



Inter-cluster Advisory Note on Transitional Sites for Tacloban North Relocation

The Tacloban City government is moving forward with plans for development of a relocation site north of the city. The City has suggested creating temporary transitional sites as an option for those in evacuation centres or “no-build” zones in order to relocate people and to offer livelihood opportunity on building of permanent houses. The City has requested IASC Clusters for advisory support regarding plans to develop temporary or transitional settlement sites in, or near the permanent relocation site. There is a need to develop a common position to the type of support which can be provided and to assist by providing guidance on necessary standards.

General Summary Recommendations

- **In case of relocation to a temporary site, the inter-cluster group recommends that no relocation should take place until adequate site planning is fully completed, including provision of sufficient temporary shelter options, WASH facilities and other basic settlement services**
- **In all cases, clear and realistic timelines should be set, to allow those affected to plan and make informed decisions. Short-term measures must be facilitated to ensure that affected persons in both build and no build zone areas can access an adequate standard of living until a long-term solution can be realized**
- **Beneficiary selection process should be free, fair, consistent and transparent and communicated effectively with those affected and must include complaints and response mechanisms**
- **A formal, independent consultation process should be enacted immediately to ascertain possible caseload, involve potential beneficiaries in the planning phases, and ensure participation of affected communities**
- **A phased approach to the creation of temporary/transitional sites should be taken in line with adequate and sufficient site and service development**
- **In case relocation to temporary sites, the government should ensure that sufficient guarantees exist so that land ownership and tenure issues do not lead to protection problems for beneficiaries down the line in case permanent housing solutions do not materialize.**
- **There needs to be significant resources devoted to overall project management of proposed transitional and permanent relocation initiatives in order to effectively plan, prepare, design, deliver and monitor the process**



Overarching protection principles:

Protection Principles

All interventions to achieve durable solutions, such as voluntary return or voluntary relocation, must adopt a **rights-based approach**. This means that they should be designed in order to ensure adherence to the human rights of internally displaced persons (IDPs), recognition of human rights standards (as outlined in UN Conventions and the IDP Guiding Principles) and follow the 1987 Constitution of the Philippines and relevant national law and guidelines.

Therefore, the following protection principles should guide the relocation of IDPs:

- **Voluntary and informed decision for relocation:**
 - The right of all IDPs to make an informed decision on whether they want to return, locally integrate or relocate to a new site, should be respected. Forced evacuation or relocation should only occur when it is required by law and absolutely necessary to protect life, physical integrity and health.
 - The choice of all IDPs to relocate, in the absence of the option to return to their place of original residence, must not be regarded as a renunciation of their right to return in safety and dignity to their original place of residence, should that choice later become feasible.
 - IDPs should have access to objective, accurate information on present and future conditions in the relocation site, including living conditions, types of permanent housing, infrastructure and available services. This information should not only reach those with formal roles in power structures (e.g. Barangay captains), but all members of the IDP community, including women, children, older persons and people with specific needs. The dissemination of information (e.g. radio, pamphlets and posters) should be explained in a language and format that all IDPs, including those unable to read and write, can understand.
 - All IDPs should be provided with adequate time to make an informed decision.
 - All adult IDPs (women and men) should sign a form attesting that their relocation is voluntary prior to receiving transport.
- **Selection of beneficiaries:** The selection criteria for beneficiaries should be clear and consistently applied. The selection of beneficiaries for relocation, permanent housing and other assistance on the relocation site:
 - should be fair (no discrimination), transparent and clearly communicated to the IDP community;
 - should prioritise the most vulnerable persons/households with consideration to personal factors and the given persons/households capacity to recover without support;
 - should consider the specific needs of vulnerable persons and preserve their protection networks, i.e. family units;
 - should consider IDPs in all situations, in IDP camps, evacuation centres, spontaneous settlements, temporary settlement solutions (bunkhouses) and those staying with host families;



- promote community cohesion (e.g. whenever possible by re-establishing communities, which were fragmented due to displacement);
- Identify and put in place a complaints and response mechanism.

- **Participatory and community-based approach for planning and management:**
 - IDPs of all age, gender, disability and background (e.g. different communities, persons who are potentially marginalized, vulnerable) should be meaningfully consulted in all matters concerning the relocation, including planning and management of the relocation (e.g. proposed sites for temporary or permanent shelter, selection criteria, timeline).
 - Visits to the site (“go-and-see visits”) should include groups of IDPs of different age, gender, disability and background, who wish to take part in it.
 - Representatives of the receiving communities should also be consulted in all stages of the planning and management process, including in the IDP visits to foster local ownership, peaceful co-existence and integration of IDPs into their communities.

- **Sustainable settlement:** To present a **durable solution**, the relocation should ensure that all IDPs enjoy the following rights without discrimination:
 - freedom of movement, long-term safety and security (incl. from GBV, and trafficking);
 - adequate living standards, including adequate access to water and sanitation, housing, health care, education, child care facilities, social services infrastructures, site management, power distribution system, solid waste disposal, primary roads and transportation facilities and other government services, e.g. police (as outlined below);
 - access to employment and livelihoods;
 - access to, and replacement of civil documentation;
 - preservation of family unity during relocation and voluntary reunification with family members separated during displacement;
 - participation in public affairs at all levels on an equal basis with the resident population;
 - access to tenure security or ownership regarding land and permanent housing;
 - access to effective mechanisms that ensure or restore housing, land and property of IDPs or provide them with compensation; taking into account claims to land by host/resident communities;
 - effective remedies for displacement-related violations, including access to justice, reparations and information about the causes of violations;
 - likewise, receiving communities, whose needs may be comparable to those of the relocated IDPs, must not be neglected in comparison to IDPs.

I. Selection of the site for temporary shelter:

Occupants’ **safety and security**, including from the threat of a further natural disaster, is a principal consideration when **selecting sites for temporary shelters**. Provided it is safe, the location of shelters at or near the place they lived before minimizes the risk of land grabbing, eviction and community



fragmentation, maintains livelihoods, and permits people to protect their own land and property and community cohesion. Site selection should also take into account **claims to land by local or adjacent groups** (including customary rights holders), access to **education, health and social services infrastructures**, opportunities to work and maintain **livelihoods**, the right to adequate **housing** (especially security of tenure), and the **possibility that the relocation site might become permanent**.

The site selection should aim to **preserve networks that provide protection to vulnerable groups** and group communities to maintain social protection mechanisms and networks and limit displacement-associated psychosocial distress.

- Information campaign and consultation with beneficiaries should be carried out as soon as possible with regards to criteria for selection of beneficiaries, estimated period of temporary settlement (where possible), means of government support, location and type of shelters, services available and a contact of site management focal point should be provided.
- Clarity on land tenure and housing ownership should be communicated before any relocation options are presented
- 'Go and see' visits should be organized.
- Registration of beneficiaries including place of origin and reason for displacement in order to allow tailoring of longer term solutions.
- Ensure establishment of a site management committee and clarify roles and responsibilities, including referral mechanisms.

II. Shelter:

Temporary shelters should be able to accommodate families of different sizes and include measures for **protecting vulnerable groups**, especially persons with disabilities, pregnant women and breastfeeding mothers. **Access to shelters** should be prioritized for families with vulnerable members (babies and young children, pregnant women, persons with disabilities, older people, individuals who are seriously ill or injured, unaccompanied minors, female-headed households). Construction should comply with adequate **building standards and international humanitarian Sphere Standards**.

In all cases where temporary shelter solutions are provided in the form of building materials or ready built shelter, beneficiaries should own the materials and be supported through appropriate building back safer Disaster Risk Reduction measures

For technical specifications on recommended shelter options, please refer to the Shelter Cluster Guidelines on Transitional and Progressive (Core) Shelters (Annex 1).



III Site planning:

It is highly recommended that DOH Sanitary Inspectors and water service providers (such as water districts/water cooperatives) are involved in site planning to ensure that proper water and sanitation inputs are included in the site planning process.

Medical and sanitation facilities, and communal spaces for women and play and recreation spaces for children and community meetings, should be placed in well-lit and secure areas.

Site Development:

- The planning guideline for surface area is 45m² per person this includes household plots and the area necessary for roads, footpaths, educational facilities, sanitation, firebreaks, administration, water storage, distribution areas, markets and storage, plus limited kitchen gardens for individual households etc.
- Site should have good road access and transport options should be considered.
- Disability access must be ensured.
- Adequate spacing between units to mitigate fire hazards is recommended to be a distance of twice the height of the building.
- Adequate lighting should be installed in the general areas, including access pathways and latrines.
- Location should not be in flood prone areas.
- Availability of designated common areas, such as child friendly spaces and cooking areas.
- Host community should be involved in the planning process

Considerations for the construction of communal WASH Facilities:

Water Supply:

- The availability of an adequate amount of water on a year-round basis must be assured. Confirmation of both technical and economic feasibility (with secured funding) of source development to this area must be assured prior to commencing relocation. Wherever possible the sites should be connected to an L2 or L3 water system to ensure a safe regular water supply. Payment of water bills needs clarification upfront.
- Water Trucking should be considered an emergency measure only.
- The maximum distance between any shelter and a water distribution point should be no more than 100 m, no more than a few minutes' walk. The layout of the site should contain the water distribution grid as an integral part of the service plan and the pipes should be underground.
- Designated drinking water stations should be set up in all sites. Each person should have at least 15 litres of safe water per day for all water needs and 5 litres/person/day for drinking. The chlorine residual should be at least 0.3mg/L.

Sanitation, Drainage Sanitation, Drainage and Excreta management:

- The whole site should be located above flood prone areas, preferably on gentle (2 to 4%) slopes.



Sites on slopes steeper than 10% gradient are difficult to use and usually require complex and costly site preparations. Flat sites present serious problems for the drainage of waste and storm water. Avoid areas likely to become marshy or waterlogged during the rainy season.

- Site development to include drainage systems (not built in depression and do not have pooling water that will attract vectors such as mosquitoes).
- Concrete paving around tapstands, washing areas, latrines, showers and room entrances.
- WASH committees should be established in all sites to ensure operation and maintenance of facilities and site cleanliness.
- Latrines and bathing areas should be either sex –segregated or by family group (depending on beneficiary preference), well lit, private and can be locked from the inside. The WASH Cluster standards specify 1 toilet per 20 persons.
- The toilet design should be in line with the Philippines Sanitation Code.
- Heavy vehicle access for solid waste collection and for desludging to septic tank needs to be ensured.
- Handwashing stations must be within 10m of toilet facilities and as a minimum, should meet a 1:10 toilet ratio.
- Shaded communal clothes washing areas with suitable drainage should be constructed
- Allowances and systems for domestic garbage disposal should be considered.

IV Exit planning

In the past, temporary sites have been used for emergency/temporary shelter. Unfortunately, in many cases after the emergency, people were left to live in temporary sites indefinitely or for a longer period than anticipated because relocation/reconstruction plans were delayed, were not implemented, or did not include the residents effectively.

In the present context **multiple displacement** is taking place. First during the initial evacuation; second when they returned to their communities or moved to other evacuation centers; third when they move to temporary shelters , and fourth when they move to more permanent dwellings. **This is not advisable** as it breaks apart communities, makes them more fragile, poses an impediment for them to stabilize and seek a self recovery solution themselves, often creates a distance from their original place of employment, and opens up the possibility of exploitation of women and children in particular.

V - Steps Forward

In recognition that Tacloban City LGU is already moving forward with development of permanent housing sites, the following actions are suggested from inter-agency cluster groups to assist in the development of temporary/transitional sites. **Should there be specific needs for operational inputs, this needs to be clearly communicated by the LGU well in advance in order to seek partners who may be able to assist.**



Formal, independent consultation process	OCHA, CwC
Guidance on overarching protection principles	Protection cluster
Sharing of SPHERE standards and orientation	OCHA
Technical support for site planning and design	CCCM Cluster
Sharing of WASH standards	WASH Cluster
Sharing of temporary shelter standards and designs	Shelter Cluster
Identification of partners for provision of temporary shelter	Shelter Cluster
Liaison with schools for identifying additional support requirements	Education Cluster
Liaison with health facilities for additional support requirements	Health Cluster
Liaison with partners for CFS and social protection issues	Child Protection sub-cluster
Liaison with partners for SGBV prevention and response supports	SGBV sub-cluster

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Annex 1 – The Shelter Cluster’s Transitional and Progressive Shelter Guidelines

This document focuses on recovery shelter support via transitional shelter and progressive core house, though it makes reference to permanent housing requirements. All programs and designs should be carried out through assessments and consultation with beneficiaries as well as coordinated with Local Government Units (LGUs).

Shelter Design Brief

Organisations may wish to add programmatic issues to this technical brief for their own use such as targeting, support for the most vulnerable recipients, and messaging. This design brief should not contradict relevant building codes.

Key Indicators	Transitional Shelter	Progressive Core House	Permanent House	Remarks
Life span	2-5 years	Minimum 10 years	Minimum 20 years (tbc.)	Lifespan is often dependent on maintenance and termite treatment.
Key Feature	Possible to dismantle and reuse material for permanent construction.	Designed to be expandable and upgradable by beneficiaries.	Building code compliant for permanent housing	Program to include trainings on expansion and upgrade without increasing structural risks
Cost	30,000 – 50,000 PHP	30,000 – 50,000 PHP	80,000 – 120,000 PHP	Cost may be adjusted upwards by 10% over the life of the programme due to market fluctuations.
	Price range is including labour, excluding transport, land, taxes, and project management costs. May vary according to available salvaged material and inputs from beneficiaries.			
Covered Living Space	Minimum 3.5m ² per person. Maximum 5m ² per person. Or 18m ² for a family of up to 5 people and 20m ² for a family of 6 and above.	Minimum of 12m ² floor space (Target families able to expand within 12 months. Close monitoring and allocation of contingency	Minimum 3.5m ² per person. Maximum 5m ² per person Or 18m ² for a family of up to 5 people and 20m ² for a family of 6 and	Considerations should be made for very large families of more than 10 people. Average house size in affected areas falls within the 18-20m ² range. Excluding space for WASH and cooking.



	fund.)	above.	
Head height	A minimum of 7ft from the floor to the eaves, and a minimum of 8ft from the floor to the ceiling in the centre of the house. This minimum height for progressive shelters will need to be higher to allow expansion.		
Plot Size	Where possible, shelter/house should be situated on 60m ² plots, as stated in DSWD guidelines (“Omnibus of Shelter Assistance”).	This may not be possible when building on beneficiaries’ own land.	

Hazard Resilient Construction		
Rains and Floods	Cladding material should be sufficiently durable even when frequently wet.	In typhoon-prone areas, roof overhang should be limited to no more than 30-45cm.
Wind and storms	<p>Foundations must secure the shelter to the ground in strong winds.</p> <p>The roof must be fixed securely to be resistant to storms, and must be designed with adequate strength for proposed roofing material.</p> <p>Frame members must be big enough for the loads, joints must be appropriately arranged to transfer the loads in the best way and fixings must be strong enough to take the loads. Where appropriate: Metal strapping is strongly advised to protect against cyclone and earthquake.</p>	<p>A pitch of 25°- 30° for 2-pitched roofs is optimum to resist strong winds. Wherever possible, hipped roofs, should be promoted.</p> <p>Design wind speed should be selected from the National Structural Code of the Philippines.</p> <p>Wide roof spans are to be avoided as they weaken the structure in strong wind.</p>
Earthquake	<p>Seismic resistance techniques must be incorporated into the shelter. Agencies should be aware that nearly all areas of the Philippines are of significant seismic risk.</p> <p>Concrete hollow block construction should comply to National Structural Code of the Philippines. Timber structures should incorporate good seismic resilient measures.</p>	<p>Special attention to locations of doors and windows, foundations, bracing and ring beam connections.</p> <p>Hazard maps produced by Mines and Geoscience Bureau (MGB) are available online at http://gdis.denr.gov.ph/mgbviewer/</p>
Design Principles		
Hazard resilient	Shelters should provide practical learning examples of principles of good construction (e.g. openings such as doors should be away from the	To promote good earthquake, cyclone and flood resilient practice.



learning	corners of the structure).	
Ventilation and thermal comfort	Where possible, promote openings on two sides of the shelter to allow for cross ventilation without affecting its structural integrity. Allow for adequate ventilation and design to minimise internal temperatures.	Take in consideration possible future extension or re-use of the unit/shelter.
Privacy	The design should allow addition of at least one internal division to ensure privacy. The shelter should provide a flexible space.	Pre-typhoon houses commonly have at least two rooms with soft divisions for sleeping areas.
Security	Buildings should be lockable as this may reduce crime and assault and provides a greater sense of security for the occupants.	Placement of buildings and lightings should also consider security aspects.
Culturally appropriate	Shelter layouts, materials and construction techniques are familiar or easy to understand by the beneficiaries.	
Access	Shelters should take into account access by persons with reduced mobility, wherever possible. Agencies should also consider any works necessary between the road and the house plot where possible.	2% is the average additional cost when accessibility is taken into account right from the start ¹
Site and Services		
Tenure	Security of tenure should be provided for a minimum of two years. Different forms of tenure security should be considered – for example formal and informal processes, lease agreements, certificates to occupy. Local legal advice should be sought so as to ensure contextual appropriateness and beneficiary understanding.	Shelters’ design and lifespan considerations should take into account longer tenure periods.
Location	In principle, the location of the shelter should support the choice made by the shelter owners themselves. Where possible, shelter should be constructed at, or near to the existing homestead. Shelters should not be built next to dangerous buildings or structures, on land liable to flood, or in locations that expose the occupants to other hazards. Shelters should be built in locations that help occupants maintain access to livelihoods, basic social services/community infrastructure.	

¹ Handicap International, Inclusion Checklist in Emergency Context, coordo.inclusion.phi@hi-urgence.org



Shelter Cluster Philippines
ShelterCluster.org
Coordinating Humanitarian Shelter



WASH Cluster
Philippines



Plot preparation	Sites need to be cleared of any physical dangers.	
Water and Sanitation	Adequate water supply and sanitation facilities. WASH facilities should be per family with rare exceptions. Adequate site drainage is provided to minimise the risk of flooding. Each shelters must be connected to site drainage solution.	Construction must be coordinated with WASH. Agencies providing shelter should also include WASH whether directly or with partner agencies.