

Typhoon Haiyan – Tacloban City

SHELTER CLUSTER MEETING

June 03, 2014

Venue: Tacloban City Hall

Present

1. Tacloban City

- Maria Lagman – Housing and Development, City of Tacloban
- Community-based disaster risk management (CDRM)

2. Shelter Cluster coordination team

- Francisco Monteiro – Tacloban City & Coastal Municipalities Shelter Cluster Coordinator
- Xavier Génot – Shelter Cluster National Coordinator
- Victoria Stodart – Shelter Cluster Housing Land and Property Advisor
- Aradhna Duggal – Shelter Cluster Communications and Reporting Advisor
- Caroline Dewast – Shelter Cluster Technical Coordinator
- Andrew Brenham – Shelter Cluster Deputy Technical Coordinator
- Pablo De Roulet – Shelter Cluster Information Manager
- Roschelle Balderian – Shelter Cluster Coordination Assistant

Shelter cluster partners

Representatives from 13 partners: OCHA, IOM, UNHABITAT, IFRC/Shelter Cluster, Green Mindanao, OHCHR, AAR Japan, Plan, Save the Children, OXFAM, Protection Cluster, UNHCR, CRS

Agenda

1. Tacloban City updates

Tacloban City framework for shelter assistance

- i. Roll-out the Tacloban Recovery and Rehabilitation Plan (TRRP)
- ii. Clarification on developments for high risk areas and transitional sites
- iii. Building permits for permanent shelter solutions
- iv. Beneficiary selection criteria for city socialized housing project

2. Shelter Cluster updates

- i. Update on Shelter activities (3W's)
- ii. Update on the Recovery Shelter Guidelines
- iii. Guidelines for transitional relocation sites

3. Round table on Shelter Design for Storm Surge Prone areas in Tacloban City – feedback and follow-up

4. Any other business

Summary of relevant points:

- City of Tacloban communicated their decision that no temporary shelter assistance should be provided in high risk areas (e.g. bray 88 and 89). This overrides previous guidance regarding consent for humanitarian agencies to deliver temporary shelter assistance in these areas, as in point 7 of City’s FAQ flyer on “Things to know about high risk areas and shelter options”;
- City of Tacloban communicated that temporary shelter assistance to those living in tents and makeshift shelters in high risk areas, and in bunkhouses (in this order of priority) should be provided in temporary relocation sites in Tacloban North;
- The City is seeking agencies support and commitment to provide temporary shelter assistance in these locations until relocation to permanent housing solutions is provided;
- City of Tacloban communicated that the *bahay kubo* standard will be used in temporary relocation areas;
- Shelter Cluster partners expressed the need to address potential gaps in temporary relocation areas, in particular when considering the caseload of targeted beneficiaries, regarding timely provision of:
 1. Accessible, adequate and safe temporary shelter in temporary relocation areas;
 2. Access to basic services (WASH, electricity, education, health etc.); and
 3. Access to sustainable livelihoods and associated risks of people returning to area of origin.
- City of Tacloban has acknowledged these issues and has expressed their commitment to timely address them, while emphasizing their primary concern to relocate families to safer areas as rainy season is approaching;
- City of Tacloban expressed their interest to explore alternative options for current dwellers in high risk areas, supporting them to find shelter / housing solutions in safer areas (e.g. rental support);
- City of Tacloban communicated that there will be a vulnerability revalidation process of beneficiaries to determine qualification for the City’s socialized housing project, under the following criteria:
 1. Minimum of one year residence in Tacloban, prior to Yolanda;
 2. Income level below 10,000 Php; and
 3. Willingness to relocate to the Tacloban north.

[City of Tacloban]

The Mayor considers that **shelter is the City's priority**. Shelter activities are planned, as follows:

Roofing Kits

- Roofing kits (CGIs and nails) will be distributed through DSWD in coordination with the City Government – first release is today – and similarly to what is happening in Samar and Leyte, DSWD is open to cover Tacloban needs. First distributions (50,000 CGIs) will target Barangay 93 and 99.
- City is calling for coordination since DSWD roofing package (CGIs and nails), may fall short of proper roofing assistance. Clarity is required on which agencies may be interested in providing additional support – materials and tool kits etc.
- **City needs to validate families who need shelter assistance** especially in the safe areas. OXAFM is potentially interested to assist with roofing kits and temporary shelter in the same areas.

Temporary Shelter

Funds from the National Government being **channelled through DSWD**. Initially it was considered a *no regrets* item, with caseload of **3,853 temporary housing being committed to**. An agreement is required to guarantee funding for that. However, City's **need is 4,853**. The City already has commitment for 500 (IOM), 300 (Operation Compassion); 200 (Operation Blessing).

Gap: Question over the **3,853** households that will be supported by National Government. City requested if the requisite amount could be 'downloaded' to City Government. The City is **requesting** the National Government to hand over a **cheque at least for the temporary shelter on 12 June**, Philippines Independence Day and Tacloban City charter day. Secretary Dinky will be handing over the cheque, has been requested that the President hand over the cheque personally.

Is the **whole gap** being addressed? City had a meeting with the region yesterday (2 June). The City government has **PHP 68 million** already which they consider sufficient for the construction of **1,674 bahay kubo** (transitional shelters in relocation sites). **Gap: 2,100 bahay kubo** (transitional shelters in relocation sites). Region (DSWD) does *not* know if the National Government will fill this gap. According to Secretary Dinky, this is a **no regrets item**.

[Shelter Cluster] *In which area will the new temporary shelters be implemented?*

[Tacloban City] **First relocation site:** looking at **180 temporary shelters** – **Tagapuro** – IOM . Samaritan's Purse has asked if they can coordinate with ACF since it is looking for projects – have extra funds – looking for areas where to assist. Project has been given to IOM and Operation Blessing – running out of time – agency that build fastest will take the project. Households from **barangay 88 have been visiting the Tagapuro relocation site**. The **City advised IOM to avoid bringing everyone there at the same time because there will only be 180 bahay kubo available**.

Second relocation site: **Santo Nino School** – Operation Compassion aiming at **200 bahay kubo**.

The **City** is developing shared *bahay kubo* structures comprising a bedroom, an open area for the kitchen and the living room. Each unit will have their own toilets, bath area and kitchen.

[Shelter Cluster] *Are you providing guidance on the site plans?*

[Tacloban City] **IOM and All Hands will work with Tacloban City on site planning**.

[Shelter Cluster] Shelter Cluster has visited some of the sites and are **concerned vis-à-vis site planning**. The **shelters were very close to each other**.

[Tacloban City] Tacloban City is also **concerned** about the planning. The City is looking at protection. Right now it is building wall-to-wall **at least 4 meters** away **on all sides**.

[Shelter Cluster] If **Tacloban City** could **share the guidance** it has so that Shelter Cluster can disseminate it further.

[Tacloban City] It has also been discussed that for those **houses that do not have a latrine** – the **ratio will be 1:5**, i.e. one latrine for every five houses. **All** houses will have their **own kitchens**. It is not a common latrine for everyone. **Tacloban City** is **addressing protection and social issues**.

Duplex – will have a common wall. Definitely those living here will be one family, like brother, sister, daughter. This has been started.

City Government – **every Saturday and Sunday will volunteer to help build** those **bahay kubos**. For the third and fourth week, the **City will also be asking NGOs and schools to help**. This is practice in the Philippines.

[Protection Cluster] *Do I understand correctly that for some of the current shelter standards are not being followed?*

[Tacloban City] From now onwards standards will be followed.

[Plan] *Does this mean immediate download for the month of June?*

[Tacloban City] For the temporary shelter we are asking the National Government to download the cheque that can be cashed immediately.

ii. **Clarification on developments for high risk areas and for transitional sites**

Overview: Barangay 88 to 90 in high risk areas.

As early as February, **IOM requested** to **upgrade** the **tents in situ (Astrodome)** since the tents were already flooded. **Tacloban City** gave a **go signal** for the **Astrodome model** – has a tar roofing and wall – just enough to lift the tent so that it will not be flooded and to give wider vertical space and windows for ventilation and this was started.

IOMs explanation: However, in relation to the tent cities, IOM were looking to change the design. **IOM did not go ahead with procurement immediately due to the design. Supplies were delivered only on May 23.**

Around this time, fire in the tent (San Jose tent fire – 29 May 2014). **Tacloban City informed that no temporary shelters were allowed to be built/provided in danger areas**. Consequently, IOM has agreed to build temporary shelters in safer areas.

[CDRRMC] In regards to tent in barangay 88 to 90 – Secretary Soliman during a meeting – mentioned that the **order of the President** was **to move all those living in tents** in **high risk areas** to be **moved by end-June**. That is also the goal of the **City Government – to move those people out of the danger zones – building or upgrading the tents is NOT an option**. Few weeks/month from now it will be the rainy season. Last year, June 29 there was a typhoon – fiesta was cancelled because of the typhoon. If tents are allowed to stay there until end of June – a problem from CDRRMC's point of view but also for families living there. **Goal is safety**. If **organizations** have **money** to **build in "can-build zones"** – okay. **Locations** have been **identified in the north**.

Discussion: [Shelter Cluster] In this phase of recovery the Shelter Cluster is promoting permanent solutions – looking at long-term reconstruction if we are looking at relocating people. Shelter Cluster would like to explore options with Tacloban City – instead of doing temporary shelters, look at core shelters which will enable people to expand their houses in the future. This brings up the issue of land and whether these sites can become permanent for housing options? There is a danger in saying we are going to quickly move people into temporary shelters as it will take time to build permanent shelters whereas building smaller core houses can become a permanent solution.

[Tacloban City] We all want permanent solutions. This is the reason why we are bringing these people to the north – that is where Tacloban City is building permanent houses. The municipality has an agreement with landowners for the use of their land as temporary relocation sites. Those in the tent cities and bunkhouses are the priority to be transferred into permanent houses. In most cases, at municipality level the bahay kubo standard is considered a permanent solution. The bahay kubos that IOM, Operation Blessing and Operation Compassion will have a lifespan of up to five-years. Hence, owners of the land in those areas fear that the bahay kubos being built will become permanent.

[Protection Cluster] *So the families that are being moved to the north, in new and old Kawayan areas, are being moved essentially to permanent shelter, is that right?*

[Tacloban City] No. It is a staging area. This is where the permanent housing is to be built. The land where we are building right now is private land, i.e. Tacloban City is borrowing the land. It is like the bunkhouses – like in IPI, part of the land is owned by a private corporation. We also need to move those families. The landowners in this area are open to giving an extension until the end of the year.

[Shelter Cluster] *Understanding is that many families will be moving in a short period. What is the plan for water supply, sanitation, peoples access to health, transportation, livelihoods etc. in the temporary relocation areas? Will the associated infrastructure be ready before families are relocated?*

[Tacloban City] The above mentioned are part of the plan. The water system exists in the north – Tacloban City is trying to further improve the water systems in Sta. Elena, Basper and Tigbao. Prior to Yolanda, water systems from these areas was supplying the city.

[Save the Children] *Concern is that these systems should be able to service the additional families that are going to be relocated there.*

[Tacloban City] That is the plan – easier as well since the systems exist. With regards to transportation, the City has already had a dialogue with some of the transport groups. Organizing extra pick-ups asap.

[Save the Children] *Will water and transportation costs be subsidised?*

[Tacloban City] The plan is to move livelihoods to the north, so people don't need to travel into the City for their livelihoods. Mayor has ordered that a port is built in the north for the fisher folk. Plus docking to dock the boats. In fact there are more options for fishing in the North than in the City.

[Shelter Cluster] A month ago, official guidance was provided by the municipality [Things to know about high risk areas and shelter options, point 7 "*What assistance can be provided by*

organizations in areas heavily affected by storm surge?"]. The guidance states *assistance, including temporary shelter can be provided in these areas in coordination with the city government and harmonised with the city plans. Shelter agencies working in these areas are engaged and committed in that direction. Could you clarify if the City's guidance on this issue is **NO LONGER VALID?***

[Tacloban City] **Point 7:** actions of the city plans are harmonised with the actions of other organizations.

[Shelter Cluster] Given the scale of the problem, **idea was** that **permanent solutions** could be **found but acknowledging that it will take time, temporary assistance could be provided.**

[Tacloban City] **Complication** because **the rainy season is around the corner.** Rainy season starts in Metro Manila this month – daily rains. If **organisations have logistics,** the **City wants** them to **build in safer areas in the north.** If areas can be found by organizations – we are happy so long as they are in safe areas. **Only concern is safety.**

[Shelter Cluster] *Trying to explore other options than temporary shelters. Especially in the context of a city like Tacloban which is densely populated. A number of empty buildings – rental support/retrofitting of empty buildings?*

[Tacloban City]. As long as this **comes in safer areas and not in very dangerous areas.** The **City prefers to wait for formal results of hazard mapping (due end of June) – but 40 meters is the least, it may end up going further, 40 meters is conservative.** Will carry out a simulation – sea wall – how can we deter the water? Without the sea wall, it will take time in building. **Tacloban City has decided that we have to be more proactive in bringing families in the 40 meters to safer places.**

[IOM] *Will the **City put this decision in writing?***

[Tacloban City] **Letter of the City Mayor, dated May 30,** addressed to the regional director of DSWD. IOM is starting to build temporary shelter in the north – more teams are required to build the *bahay kubos*. We need the *bahay kubos* fast.

[Shelter Cluster] Efforts to mitigate the risks where it is inland – it is anticipated that the hazard maps will be finalized by end-June, available by early-July. From a humanitarian perspective there is a risk of not assisting people in the meantime – try to go for the optimal solution – *what if we cannot provide that assistance in time?*

[Tacloban City] **Confident in moving all those in tents on time.** Happy with what CRS and Plan are doing – if we can fast track the hosting, rental for those who are in the 40 meter rental area. Do everything in two weeks? **Time pressure is due to rains.** If your budget is June – August, use all the labour component of the budget in June.

[Shelter Cluster] *Are you going to move people before WASH is there?*

[Tacloban City] No

[Shelter Cluster] **Temporary issue** – will require additional coordination effort. **We have been mostly coordinating shelter issues and this is becoming CCCM and a shelter issue.** *Realistic exercise – what can be delivered? Of all the commitments, who is willing/not willing to buy into these option of relocation sites? There are cost implications. One question to assist on-site another for relocation.*

[Tacloban City] Need to **fast track shelter tool kits**. Most **urgent** to take care of those in **tents** (400 families in Barangay 88 and 548 families in 89/90). **Make shifts not as vulnerable as those in tents**. Additional land has been identified plus the **Tacloban City is in the final stages** of paying for the **10 hectares of land**. It will take **only two days to prepare the sites with latrines** etc. **First the most vulnerable in the tents will be assisted followed by the vulnerable population in the make shifts (pregnant women, older persons etc.)**. The city met with the beneficiary selection committee (27 May and 2 June) – 411 families in tents and 655 in make shift houses plus 355 families from other barangays (total **1,675**). This is the **minimum target to reach by end-June**. **End-June 52 permanent houses** will be awarded as well. Thereafter, **every month 52 permanent houses will be awarded**.

[Tacloban City] **Have to fast track site planning** – 60 per cent housing; 40 per cent common spaces in transitional sites. Three most vulnerable – San Jose, Sagkahan and Anibong. All WASH partners need to fast track as well. Need to move simultaneously. Three mile stones – June/July/August. September to February – worst rain. By September everyone has to be in safe zones.

[CRS] Assessment in **San Fernando** and presented all the options that CRS had – **not one family was interested in the rental option**. **Everyone wanted to be in a land rental option**. **Families want assurance from the government that they will get permanent houses**. CRS will subsidise for up to 2-years, fixed rate of PHP 36,000. CRS will pay the rent to the owner directly. The balance that is left will go to the renter. It is for the renter to negotiate the rents.

[Save the Children] Land is available in Utap also for 500 homes. Utap is rental – not sure of the rent, PHP 650 a month for the first 6-months, it goes up after 6-months to PHP 850 and after a year it goes up again. This goes on for **30-years**. **Only after that do the renters own the land – Community Mortgage Programme (CMP)**.

[Shelter Cluster] *A CMP initiative in Tacloban?*

[Tacloban City] Yes.

[Protection Cluster] **Two sites are adjacent to dumpsites** – what measures are being taken to address this?

[Tacloban City] **Dumpsites** are **linked to permanent sites**. Only 23 hectares buildable in the north. NHA initially committed to buying 70 hectares of land to build up to 14,000 houses. Houses to be built by contractors – 40 square meters per family. In 2-years should have substantial number of houses provided. They are buying land at a higher price. City does not have money, hence cannot buy at that price.

The 10 hectares site being developed for housing used to be close to the public dumpsite. **Making a buffer zone** in agreement with UNDP. There will be 200 fewer houses built as a result. This was under construction already prior to Yolanda. City has clearance for this. Like in Ormoc, agreement was that the debris would be recycled. In the end, tonnes of debris were bought to the area without being recycled. UNDP agreed to fund a new site. Will be working with a Korean company who will be donating a waste management system.

The public dumpsite is still currently in use.

Going forward:

- **City's ask** is to:

- **Move people out of the danger zone**
- **Shelter assistance and shelter kits but not to be provided in danger zones** (specifically for June but this does not mean that assistance will stop post-June)
- **Shelter Cluster to send out a format to capture commitments** – we run the risk of not doing one or the other.

iii. Building permits for permanent shelter solutions

Overview: No permits required for deconstruction. However, **repairs, rebuild and construction will require building permits.** Given the tight timeline to find solutions, what will the procedure for securing permits be? **National Building codes are to be followed** – government should be able to supervise compliance to building codes.

[Shelter Cluster] **Good practice:** Bohol experience: No permit was required for repairs. **Permits were required only for core shelter. Procedure** was that **each agency** had to **submit a list of beneficiaries with the design for approval.** All agencies had the same design – **design** had to be **approved only once** plus **submitting a beneficiary list cut back on individual approvals.**

Going forward: Shelter Cluster taking the lead in **setting-up a meeting to clarify building permits for 4 June.**

iv. Beneficiary selection criteria for city socialized housing project

Overview: Criteria includes:

- Families living in an area at high risk to storm surge
- Families with totally damaged houses
- Informal-settler families with a combined total income less than PHP 10,000
- Families with vulnerable cases (as certified by CSWD)
- Orphaned or abandoned children with adult siblings or relatives

Beneficiary selection needs to be revalidated. Thirteen groups are being formed with representation from DSWD, Urban Poor, IOM, Tacloban City, Barangay workers (not council), Commission for Human Rights (Philippines). **Revalidation will be based on the following three questions:**

- A year plus bonafide resident of the City of Tacloban, i.e. those who had lived in Tacloban for at least one-year prior to Yolanda – how to prove this? Voting or ask neighbours
- Combined family income of less than PHP 10,000 a month
- Willingness to go north

Those who left after Yolanda and come back they will qualify. However, those who left prior to Yolanda and are coming back now do not qualify.

Priority will be **given** to (in order of priority):

- Those in tents first (411) – barangay 88
- Makeshift (655)
- Bunkhouses (355)

Discussion: [Shelter Cluster]: *If the beneficiaries refuse to go to the north, what will happen, will they be relocated to safer areas?*

[Tacloban City] – host/rental options will be considered and also an additional option is the ‘Go back to the Provinces’ programme of the Government – [unsure of what support is provided with this

[Shelter Cluster] – *What will be the tenure options for the NHA programme? Usufruct¹?*

[Tacloban City] Yes, although it is anticipated that this will only be necessary until the beneficiaries are back on their feet when they will then be in a position to buy their land under a CMP. This has happened in the past especially in regards to those people that were relocated to the North by the previous Mayor.

[Shelter Cluster] *The most vulnerable poor are the target population. What are the risks of lack of access to livelihood?*

- Transportation issue needs to be solved
- Prioritise who will be transferred to the north

Main risk **without livelihood support relocation doesn’t work** and **everyone returns**.

[Shelter Cluster] *Will the government buy the land from land owners in barangay 88/89?*

[Tacloban City] **No. Owners** are being **encouraged to turn the land for commercial use it will be rezoned.**

Gaps: Those **who do not want to rent, go for hosting option** etc.

Going forward: Once the beneficiary list has been revalidated, the **beneficiary list will be posted in the barangay** and **beneficiaries will be given a tag card and tents will also be tagged.** The beneficiary selection committee will act as an arbitrator.

2. Roundtable on Shelter Design for Storm Surge Prone areas in Tacloban City – feedback and follow-up (update provided by Amillah Rodil)

Overview: A roundtable discussion on **shelter design for storm surge prone areas** was held identifying risk factors; SWOT; risk reduction objectives for the areas with the aim to come up with a **holistic view on how to “build back safer” not only vis-à-vis housing but also in regard to creating resilient communities.** The roundtable looked into the settlement design; housing design and evacuation strategy.

Discussion: Data from hazard mapping is required. Don’t know the exact risks being faced. We can look at structures that were damaged and destroyed by Haiyan as one of the ways of assessing the risks. Bottom line is structures need to be reinforced. *Do we provide a roof top where people can go to during floods?* Criteria: to withstand 5 meters storm surge. Beyond the 40 meter proposed No-Dwelling Zone how can we guide and assist families?

[Shelter Cluster] We have a dual purpose: **Saving lives and saving houses. Building back safer = saving houses.**

How do we **reinforce the “building back safer” messages?** Example, a building may have been reinforced with a strong foundation and an additional floor may have been added using

¹ Usufruct is a government approach to land occupation whereby occupiers are provided with a 25 year agreement to occupy their house and land, however, occupiers do not have the ability to sell, mortgage or lease their property – but it can be passed down to direct heirs.

“building back safer” messages but the link between the initial building and the additional floor may be weak. How to address this?

Going forward: Further work needs to be carried out in relation to dwelling designs. Also, need to further discuss how partners will work together on this. Can we have a **working group** on this?

3. Shelter Cluster update

- i. Update on shelter activities (3Ws) (update provided by Francisco Monteiro and Pablo De Roulet)

Overview: Understanding the gap

- (FM) There is a challenge to capture caseloads (target groups), as identified by the municipality within the overall gap.
- (FM) Shelter Cluster presented poverty, informal settlements and house damage mapping, showing direct correlation in the most affected barangays along the coastal areas. Beneficiaries in these areas are among those targeted for temporary shelter assistance in temporary relocation areas while shelter assistance needs remain high. The gap in Anibong is yet to be addressed.
- (PR) Assessments: The assessments spreadsheet is by barangay and enables agencies to fill in details regarding any assessment(s) they are undertaking to support self-recovery of shelter. Fields include: Agency, Completion date, Assessment details and allows agencies to input details of multiple agencies. The Assessments spreadsheet comes with guidance (tab is to the bottom of the sheet to the right). This link was previously broken hence it has not been possible for partners to access it on dropbox but this has now been fixed (URL: <http://bit.ly/HaiyanShelterAssessmentsVIII>). When partners fill this form, all information added will save automatically. Partners do not require any passwords to access this.

- ii. Update on Shelter Recovery Guidelines (Update by Francisco Monteiro)

Note: Due to time constraints this agenda item was not discussed in details

Going forward: These **guidelines to be finalised on June 6** (budget and numeric indicators)

- iii. Guidelines for transitional relocation sites (update by Victoria Stodart)

Overview: An advisory **paper** of the **humanitarian community** was produced in February at the request of the City of Tacloban which has since been shared with the City and can be shared again. It includes overarching protection principles such as:

- Voluntary and informed decision for relocation
- Clear and consistent beneficiary selection
- Participatory and community-based approach for planning and management
- Creation of sustainable settlements – adequacy
- Consideration around site selection
- Shelter technical specifications
- Site planning including site development and WASH facilities
- Exit strategy

Overall recommendations:

- **No relocation should take place until adequate site planning is fully completed,** including provision of sufficient and completed temporary shelter options, WASH facilities and other basic settlement services
- Clear and realistic timelines should be set
- Beneficiary selection processes should be free, fair, consistent and transparent and communicated

- Ensure participation of affected communities
- Sufficient guarantees provided on tenure to avoid problems in the long term if permanent housing solutions do not materialise
- Devotion of resources to overall project management in order to plan, prepare, design, deliver and monitor the process

This is and will remain the position of the humanitarian community and as has been seen in March and again in May movement of people is happening before shelters are completed and site development has been finished, lack of WASH etc., this needs to be addressed and perhaps can be through 'sign off' mechanisms prior to the movement of people. As was suggested by CCCM in March, a combined visit of shelter, WASH and CCCM with the City should happen 7 days prior to the movement and then if work needs to be done it can be and then final sign off 24 hours before people are moved. A coordinated approach needs to be encouraged so that the humanitarian community can work with the City to ensure agreed principles are met.

4. Any other business

- **Solar lights: Solar lights is a must NOT to use gas lamps**
- [Shelter Cluster] *What about cooking facilities? In transitional shelters it is CCCM's responsibility*

Minutes consolidated by Aradhna Duggal, Francisco Monteiro and Victoria Stodart