Highlights

Despite preparedness and evacuations undertaken by the national authorities, the humanitarian impact of tropical cyclone Haiyan is immense.

Full extent of destruction and loss of life is still not exactly known, but figures gradually converge. Conservative estimates based on various sources suggest a death toll of more than 3,600, at least 10 million affected, including up to 4 million displaced, and around 500,000 houses damaged.

Food, water and shelter are reported to be priority needs, together with urgent medical attention for injured. Temporary schools and child friendly spaces are also needed. Gender and age aspects have to be taken into account, especially in areas of displacement where social systems have broken down.
Coordination of international response is done through the UN On Site Operations and Coordination Centre (OSOCC), established in Tacloban with sub-OSSOCs in a number of places (Guiuan,Ormoc,etc.).The cluster system has started and regular coordination is improving. Coordination and communication need to be further restored in order to ensure delivery of aid to people who are most in need. Enhancing the logistics and communications will also facilitate a faster delivery of humanitarian aid.

Overview

Typhoon Haiyan, locally known as Yolanda, was one of the most destructive cyclones ever recorded. It crossed the Philippines on 7 and 8 November 2013 causing massive storm surge, heavy rainfall, flash floods and landslides throughout the archipelago, but especially in the Visayas regions: Leyte, Samar, Cebu, Bohol, Panay.

Despite preparedness and evacuations undertaken by the national authorities, the humanitarian impact is immense. The full extent of destruction and loss of life is still not exactly known. Consolidated figures do not exist, but the estimates gradually converge.

According to the National Disaster Risk Reduction and Management Council (NDRRMC) as of 17 November (6.00 am PHI time), approximately 10.1 million people have been affected and up to 4 million are displaced, based on figures from the Department of Social Welfare and development (DSWD). UN OCHA mentions a number of “over 3 million” displaced people of which 371,000 staying in evacuation centres.

The death toll has increased to 3 681 people, 12 544 people are injured and 1 186 people are missing; 543 127 houses have been damaged (272 087 totally and 271 040 partially) (source: NDRRMC).

Information on humanitarian needs is still patchy and incomplete. This report aims to provide a preliminary consolidated overview of those needs on the basis of existing information collected over the period 8 – 17 November from various sources, including rapid assessments of DG ECHO experts deployed to the field.

Following the disaster a team of 8 DG ECHO humanitarian aid experts has conducted rapid assessments in Samar (ongoing), Leyte (9-11 Nov), Bohol (9-11 Nov) and Panay (12-14 Nov). A 6 person EUCP team is present in Tacloban, Cebu and Guiuan supporting the coordination and logistics effort of UNDAC.

As for livelihoods, an estimated 4 million workers were impacted across nine regions and 36 provinces with livelihoods and sources of income destroyed. Of these, around half are engaged in vulnerable forms of employment. Infrastructure supporting these livelihoods is destroyed or damaged (source UNOCHA).

Coordination

The Philippines government declared a national state of calamity on 11 November 2013, three days after the disaster. This should help expedite the government’s relief operations and avoid over-pricing and hoarding of basic commodities, especially food. NDRRMC (write out) has been assigned to be the overall coordinating body for this disaster.

The first 7 days on the overall response were extremely challenging, all activities being hampered by the breakdown of all infrastructure systems, transport, utilities, communications, as well as the complexity of the size of the affected areas. As a result, the overall mechanism of response, coordination, supply chain and distribution of incoming assistance was severely affected to the point of being non-existent.

The coordination of international response is done through the UN On Site Operations and Coordination Centre (OSOCC) and is now starting to run more effectively 7 days after the initial landfall of the typhoon. There has been no rapid needs assessment strategy.

The OSOCC has been established in Tacloban with sub-OSSOCs in a number of places (Guiuan,Ormoc, etc.). The cluster system has started and regular coordination is improving.
Rapid needs assessments have been conducted by ECHO staff. In addition, ECHO also received various reports from implementing partners and exchanged information with the ASEAN Emergency Response Assessment Team (ERAT), as well as satellite imagery from Copernicus. The ERAT team was supported by a member of the ASEAN Partnership Group (APG), which receives funding from ECHO.

Especially places like Tacloban may soon be overwhelmed by the supply side, while basic demands in other areas, such as Samar, are not met.

Although there have been cases of looting and movement of armed people is reported in some locations, in general delivery of aid is possible. However security has to be monitored, especially when delivering food and other items. The Government of the Philippines has strengthened army and police in order to maintain law and order.

In general, the assessments indicate the most urgent need to be: food, water and shelter. Over the past 3 days humanitarian aid and logistics have been scaling up. Given on-going developments on the demand side (with new information becoming available) as well as supply side (with more supplies coming in) there is an on-going need for coordination to ensure that aid reaches the people that are most in need.

Further needs include urgent medical attention for those injured. Temporary schools and child friendly spaces are also needed. Gender and age aspects have to be taken into account, especially in areas of displacement where social systems have broken down.

Enhancing the logistics and communications will also facilitate a faster delivery of humanitarian aid.

Table 1 (source NDRRMC)

<table>
<thead>
<tr>
<th>Province</th>
<th>Power</th>
<th>Network Smart/Globe/PLDT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Eastern Samar</td>
<td>Blackout</td>
<td>On going repair</td>
</tr>
<tr>
<td>Samar</td>
<td>Blackout</td>
<td>On going repair</td>
</tr>
<tr>
<td>Northern Samar</td>
<td>Blackout</td>
<td>On going repair</td>
</tr>
<tr>
<td>Leyte</td>
<td>Blackout</td>
<td>On going repair</td>
</tr>
<tr>
<td>Southern Leyte</td>
<td>Blackout</td>
<td>On going repair</td>
</tr>
<tr>
<td>Biliran</td>
<td>Blackout</td>
<td>On going repair</td>
</tr>
</tbody>
</table>

**Assessment by Region**

**Leyte**

The assessment was conducted between 9-11 November. The ECHO team was the first international humanitarian team that arrived in Ormoc City, south of Tacloban.

The extent of destruction and isolation was confirmed during this field visit; areas up to 100 kilometres from the eye of the typhoon suffered 80% to 90% destruction of public facilities, houses and commercial establishments. All electricity lines were down and huge trees were uprooted.

The damage to infrastructure was massive within a 50 kilometre radius of the typhoon's eye. 90% to 100% of houses and government buildings were damaged, the electricity system was completely down, hospitals were damaged and roads were blocked by fallen trees and electricity poles. The Department of Public Works and Highways is clearing the roads. Huge amounts of waste and debris were seen in almost all areas.

There was an evacuation before the typhoon, but some evacuation centres were unable to withstand the strong winds or the storm surge and some of the reported casualties were trapped in collapsed evacuation
centres. Many of the buildings usually used for evacuation, such as schools, gymnasiums, and churches are severely damaged.

In the eastern part of Leyte, the local municipal and barangay governments were badly affected by the disaster and hence also their ability to establish coordination structures for relief support. This situation has also severely affected the ability to collect data by the local government units visited by the team.

Food assistance:

Food is the biggest problem. Along the eastern coast of the province, municipal officials stated that they distributed their emergency food stocks to evacuees prior to the typhoon's landfall. The national government (through the Philippines Air Force) has resorted to food-dropping. This has involved the use of military helicopters to drop rice in sacks.

General food distributions will be required for at least the first three months. Communities have lost their food stocks and the next harvest. Markets are either not functioning or not accessible. Security is so far not an issue.

The exact amount of damage to livelihoods is difficult to estimate at this stage, but it was observed that agricultural crops (sugar cane and coconut) were severely damaged. On the east coast, fishing equipment has been damaged.

Shelter and basic essential (non-food items):

Emergency shelter, such as tarpaulin, is urgently required, especially given that the rainy season has not yet ended. Carpentry tools should be provided to help those who are starting to build temporary houses.
using salvaged materials. Non-food items such as sleeping mats, blankets, mosquito nets, lights (kerosene lamps) and cooking utensils are also urgently needed.

**Water, Sanitation, and Hygiene:**

Water is available. People have broken the street fire-hydrants to obtain water, while broken pipes on the roads and dug wells on farms are also a source. Nevertheless, there is still a need for potable water.

Water kits including water purification agents such as Hyposol are necessary, as the water quality is compromised. Sanitation should be improved through debris-clearing, although it is noteworthy that people are already starting to clean-up their surroundings. They need support to collect and dispose of the huge amount of waste. At the household level, people need hygiene kits and these should be distributed together with the other non-food items.

**Health:**

Temporary health services through mobile clinics, field hospitals and health posts should be immediately established. Since all health structures (primary and secondary levels) were severely damaged and health workers were also badly affected, temporary health services are essential to attend to the injuries and health problems immediately resulting from the typhoon.

<table>
<thead>
<tr>
<th>Province/Cities</th>
<th>Health Facility</th>
<th>Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>Leyte</td>
<td>Leyte Provincial hospital</td>
<td>Partly functional</td>
</tr>
<tr>
<td></td>
<td>Abuyog district hospital</td>
<td>Partly functional</td>
</tr>
<tr>
<td></td>
<td>Burauen district hospital</td>
<td>Partly functional</td>
</tr>
<tr>
<td></td>
<td>Carigara district hospital</td>
<td>Non functional</td>
</tr>
</tbody>
</table>

**Coordination, Communication and Logistics:**

Support for coordination is urgently needed. This must be established from the barangay (village) level up to municipal and provincial levels. OCHA is setting up a coordination hub in Ormoc.

Urgent restoration of communication systems, especially at this time of emergency relief, must be prioritized. The government and the private telephone companies are restoring cellular phone services. On 16 November the situation had improved. The Armed Forces of the Philippines reported that all towns in Leyte are now accessible by road; however, the roads are congested as debris is only partially cleared. Transport is still a main issue in order to get supplies in. Main roads are open, although some of them only for motorbikes. In some areas communication are still down, so if anything needs to be communicated it must be conveyed by motorbike.

**Protection**

There are concerns about increased risk of child trafficking due the disaster (poverty, vulnerability, collapse of social structures). Child friendly spaces as well as Gender aspects need to be taken into account in all interventions.

In order of priority the following needs were witnessed: Food – Shelter – Potable Water – Medical Care

**Bohol**

The ECHO assessment team that went to Bohol (8-10 Nov) aimed particularly to gauge the impact of the typhoon on the communities recently hit by a 7.2 magnitude earthquake. The following was observed:

The impact of the typhoon in Bohol province was not severe; it only affected the towns of Alicia, Buenavista, Carmen, and Trinidad. With pre-emptive evacuation, the provincial government was able to safely secure its population of 1.2 million. The typhoon-affected families have returned to their homes, while those affected by the earthquake remained in the evacuation centres. The tented camps of
earthquake evacuees were emptied during the typhoon and were set up again by the evacuees after the typhoon.

There were landslides in the municipalities of Cortes and Antequerra, but the Provincial Disaster Risk Reduction and Management Council (PDRRMC) reported that these were not life-threatening. It was also reported that Pilar Dam (in the Municipality of Pilar) and Ubay Dam (in the Municipality of Ubay) overflowed due to the typhoon, but PDRRMC also indicated that this posed no threat to people’s lives.

The field team’s observations from the earthquake-affected areas in the municipalities of Loon, Antequerra and Maribojoc confirmed that the condition of the quake-affected population was not seriously aggravated by the typhoon, although some electricity and water services were interrupted (and only few municipalities have generator sets for water generation and distribution).

Panay

A Rapid Assessment was conducted on 12 -14 November. The team drove from Kalibo town in the north, to Iloilo city in the southern part of the island, following the coastal route along the north-eastern coastline and covering: Kalibo, Banga, Batan, Sapiian, Roxan, Panay, President Roxas, Pilar, Estancia, Concepcion, and Iloilo.

Provincial and Local authorities in the north of Panay island were well prepared and this explains the limited casualties reported. However, the scale of damage to livelihood and infrastructures is similar to Tacloban.

The level of loss and destruction was highest in the north-eastern part of the island, reaching maximum impact in Estancia. According to the governor and a NDRRMC official, a storm surge of 6-9 meters lashed Estancia for app. 2 hours, leaving 86 dead and the port and public market totally destroyed.

Heading south from Estancia, the destruction seemed to gradually fade over a relatively short distance of app. 10-20 km, with the impact in the town of Concepcion (where the typhoon officially made landfall) significantly less than in the north. South of Concepcion, the impact faded relatively quickly, with Iloilo city seemingly completely spared.

Shelter and infrastructure:

Buildings constructed with natural materials, and generally the roofs of all buildings, suffered the greatest damage, with all buildings in the most affected areas severely damaged. Infrastructural damage to the electrical/power system was immense, with all power masts and lines damaged completely in the most affected areas. Generator capacity on the island is significant however, already providing power to most of the essential facilities, such as hospitals and water pump stations.

Water:

Due primarily to lack of electricity access to drinking water is a problem in parts of the most affected areas. Bigger towns with generator backup do generally seem to have restored access to drinking water, yet badly affected rural areas with no boreholes face problems.

Food:

A lack of food was expressed primarily by communities in the utmost affected areas. The situation to a certain degree benefits from the fact that most of the rice paddies were harvested recently. However, there is little/no information as to the food-security situation at household level.

Health:

The direct impact of the typhoon in relation to personal health was by and far related to physical injury. However, the scale thereof was not dramatic, and seemingly within the capacities of the healthcare
system, primarily the hospitals. There are so far no reports of increased case numbers of diseases with epidemic potential. Many health infrastructures, especially in rural areas, suffered significant damage and are no longer operational, but most hospitals are operational (at least to some degree), and are not significantly overburdened by increased caseloads caused by the impacts of the typhoon.

**Emergency needs:**

There is urgent need for emergency shelter, e.g. plastic sheeting, tents etc. throughout the affected areas. In selected areas/communities, there is also a need for drinking water and food. Depending on the overall effectiveness and timeliness of the relief interventions, especially regarding shelter and water, health and healthcare could become a serious problem in the near future.

**Samar**

ECHO Rapid assessment is ongoing. OCHA is setting up a coordination hub in Guiuan. Based on preliminary information it looks that Samar has so far been neglected in the response effort, possibly because it takes 3 days of waiting to cross by ferry to the north of the island. Supply depends mainly on ships and planes. A lack of fuel is also a problem for further distribution of relief items. Similar to other areas food is reportedly the biggest need, followed by materials for basic shelter.

The two CP team members deployed on 17 Nov to Guiuan (Samara island) reported that all villages and towns from Marabut to Guiuan are 90 to 100% damaged. In Guiuan city the level of damage is up to 90%.

**Status of health posts:**

<table>
<thead>
<tr>
<th>Eastern Samar</th>
<th>Borongan Doctors hospital</th>
<th>Functional</th>
</tr>
</thead>
<tbody>
<tr>
<td>Eastern Samar Provincial Hospital</td>
<td>Partly functional</td>
<td></td>
</tr>
<tr>
<td>Mc Arthur Community Hospital</td>
<td>Partly functional</td>
<td></td>
</tr>
</tbody>
</table>
Infrastructure damage at Guiuan (Copernicus satellite image):

**Tacloban**

**Wash**

The Tacloban city water distribution central point is now operational and able to pump clean water into the system – the system still needs to be repaired.

Hygiene promotion, sanitation and public safety messages are being distributed by radio – however, very few people have an operating radio. 2500 families have been provided with hygiene kits. Sanitation remains a priority issue.

**Food**

Food distribution remains a big challenge, though many supplies have been delivered. It was noticed that people are going to Ormoc to get food.

**Shelter**

First distributions for tents have begun and are expected to increase. There is a need to identify suitable sites outside the city for shelter installation. UNHCR is also bringing shelter and NFIs.
Example of infrastructure damage in Tacloban (Copernicus satellite image)
**Education**

13 sites have been identified where schooling can start and first initial lessons are soon to begin. A major constraint lies in the fact that many IDPs are living in classrooms – they need immediate shelter to allow schools to open – the issue is being addressed by the respective cluster.

**Telecommunications**

OSOCC VSAT will be operational on 18 Nov. ETC cluster meetings have not yet started, the first logcluster meeting will take place on 18 Nov.

**Logistics**

A barge is arriving.

UNHAS fixed wing service to start passengers rotation between Manila, Cebu – Ormoc – Tacloban

Temporary warehousing will be setup at the airport

Trucks are availability in the local market

WFP conducted a rapid assessment of the harbour in Tacloban: the harbour is operable but labour might be a problem

**Protection**

Communities in remote areas must still be reached and their needs might be different. Security might be an issue and all actors have been encouraged to report any activity in this regard.

Child protection:
- Identification of unaccompanied children is a priority
- This is an area exposed to human trafficking and sexual exploitation; the risk is now exacerbated
- Safe spaces for children and women are being set up

**Health**

Medical waste management is a major issue and also quality of water for medical facilities. Support is needed for monitoring acute malnutrition and food for patients in the hospitals.

<table>
<thead>
<tr>
<th>Tacloban City</th>
<th>Divine Word hospital</th>
<th>Bethany Hospital</th>
<th>RTR Hospital</th>
<th>Tacloban City Hospital</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Non functional</td>
<td>Partly functional</td>
<td>Partly functional</td>
<td>Non functional</td>
</tr>
</tbody>
</table>

**NATIONAL AND INTERNATIONAL RESPONSE**

All national stakeholders –

- National Disaster Risk Reduction and Management Council (NDRRMC)
- Department of Health (DoH).
- Department of Social Welfare and Development (DSWD).
- Secretary General of Interior.
- Secretary General of Defense.
- All emergency services (Police, Fire etc)
- Numerous Filipino Non Government Organizations (NGOs).
are involved in the emergency response and visible on the ground. The military are maintaining civil order and security, providing transport logistics (road and air) and humanitarian protection (convoy protection and security).

A logistical coordination hub has been established at Cebu airport (military) since 13 Nov operated by NDRRMC, DSWD, and DOH in cooperation with the military, supported by the EUCPT (Coordination and logistics experts). The supply chain for the affected areas is centralized at Cebu airport.

A coordination center has been established in Tacloban, Leyte Sport Academy (Grand stadium), where the national civilian and military actors are working in cooperation. The main objective is to deliver assistance. On the 16th the NDRRMC started cleaning the roads from debris in order to re-establish a functioning road network transport.

Currently there are 60 international organizations and 110 personnel deployed in the Philippines @ 16/11/12 (Source UNDAC). The international coordination mechanism under the direction of the United Nations (UN) is now fully established and supported by the international actors on site. The OSOCC is based at Tacloban (Grand Stadium), with a plan to establish two additional sub OSOCCs at Guiuan, and Ormoc, in order to facilitate the overall humanitarian assistance over the wider area. UNDAC is supporting the clusters and ensuring overall coordination.

A Reception and Departure Centre (RDC) was established at Tacloban airport by members of the first UNDAC team that arrived. It is supported by one member of the EUCP team since the 14th.

The EUCPT has established its presence in all strategic points of the response mechanism and is fully embedded across a number of references supporting the overall coordination of the international and national community.

These functions include-

•Supporting the incoming assistance from EU.
•Supporting the NDRRMC logistical hub at Cebu airport with a coordination and logistics capability.
•Liaison with the NDRRMC and Major of Tacloban (at the request of the UN interim Deputy Humanitarian Coordinator).
•Supporting the UN OSOCC and the Reception and Departure Centre RDC.
•Supporting the establishment, setting up, and running of the two additional sub OSOCCs by dispatching 2 members to the Guiuan OSOCC)

International Medical Teams deployed-

•Australia-DZR Airport San Jose Tacloban City
•US/Canada-RTR Plaza
•Malaysia-DZR Airport San Jose Tacloban City
•Germany (Humedica)- Basey
•JICA (Japan) - Rizal Park
•Israel-City Health Office
•B-Fast-Palo Schisto Hospital
•ISAR –German - Palo Schisto Hospital
•France (MSF)-Burauen and Ormoc City
•UK-Guianan and Ormoc City
•Koica (Korea) -DW Hospital

The Commission will provide € 20 m in total so far (10 m humanitarian assistance, 10 m reconstruction aid). Together, Member States and Commission now stand at over € 95 m in funding for this emergency. Norway has announced to increase its contribution to an equivalent of € 25 million.

The UN declared a level 3 emergency and launched an appeal for 301m USD. According to the latest OCHA report this is funded for 74m USD (24 %) as of 17 Nov.
**Key gaps identified at this stage**

Emergency work in support of the humanitarian response for clearing, rehabilitating and reconstructing key infrastructure clearance is in great need.

Logistical Support and supply chain management is gearing up and should be under control by Monday, 18 November.

Shelter supply is urgently needed.

**Preliminary Conclusions and further steps**

1. Continue to support the international coordination (OSOCC) with a EUCP team and any assessment activities to enhance the delivery of humanitarian assistance.

2. Continue to support NDRRMC logistical coordination hub at Cebu Airport.

3. Continue the international coordination liaison role with the major of Tacloban, other locals and regional authorities where appropriate. This has currently been tasked to the EUCPT at the request of the UN interim Deputy Humanitarian Coordinator (HC).

4. Report to / inform the Member States of the assistance needs and facilitating any offers through the EU Civil Protection Mechanism to the international response effort.

5. Explore the possibility of shelter assistance, as the response transitions into the medium to long-term humanitarian and recovery phase.

6. Maintain the visibility of the EUCP Mechanism and ECHO as well as and supporting the international partners.

7. Contract the latest tranche of € 7M, announced by Commissioner Georgieva on 16 November, to humanitarian partners as a matter of urgency.

8. Finalize needs assessments, in order to complete the identification of remaining gaps. This will provide a basis for defining ECHO's future strategy in the response to this crisis.

9. Continue monitoring the response and the evolution of the situation.

10. In view of the massive needs envisage a further increase in ECHO humanitarian funding.