

# Yolanda Shelter Response Outcome Assessment

London, 9 May 2016

Guiuan Imagery Comparison



Pre-Typhoon Haiyan (Yolanda), 27 August 2013

CNES / Astrium



Aftermath of Typhoon Haiyan (Yolanda), 15 November 2013

Digital Globe - CNES / Astrium



One year after Typhoon Haiyan (Yolanda), 7 November 2014

Digital Globe



**Global Shelter Cluster**  
ShelterCluster.org  
Coordinating Humanitarian Shelter

Yolanda Shelter Response Outcome Assessment

# OVERVIEW



# OBJECTIVES

## General Objective

“To evaluate the quality of shelter delivery and response by Shelter Cluster agencies to assist self-recovery amongst affected households and communities, following Typhoon Yolanda.”

## Specific Objectives

1. Were shelters rebuilt **Safe, Adequate and Appropriate**?
2. Were settlements rebuilt with **Access** to essential services and needs?

# METHODOLOGY

## *Data Sources:*

1. **Quantitative and qualitative Secondary Data Review:** to explore the outcomes and trends of the response for affected populations based on information and reviews already available
  
2. **Qualitative Primary Data Collection** to identify key underlying factors from a community/settlement/shelter perspective.
  - a) **Direct observation** of shelter construction: to identify proportion of shelters that have been built back strong, safe and adequate
  - b) **Key Informant interviews** with Barangay officials and carpenters, builders: to understand how the locations were affected by Yolanda, how they were rebuilt and how access to services and needs have changed since Yolanda.
  - c) **Focus group discussions:** to understand perceptions of BBS techniques, what challenges people faced when using them and how their access to services and needs have changed since Yolanda.

# Data collection topics

- Data collection and analysis tools were designed to measure 4 data collection topics and their related indicators, as defined in the 'Recovery Shelter Guidelines' developed by the Shelter Cluster
  1. Safe Housing
  2. Adequate Housing
  3. Appropriate Housing
  4. Access

Yolanda Shelter Response Outcome Assessment

# CASE STUDY LOCATIONS



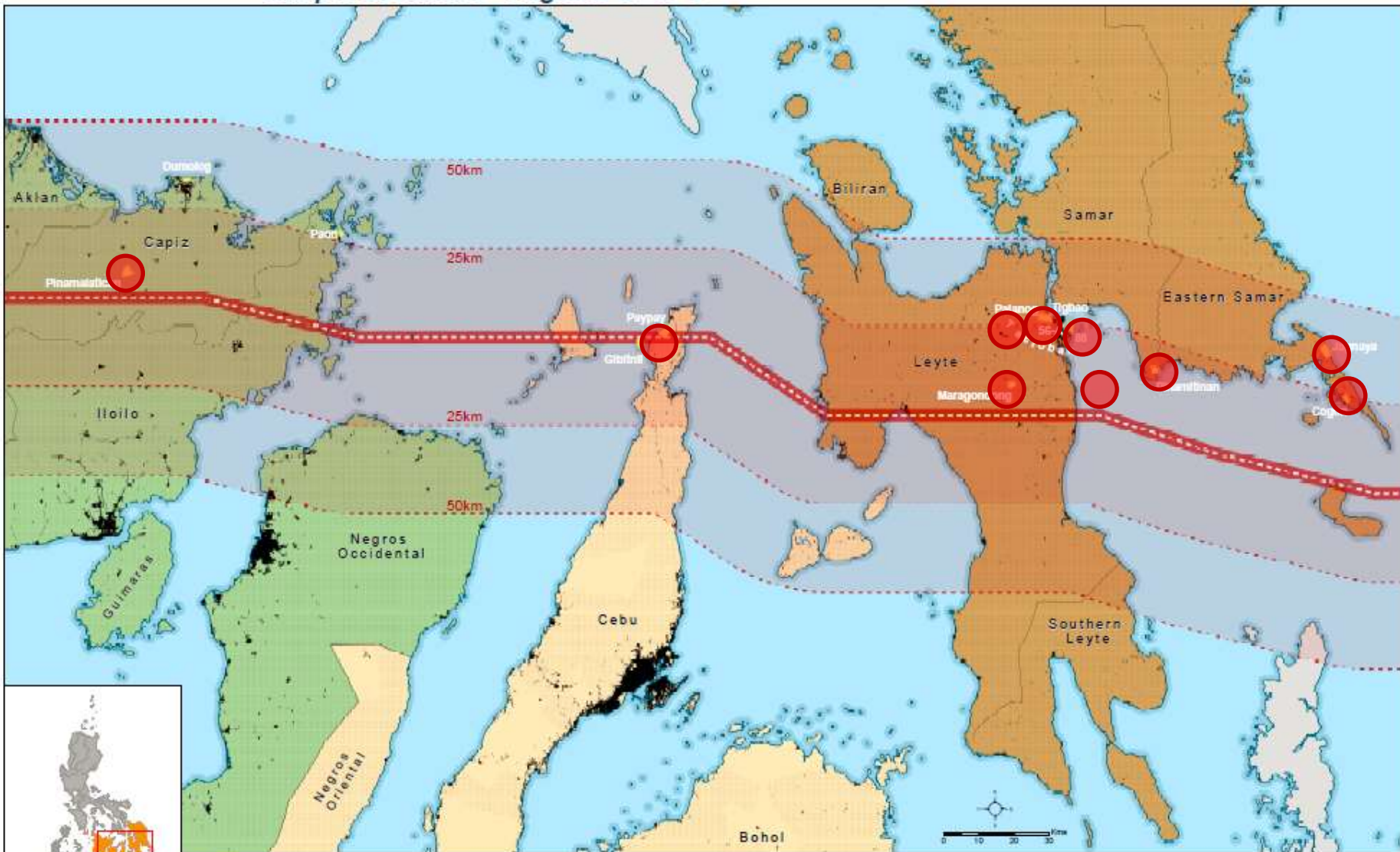
# Case study locations

- 13 barangays were selected as case studies for the primary data collection, to represent a combination of characteristics that could influence how communities recover:
  - Whether barangay is in a Build Zone or No Build Zone
  - Whether barangay is in a rural or urban area
  - Whether people have rebuilt on the original site of their house or are living on a permanent or temporary resettlement site
  - Whether barangay has received lower or higher level of shelter assistance
  - Whether barangay has lower or higher access to community services and infrastructure



# Philippines - Shelter Response Outcome Assessment

## Sample Locations - Regions 6 / 7 / 8



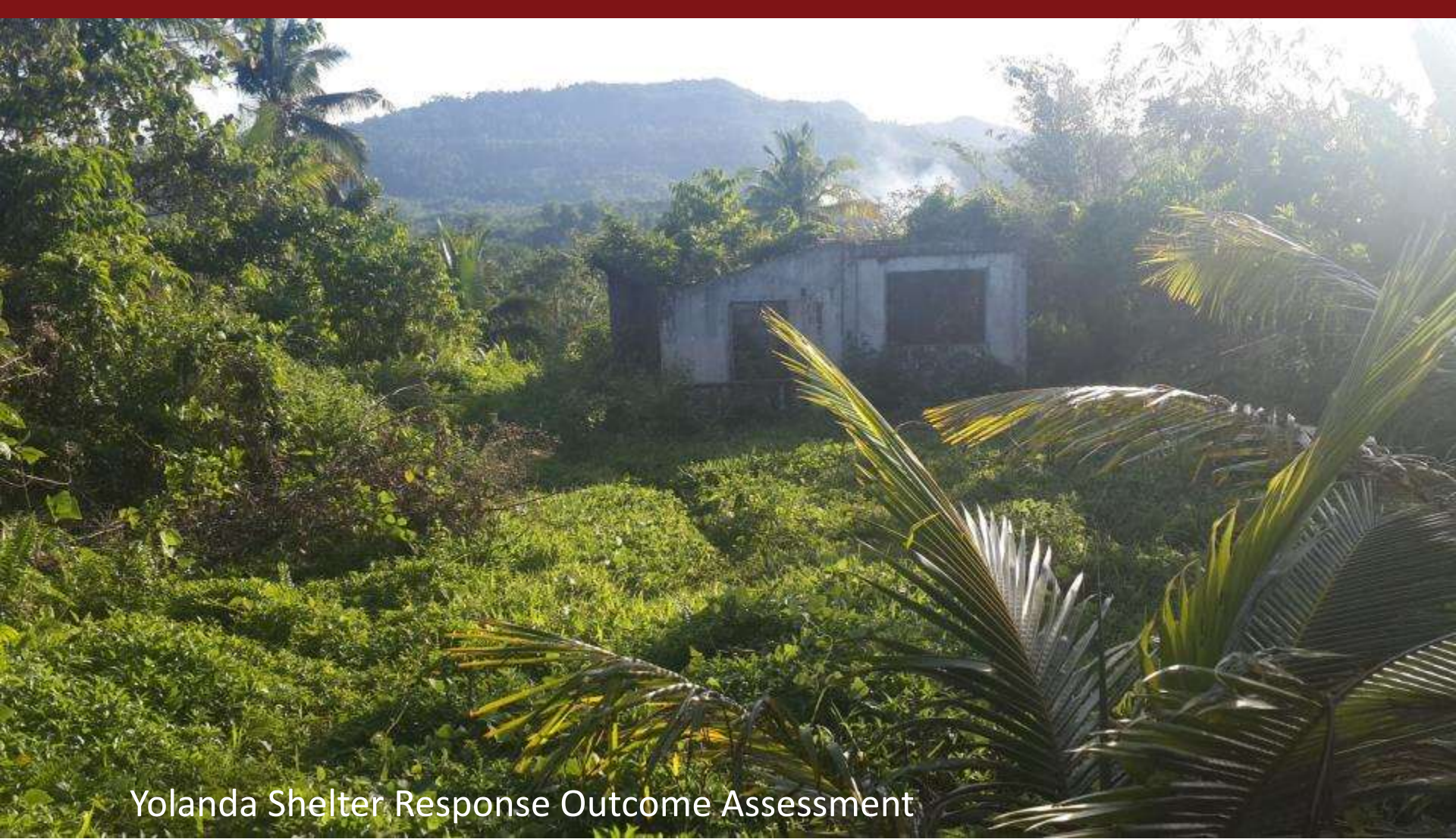
- |                                  |                     |                              |
|----------------------------------|---------------------|------------------------------|
| Sample Locations (Barangay)      | Philippine Region 6 | Province Boundary            |
| Path of Typhoon Haiyan (Yolanda) | Philippine Region 7 | Philippine Island Boundaries |
| Typhoon Affected Barangays       | Philippine Region 8 |                              |
| Built Up Area (2010)             | Other regions       |                              |

Data source:  
 Joint Typhoon Warning Center (JTWC)  
 National Mapping and Resource Information Authority (NAMRIA).  
 OCHA Philippines

Coordinate System GCS WGS 1984  
 File: REACH\_PHS\_Map\_GCS\_Evaluation\_SampleLocations\_21MAR2016\_A1  
 Contact: reach.mapping@inpsack-inhalawa.org

Note Data, designations and boundaries contained on this map are not warranted to be accurate and do not imply acceptance by the REACH partners, associated donors mentioned on this map.





Yolanda Shelter Response Outcome Assessment

# FINDINGS



**Global Shelter Cluster**  
ShelterCluster.org  
Coordinating Humanitarian Shelter

# 1. SAFE

## Key findings:

1. Building a **strong foundation at a safe site** were most commonly reported – by FGDs and Key Informants – to be the most difficult BBS measures to implement and the more rarely achieved.
2. All BBS method **effectiveness was felt to be dependent** on: a) **Quality of workmanship** and b) **Quality and quantity of materials**. Regarding a) men were said to adopt BBS methods by watching local carpenters at work and then implementing on their own houses.
3. **Preparedness and Bracing** were most often reported to be the easiest and most commonly implemented BBS method. While other BBS methods were known, **preparedness is consistently cited as an improvement** since Yolanda – e.g. people did not know the meaning of ‘storm surge’ before and did not listen to warnings.
4. **Direct beneficiaries of shelter assistance were said to have generally participated in orientation sessions** on BBS - especially women said the sessions were useful as they did not know about the methods before
5. In general previously known BBS techniques were said to have been modified and are stronger after Yolanda. **ALL measures were generally considered very effective** in helping to protect communities against typhoons.

# 1. SAFE

## However:

- **Lack of access to safe sites was a reported key issue underlying issue preventing self-recovery with/without assistance** - without a safe site the incentive to implement other BBS methods is low, both due to
  - Perceived temporary status of shelters and/or awaited relocation
  - Lack of permission to build permanent/strong structures
    - Safe sites in turn can often reportedly not be found for several reasons e.g.
      - Lack of resources to buy plot
      - Lack of land available near livelihoods
- **Land rental is another reported key underlying issue hampering BBS implementation** - land owners often do not permit 'permanent' structures
- **Cost of materials and labour reportedly meant BBS techniques are disregarded, despite having been known and proven effective both before and after Yolanda**
- **Carpenters generally recommend owners to use BBS methods but only well-off households are able to implement them fully**, as one carpenter says 'I build what people ask me to build'
- Still if all are followed people generally did not feel their homes would withstand another Yolanda.

## 2. ADEQUATE – Summary

1. Durability was said to be better for those that can afford to pay for stronger materials – **especially when price hike due to rebuilding demand**
2. Durability was reportedly better **for those that received assistance** – although quality differs.
3. Young coco-lumber reportedly used as mature lumber not available –felt to be weaker and shrinks with time.
4. CGI sheets felt to make shelters hot – especially where ventilation was lacking
5. Space was highlighted as having improved for those who have moved out of shared HH



# 3. APPROPRIATE - Summary

**Environmental impact of both Yolanda and the subsequent rebuilding was raised at most case study locations:**

1. Lack of trees said to have turned many communities extremely hot
2. Lack of trees was reportedly linked to increases in flash floods
3. Trees were said to continuously be cut down to be used for rebuilding – mature coco lumber reported not to be available at several locations, forcing people to resort to young coco lumber not yet suitable for use in construction

# 4. ACCESS - Summary

## Livelihoods:

- Copra and fishermen said to have switched jobs including farming of new crops (cassava, banana) but face challenges finding buyers;
- **Initial surge in construction opportunities said to have now dropped;**
- **No space for livestock reported at relocation site/too far away from coast for fishermen;**
  - Some said to use new shelters in safe sites only during typhoons and live day-to-day in the NBZ by the coast;

## WASH:

- People reported having better access to latrines compared to before Yolanda and open defecation has dropped;
  - Although organising the emptying of latrines was said to have been a challenge at some relocation sites;
  - Water for flush latrines reported as a barrier against use where water access is limited;
- **Water had not yet been restored at one location due to network pipes remaining damaged since Yolanda**

## Community facilities:

- **Facilities reportedly improved considerable** since before Yolanda in some places;
- Relocated populations that have not integrated with the local barangay reported returning to their barangay of origin for all facilities, costing money and time.
- **Although damaged structures have been restored in many places some stocks had reportedly not been restored (e.g. medicines) leaving facilities non-functional;**





Yolanda Shelter Response Outcome Assessment

# **ASSISTANCE/RECOVERY CHALLENGES**



# Targeting

- Assistance could reportedly not be provided to some awaiting relocation/core shelters could not be provided due to land ownership issues
- Gaps in materials reported due to shelter agencies intending to complement each other and some not delivering
- Targeting sometimes perceived to be unfair:
  - Where the most vulnerable were given assistance first in the form of 'starter houses'; then the less vulnerable were given assistance, now in the form of more solid, permanent houses.
  - People that were perceived to have intentionally delayed reconstruction received assistance while those who started did not
  - Where only landowners were given on-site transitional housing, perceived to be the most resilient
  - Where the relocated population got the full kit while the original population (that also had houses damaged by Yolanda) had to provide a counterpart (material and/or labour). Vulnerable HH were said to have been excluded as they could not provide a counterpart.
- Shelter agencies that stayed with communities for longer perceived by some as the most helpful, 'not in the form of relief goods or something but more on moral support, we felt their sympathy, they make us strong' [LA]

# Use of assistance & Self-recovery

## Use of assistance

- **Cash received through rent assistance (part supposed to be used for bills etc) reportedly used by some to rebuild shelters in the NBZ.** 'Families mainly occupied their houses in the no-build areas and move to their rented apartments during emergencies'.
- Some people used assistance to cover basic needs; Some sold surplus assistance.

## Self recovery

- **Some HH reconstructing by themselves have stopped due to lack of funds. This is particularly the case for families that have difficulties covering their basic needs.**
- **Main barrier for self-recovery for some are poor roads/need for delivery by boats which makes delivery of materials time-consuming and expensive.**
- At some locations people were said to generally not have enough money and materials to rebuild/used salvaged materials especially during the first 3 months following Yolanda. Some reported borrowing from micro finance corporations to build latrines, start small businesses and rebuild houses following Yolanda.
- It is reportedly more common to borrow/lend money following Yolanda, often to buy materials for shelter/livelihoods, debts have increased.



# Thank you for your time!

