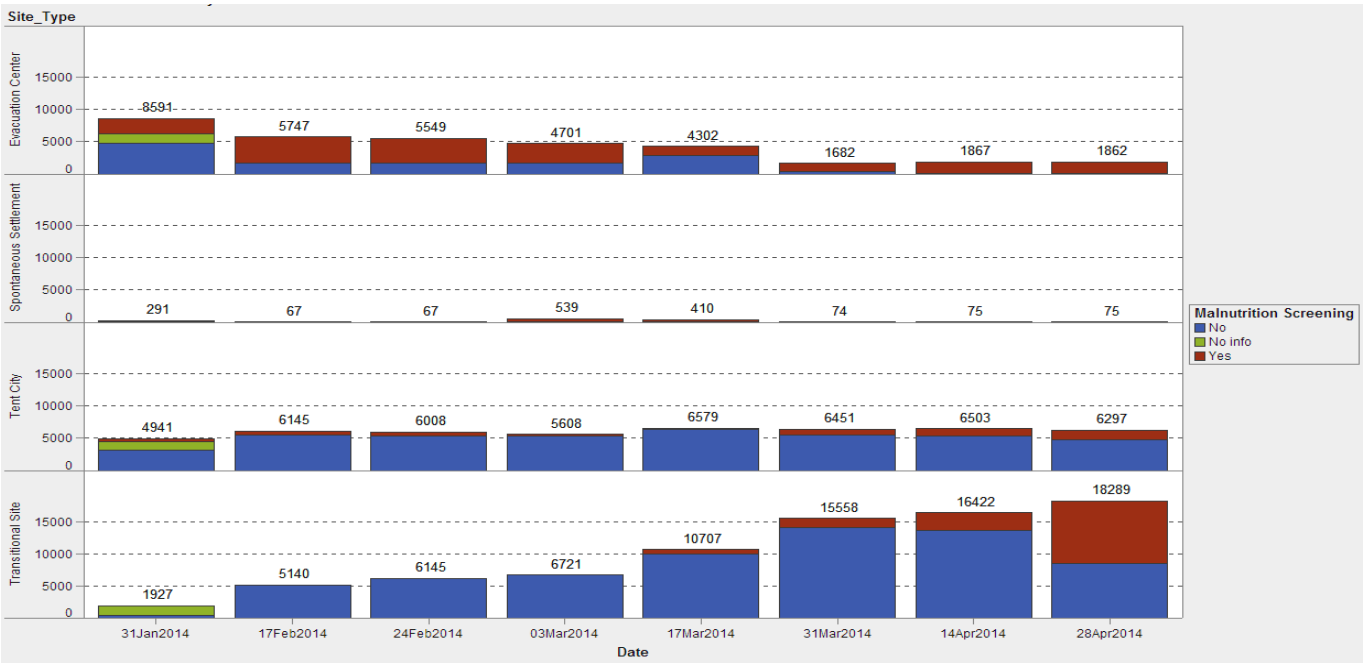


Figure 26: Malnutrition screenings by collective site type over time (Source: DTM/CCCM, 31 January 2014 - 28 April 2014)

4D.7. EDUCATION

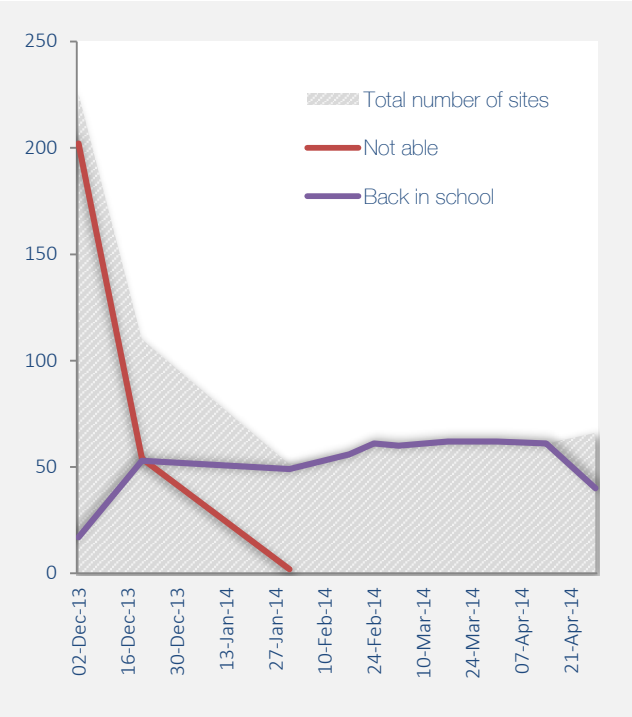


Figure 27: Access to school buildings used as evacuation centers for the resumption of classes over time. (Source: DTM/CCCM 2 December 2013 - 28 April 2014)

The number of sites where students are able to go back to school increased in early December and by the end of December, students in all sites were able to go back to school (see Figure 27). This increase is attributed to the reopening of schools on 6 January. The majority of IDPs living in schools designated as evacuation centers moved to bunkhouses. Currently, only two schools remain open as evacuation centers, with one classroom still being used to shelter IDPs. In mid-April the number of students returning to schools decreased; however, this decrease is due to students being on holiday during this data collection period. The DTM forms are currently being adjusted to accommodate for these nuances.

4e. Ongoing Needs and Challenges in Collective Displacement Sites

There are still challenges facing the CCCM cluster six months since the Typhoon Haiyan made landfall. Some sites still do not meet basic standards six months after the typhoon. One of the biggest challenges is providing basic services in line with agreed standards to tent cities, where almost a quarter (24%) of the displaced population resides. The majority of these sites (13 out of 14) are located in Tacloban due to a lack of funds to build temporary shelters despite the availability of land to build additional bunkhouses. In addition, drainage problems, lack of electricity and an insufficient number of latrines to population remain challenges faced in bunkhouses.

These challenges are further compounded by the increased risks in Haiyan-affected areas for the upcoming typhoon season. For instance, the damage to evacuation centers and the consequent limited options for evacuation adds to the heightened vulnerability resulting from extreme damage to housing.[106]

Findings from IOM's damage assessment of designated evacuation centers in the affected areas of Eastern Samar indicate that the Philippines is critically short of evacuation shelters in some of the most typhoon-vulnerable parts of the country with only 8% usable evacuation centers in Samar Island.[107] Over 400 other buildings will need major rehabilitation before they can be used, while a quarter was completely destroyed.[108] Additionally, the loss of millions of trees, especially in Eastern Samar, which previously mitigated the effects of high winds, leaves people more exposed. Community recovery is also being hampered by the loss of livelihoods in many sectors.[109] These findings indicate the need for continual site improvements while at the same time incorporating resilience building and mitigation strategies into activities six months on. The CCCM cluster will continue to monitor basic services in collective sites as well as implement mitigation and resilience measures in collective sites. In the next phase of the DTM, the CCCM cluster aims to focus more on site closure, settlement options, livelihoods and early recovery.

[106] IOM. Damage Assessment of Designated Evacuation Centers in Typhoon-Affected Areas: Eastern Samar, Philippines. April 2014.

[107] Ibid.

[108] Ibid.

[109] Ibid.

5. CONCLUSION: INFORMATION GAPS AND INFORMATION NEEDS

In order to facilitate progress towards durable solutions for IDPs in the ongoing recovery efforts, the review of current information and gaps on the displacement situation points to some key displacement-related information gaps that should be given particular attention:

5a. Disaggregating data to better assist and protect the most vulnerable

Information on the specific needs of different vulnerable groups, including gender, age and disability disaggregated data, is partially captured by some sources but entirely absent in others, and the need for consolidated and comparable information continues.[110] Comprehensive disaggregation of information particularly in dispersed settings helps to uncover blind spots and trends, useful for targeting programs and assistance. For example, disaggregated data collected by the CCCM cluster's DTM on IDPs in tent cities in particular over the past months showed women over the age of 59 remaining in sites while an increasing number of women and girls from all other age groups were leaving them, and at a faster rate than males.

Sources reviewed provide very little information on IDPs in host family situations though they have been found to be more prevalent in the poorest regions, and almost no information was found on the situation of IDPs who fled their home areas, including for other cities and regions, and who have not yet returned. IDP families who chose to temporarily stay in private rented accommodation but who lack a regular income and a sustainable settlement option may also be missing from the displacement picture.

Particularly vulnerable IDPs who should be specifically monitored include those who have not yet been able to return or who may have to relocate and resettle elsewhere, whose homes are in unsafe hazard-prone areas, and who face the risk of eviction from land where they do not have formal tenure. Vulnerability criteria developed by the government and the humanitarian clusters are very helpful. Intra-household dynamics in terms of IDP movements are occasionally highlighted, and if better tracked and analyzed would inform ongoing responses that build upon patterns of resilience and positive coping strategies to access work, schooling, and assistance, while helping to identify protection concerns, such as vulnerability to human trafficking.

[110] As previously observed by the ACAP Secondary Data Review conducted in January 2014.

5b. Linking assistance between different locations and phases of displacement

The type and emphasis of information and analysis needed to monitor changing displacement situations must catch critical transitions between temporary to sustainable settlement solutions and be harmonized between different actors. If assessments on different displaced and returned or relocated populations were better coordinated, a more coherent analysis of movements and of the evolving priorities and intentions of displaced people would be possible. This requires effective information sharing and coordination between national-level and regional-level and Local Government Units (LGUs) as well as between different development as well as humanitarian organizations providing assistance in different IDP locations. Six months on, as the focus on immediate survival and relief has shifted to rebuilding homes, livelihoods and communities, linkages at key nodes between the government led CCCM, shelter and protection clusters, for example, need to be strengthened. This would further help to ensure that vulnerable IDPs do not become invisible and neglected as they relocate from one situation to another, and to identify adequate transitional and sustainable solutions as soon as possible.[111]

Improving the interoperability of datasets used for monitoring changing needs and situations would enable better analysis and linked assistance over different phases and locations of displacement. Explanations of methodology and key definitions were unclear for some key information resources, including government data. This lack of clarity makes interpretation and analysis difficult especially when comparing different sources of data to inform the planning of programmatic activities. The CCCM cluster is currently working with DSWD at the barangay level to feed DTM data collected in collective sites into their DROMIC database to report updated figures.

Other ways to strengthen these linkages might include more systematic exchange and joined-up monitoring of settlement options, shelter needs and plans for site closure between relevant clusters at the point when IDPs return or are being relocated to permanent settlement areas. Further surveys of IDP intentions and perceived obstacles to their voluntary return or settlement elsewhere would continue to be very useful. The tracking of return movements needs to brought more strongly together with community-based monitoring of basic needs and gaps. Ensuring displaced populations are linked to

[111] See Annex 1a on vulnerability criteria.

organizations providing basic services and assistance in areas of return or relocation would also strengthen their protection during this period of transition. In addition, linkages with local officials and the protection clusters are important in collective sites and areas of return in order to ensure people have access to information and advice on evolving government policy and plans and on their rights and options through legal counseling. CCCM will continue to work with the clusters to ensure that vulnerable people remaining in collective sites are prioritized for assistance.

5c. Communicating effectively with displaced communities

The right of displaced people to information and participation in the planning and management of their return or relocation and resettlement should not be overshadowed by the information needs of the Government and humanitarian actors seeking to protect and assist them.[112] Moving towards recovery, it is essential that displaced men and women understand the assistance available to them, their settlement options and their rights and entitlements in order to participate fully in decisions that are made. This includes access to objective, accurate information on present and future conditions in relocation sites. In recognition of the importance of this issue, the Philippines Information Agency together with UN OCHA, media groups and Civil Society Organizations has set up a dedicated team working to improve culturally appropriate and acceptable communication and feedback mechanisms with communities. This includes targeting those most marginalized, vulnerable, least visible and less vocal members of the affected communities.[113] Much more needs to be done, including through coordinated efforts by the shelter, protection and CCCM clusters and Local Government Units (LGUs) working with displaced people on relocation issues as government policy becomes clarified. Information sharing must be a two-way street.

[112] Principle 28.2, UN Guiding Principles on Internal Displacement 2004.

[113] UNOCHA. Communication with Communities. Response to Typhoon Haiyan (Yolanda). 11 April 2014.

ANNEXES

1. Documented good practice and lessons learned

The humanitarian actors have documented lessons and good practice of key relevance to addressing displacement and protecting displaced population over the next phase of recovery that may guide the prioritization and purpose of information collected on the ongoing displacement situations. This includes recently published vulnerability criteria for the prioritization and targeting of protection and assistance across different areas of ongoing response and recovery work, and as related to the focus of specific clusters. As shelter and settlement is a central component in progress towards a durable solution for IDPs, the criteria developed by the shelter cluster are all highly relevant. While the cross-cluster vulnerability criteria are applicable as a whole, those specific to displacement are highlighted below. Taken together, these criteria can support the gathering of key information needed to inform effective next steps in addressing the ongoing displacement situation.

A) CRITERIA FOR PRIORITIZATION OF MOST VULNERABLE IDPS

With regard to shelter and settlement needs related to typhoon Yolanda/Haiyan, key vulnerable groups have been identified by the shelter cluster, as shown in Table 5 below.[114] Complementary to this, other vulnerability criteria specific to displacement have been highlighted in guidance developed by the protection cluster in the Philippines (see Table 6).[115] Further good practice of specific relevance to displacement solutions has also been published through advisory notes and guidance related to housing, land and property issues[116], including:

- Transitional Sites for Tacloban North Relocation[117]
- Inter-cluster Standards for Bunkhouses, 10 January 2014
- Inter-cluster Advisory Note to the Humanitarian Coordination Team on the provision of assistance in proposed "no dwelling zones", 27 February 201, and on HLP issues, and on the "no dwelling" zones.

[114] Shelter Cluster Philippines. Beneficiary Selection Criteria for Shelter Support by Humanitarian Organizations (Background Document 1 to the Prioritization Tool). 24 April 2014. https://www.sheltercluster.org/Asia/Philippines/Typhoon%20Haiyan%202013/Pages/Documents.aspx

[115] Protection Cluster Philippines. Vulnerability Criteria 2014. March 2014

[116] Documents accessible at www.sheltercluster.org/Asia/Philippines/Typhoon%Haiyan%202013/Pages/HLP.aspx

[117] Protection, CCCM, Shelter, WASH and Early Recovery Clusters. Inter-cluster Advisory Note on Transitional Sites for Tacloban North Relocation. February 2014.

Pre-existing vulnerabilities: poor households with persons with reduced mobility, pregnant and lactating women, women/single/children/older persons/heads of large households, households with person/child with disability family members, indigenous persons, etc. This includes also people with new or exacerbated hardship due to the impact of the typhoon.
Level of destruction: poor households living in an unsafe structure or an uninhabitable house due to impact of the typhoon.
Land and property tenure: households that have lost legal title or those who never had it.
Recovery capacity: poor households with low self-recovery capacity (including loss of livelihoods), and those that compared to the community situation haven't been able to rebuild a safe shelter.
Relocation: households at risk of relocation due to **no-build zones**. Access to materials: households in rural areas with low access to materials.
Displacement [in informal settlements]: poor households that are displaced and settle informally.
Host families: who are supporting other families, but have limited means.

Table 3: Beneficiary Selection Criteria for Shelter Support by Humanitarian Organizations Shelter Cluster Philippines, 24 April 2014[118]

Person in a "no dwelling zone", which is declared by the Department of Environment and Natural Resources after a disaster.
Person whose habitual residence/displaced location is in a geo-hazard area, which had been identified as permanent danger zones due to vulnerability to floods and landslides by the Department of Environment and Natural Resources.
Person whose habitual residence/displaced location is covered by ancestral domains officially delineated by National Commission on Indigenous People.
Person whose habitual residence/displaced location is in

[118] Shelter Cluster Philippines. Beneficiary Selection Criteria for Shelter Support by Humanitarian Organizations (Background Document 1 to the Prioritization Tool). 24 April 2014.

remote communities with minimal public services/Government presence.
Person who has experienced single/multiple displacement(s) prior to the disaster due to conflicts, tribal feuds, development aggression and natural disasters.

Table 4: Displacement-specific vulnerability criteria - Protection Cluster Philippines 2014[119]

B) DTM GOOD PRACTICE/LESSONS LEARNED

Implementation of DTM needs to consider the life cycle of activities that should be done by the cluster in all displacement sites being assisted.

DTM has been planned to be implemented in different phases also with the specific questionnaires and information needs adapted to each phase. This practice should continue and be further discussed with clusters providing assistance in displacement sites. An initial phase that is short and collects basic information only is followed by a longer questionnaire with input from different clusters.

For the third phase for IDP settlement planning, the DTM questionnaire includes more questions on camp closures and settlement options, livelihood and early recovery.

[119] Protection Cluster Philippines. Vulnerability Criteria 2014. March 2014.

2. DTM Sectorial Findings - Additional data and graphs

SUMMARY OF SITE TYPES AND NUMBER OF FAMILIES

	Number of Sites			Number of Families		
BY SITE TYPE	20 Dec 2013	31 Jan 2014	28 Apr 2014	20 Dec 2013	31 Jan 2014	28 Apr 2014
Evacuation Center	87	18	4	3,794	1,994	455
Tent City	17	14	14	1,483	1,187	1,422
Spontaneous Settlements	5	4	1	246	72	15
Transitional Site	0	15	47	0	407	3,928
TOTAL	109	51	66	5,523	3,659	5,830

Table 5: Number of displacement sites and number of families by site type over time as monitored by the DTM. The number of total sites decreases as the number of families living in displacement sites increases slightly. Source: DTM/CCCM (20 December 2013 - 28 April 2014)

	Number of Sites			Number of Families		
BY HUB	20 Dec 2013	31 Jan 2014	28 Apr 2014	20 Dec 2013	31 Jan 2014	28 Apr 2014
Guiuan	6	15	36	154	648	1,231
Tacloban	55	31	24	3,393	2,721	3,646
Ormoc	4	0	3	229	0	769
Cebu	16	1	0	1,020	54	0
Roxas	28	4	3	727	236	184
TOTAL	109	51	66	5,523	3,659	5,830

Table 6: Number of sites and families by hub as monitored by the DTM over time. Source: DTM/CCCM (20 December 2013 - 28 April 2014)

SITE MANAGEMENT

	Number of Sites with Site Management Committees (SMCs)		
BY HUB	20 Dec 2013	31 Jan 2014	28 Apr 2014
Guiuan	6/109	11/51	36/66
Tacloban	25/109	12/51	23/66
Ormoc	0/109	0/51	3/66
Cebu	0/109	1/51	0/66
Roxas	7/109	1/51	3/66
TOTAL (PERCENTAGE)	38 (35%)	25 (49%)	65 (98%)

Table 7: Number of Sites with Site Management Committees by hub over time. Source: DTM/CCCM (20 December 2013 – 28 April 2014)

SHELTER

	Number of Sites without Safe Cooking Counters			Number of Sites with On-Site Electricity		
BY HUB	20 Dec 2013	31 Jan 2014	28 Apr 2014	20 Dec 2013	31 Jan 2014	28 Apr 2014
Guiuan	0/109	3/51	6/66	1/109	6/51	23/66
Tacloban	31/109	30/51	8/66	2/109	2/51	6/66
Ormoc	2/109	0/51	1/66	0/109	0/51	2/66
Cebu	10/109	0/51	0/66	0/109	0/51	0/66
Roxas	10/109	2/51	0/66	0/109	1/51	1/66
TOTAL (PERCENTAGE)	53 (49%)	35 (69%)	15 (23%)	3 (2%)	9 (18%)	32 (48%)

Table 8: Number of Sites (i) without Safe Cooking Counters and (ii) with On-Site Electricity. Source: DTM/CCCM (20 December 2013 – 28 April 2014)

WASH

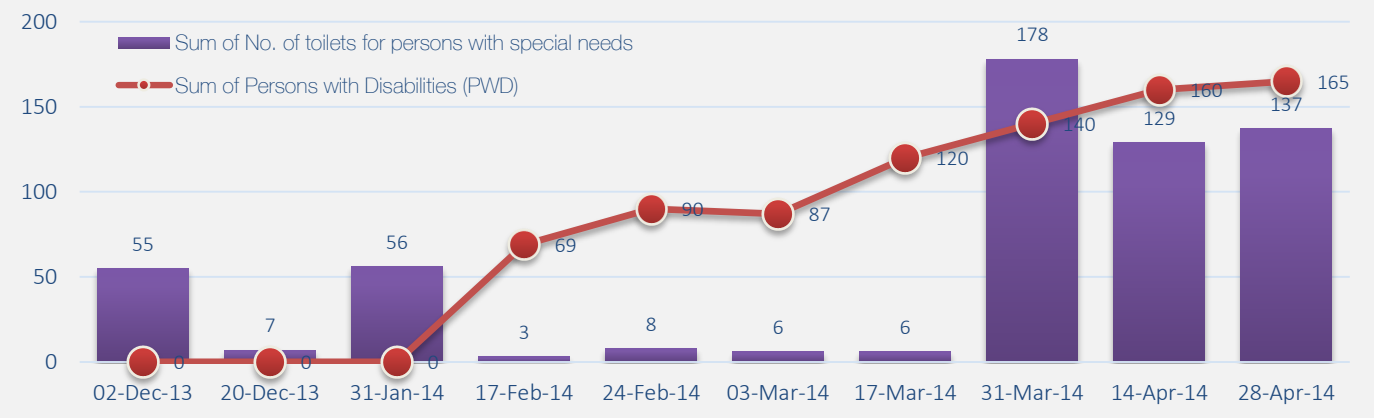


Figure 29: Number of persons with disabilities to number of toilets for persons with special needs as monitored by the DTM over time. Source: DTM/CCCM (2 December 2013 - 28 April 2014)

HEALTH

	Number of Sites with No Health Services On Site			Number of Sites with No Health Referral System		
BY HUB	20 Dec 2013	31 Jan 2014	28 Apr 2014	20 Dec 2013	31 Jan 2014	28 Apr 2014
Guiuan	0/109	8/51	32/66	0/109	15/51	36/66
Tacloban	34/109	23/51	8/66	34/109	24/51	10/66
Ormoc	4/109	0/51	0/66	4/109	0/51	0/66
Cebu	12/109	0/51	0/66	13/109	0/51	0/66
Roxas	6/109	2/51	2/66	4/109	4/51	1/66
TOTAL (PERCENTAGE)	56 (51%)	33 65%)	42 (64%)	55 (50%)	43 (84%)	47 (71%)

Table 9: Number of Sites with (i) No Health Services on Site and (ii) Number of Sites with No Health Services on Site

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