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Rapid Damage Assessment and Needs Analysis (RDANA)

Super Typhoon Leon (international name: Kong-Rey), Typhoon Marce (Yinxing), Severe Tropical Storm Nika (Toraji), Super Typhoon Ofel (Usagi), and Super Typhoon Pepito (Man-yi)

4 December 2024



“Total destructions as far as the eyes can see,” said a resident of Barangay Dinadiawan, Dipaculao, Aurora, whose house was totally destroyed. (© WFP/Arlene Robles). WFP was the first UN agency to access the barangay after the road was partially opened two days after super typhoon (STY) Pepito hit the area. STY Pepito also heavily damaged the coconut, banana, and papaya plantations in the area, making the recovery efforts more challenging in areas affected by the six successive typhoons within 25 days.

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Executive Summary



Vulnerable communities in affected areas in Bicol, Cagayan Valley and Central Luzon regions face a dire food security situation. Food and water remain the top priority needs for the affected population. These needs are especially critical for people in evacuation centres (ECs), communities heavily impacted, areas isolated due to damaged roads/bridges, water sources, and communication systems.



In the immediate term, the prospect for food security is highly concerning. In areas hit by six successive typhoons within 25 days, the affected population did not have sufficient food stocks as the expected harvest, which takes place in October and November, was greatly disrupted. They are expected to remain dependent on food assistance from the government and non-government sectors. Communities require cash to buy food and start their livelihood recovery.



It may take some time for the main livelihood of the affected population to recover. The main sources of income (farming, fishing, transport services, tourism-related services, etc.) were heavily disrupted by the successive typhoons. The first five typhoons disrupted the most important stages of rice and corn cropping in the country (harvest season in October-November and planting season starting in November). STY Pepito further aggravated the cultivation efforts for perennial crops and prospects for tourism.



Aside from the food security challenges, the affected populations are facing other immediate needs such as **the repairment of their damaged shelters and restoration of electricity and communication systems.**

Executive Summary



The Government started distributing family food packs (FFPs), but this may not be sufficient to immediately address the critical needs of people. At the time of the assessment (18-20 November), the national and local governments started distributing FFPs and augmenting the prepositioned supply of FFPs in many barangay and municipal governments' offices ahead of the incoming typhoons. While the Government prepositioned FFPs as a preparedness measure, the actual distribution of FFPs as part of the response was delayed in many areas, especially the hard-to-reach communities. In these locations, affected populations had to wait for a few days until roads were cleared and re-opened, for additional FFPs to be delivered.



WFP has worked with the national and local governments to address some of the critical communications needs of the affected population. Supported by WFP, national and local branches of the Department of Information and Communications Technology provided telecommunications support by deploying connectivity equipment through the [Government Emergency Communications System - Mobile Operations Vehicles for Emergencies](#) (GECS-MOVE) sets and satellite resources. However, challenges persist due to limited bandwidth and insufficient power supply.



WFP has supported the Department of Social Welfare and Development (DSWD) in reaching **1.6 million people with life-saving food assistance** in impacted regions, by mobilizing 200 trucks to deliver 317,800 FFPs and essential non-food items from DSWD and the Office of Civil Defense (OCD) warehouses (as of 2 December 2024). WFP also supported the installation of [mobile storage units](#) (MSUs) in Albay, Batanes, Camarines Sur, and Catanduanes to provide secure storage for relief goods.



The critical gap is access to cash in the worst affected areas. The affected populations do not have enough cash at hand because they were not able to harvest their crops, and it may take some time for their sources of income to recover. While the Government has been providing much-needed FFPs, these are not enough to address the significant needs of the affected population. As such, access to cash is a priority for the affected population. Addressing this promptly is crucial to prevent further deterioration of food security in the assessed areas.

Executive Summary

Recommendations for WFP



Augment the Government's FFP response with cash assistance, beyond the provinces of Albay and Camarines Sur to include the worst-hit areas in Bicol, Cagayan Valley, and Central Luzon. The cash-based transfers will address the food security and other essential needs of the affected populations and will support the ongoing response efforts of the Government.



To expedite the response, **leverage shock-responsive social protection programmes** and use pre-existing lists of households vulnerable to food insecurity (such as those in DSWD's 4Ps: Pantawid Pamilyang Pilipino Program) in the areas most affected by flooding, identified in WFP's initial RDANA report released on 4 November 2024. This approach would accelerate the response, allowing affected families to meet their essential food needs more promptly.



Prioritize the worst-affected areas in each of the provinces assessed by WFP. Coordinate the response initiative with humanitarian partners to complement response efforts in the affected areas.



In Tiwi, Albay, WFP conducted a rapid damage assessment and needs analysis following the impacts of STY Pepito (Man-yi).
© WFP/Earvin Perias

Background

- Within 25 days, [six successive tropical cyclones](#) (three of which were super typhoons) hit the Philippines.
- On 24 October, severe tropical storm (STS) Kristine (international name: Trami) triggered widespread flooding and landslides across Luzon, Visayas, and parts of Mindanao. A few days after, super typhoon (STY) Leon (Kong-rey) affected several provinces battered by STS Kristine, including Batanes hit by Typhoon Julian (Krathon) in early October.
- STS Kristine and STY Leon impacted 17 out of 18 regions in the Philippines. In early November, typhoons Marce (Yinxing) and Nika (Toraji) affected already-flooded communities, particularly in Bicol, Cagayan Valley, Central Luzon, and Ilocos Region.
- STY Ofel (Usagi) made landfall in Cagayan Province, which heavily suffered from typhoon Marce's impacts. Shortly after STY Ofel exited the country, STY Pepito (Man-yi) entered the Philippine Area of Responsibility on 14 November and made two landfalls: first in Catanduanes on 16 November and then in Aurora on 17 November. Coastal communities particularly suffered significant damage from destructive winds and tidal surges caused by STY Pepito in both the Bicol Region and Central Luzon provinces.

Multiple storms hit Philippines

Six tropical storms in about 5 weeks have threatened the Philippines, putting the country on successive alerts.



Sources: National Institute of Informatics, JTWC

Note: Forecast tracks as of Nov. 14, 00:00 GMT

AFP

Background

- The recent typhoons have affected almost 15 million people. Nearly 316,000 houses were damaged, forcing thousands of families to seek shelter in evacuation centres or makeshift structures. More than 154,000 ha of crop fields (equivalent to 380,380 football fields) were destroyed, affecting nearly 172,000 farmers and fisherfolk. Damage to agriculture, housing, and infrastructure from these typhoons amounts to US\$366 million (PHP 21.5 billion).^{*} Other livelihood activities such as fishing, tourism-related work, transport services, and small-scale businesses (i.e., street vending) were also affected.
- The overall impacts of the typhoons resulted in more than 170 deaths and 150 injuries.

^{*} Figures are based on the latest situation reports published by the [Department of Social Welfare and Development](#) and [National Disaster Risk Reduction and Management Council](#).



A damaged house in Santa Ana, Cagayan where Typhoon Marce (Yinling) first made landfall.
© WFP/Nicole Pagulong

Assessment: Objectives and methodology

The United Nations World Food Programme conducted a **rapid damage assessment and needs analysis (RDANA)** in the aftermath of STY Pepito. However, this RDANA report should not be considered as a separate document but a complementary to the [RDANA report released on 4 November](#). Note that this report follows the same structure of presentation of the general situation, needs of the affected population, responses from the Government and other stakeholders, and recommendations.

It is important to note that this report does not cover all affected municipalities, and primarily focuses on the food security, logistics, and telecommunications sectors.

Despite the resource and logistical challenges, WFP mobilized an assessment team to cover four affected provinces from 18 to 21 November, with the following objectives:

- i. Conduct RDANA with a focus on food security considering protection, gender and disability inclusion;
- ii. Coordinate with regional and local partners for ongoing WFP initiatives (cash assistance top-ups using 4Ps, a DSWD social assistance programme); and
- iii. Check the conditions and capacity of local logistics hubs/warehouses.

As part of the RDANA, WFP staff based in Cagayan Valley (Region II), Central Luzon (Region III), and Legazpi (Region V) undertook assessments of i) Cagayan Province, ii) Aurora Province, and iii) Camarines Sur and Catanduanes, respectively.

WFP assessment teams were composed of emergency preparedness and response managers, logisticians, protection experts, cash-based transfer specialists, and data analysts. The team conducted **key informant interviews** and collected field observations using the multi-sector **Rapid Needs Assessment Form** and **Debriefing Form** developed by the Inter-Cluster Coordination Group led by the UN Office for the Coordination of Humanitarian Affairs.

Assessment: Objectives and methodology

The assessment team visited 25 areas in 4 provinces heavily affected by the series of typhoons:

- i. **Aurora:** Two typhoons (Nika and STY Pepito) made landfalls on 11 November and 17 November, respectively. Dingalan, Dipaculao, Maria Aurora, and San Luis municipalities were assessed.
- ii. **Cagayan Province:** Two typhoons (Marce and STY Ofel) made landfall on 4 November and 14 November, respectively. Abulug, Aparri, Ballesteros, Claveria, Sanchez Mira, and Sta. Ana municipalities as well as Tuguegarao City were assessed.
- iii. **Camarines Sur:** The province was the most impacted by STS Kristine. Its interior municipalities were heavily flooded by the storm in late October. When STY Pepito passed through the Bicol Region on 16 November, the coastal municipalities in the northeastern portion of the province were affected. Caramoan, Garchitorena, Presentacion, San Jose, Siruma, and Tigaon municipalities were assessed.
- iv. **Catanduanes:** STY Pepito made landfall and heavily affected its coastal municipalities in the north. Before this, the province also experienced the effects of STS Kristine. Bagamanoc, Caramoran, Gigmoto, Pandan, Panganiban, San Miguel, Viga, and Virac municipalities were assessed.

Assessment Areas – Provinces of Aurora, Cagayan, Camarines Sur, and Catanduanes



Needs and Priorities

- The worst-affected areas visited by the assessment team are in a dire food security situation. **Food** and **water** remain the top priority needs for the affected population. These needs are especially critical for people in evacuation centres, communities heavily impacted, areas isolated due to damaged roads/bridges, water sources, and communication systems.
- **In the immediate term, the prospect for food security is highly concerning.** The affected population did not have sufficient food stocks as the expected harvest, which takes place in October and November, was greatly disrupted. They are expected to remain dependent on food assistance from the government and non-government sectors. Communities require cash to buy food and start their livelihood recovery.
- While the Government prepositioned FFPs as a preparedness measure, the actual distribution of FFPs was delayed in many areas, especially the hard-to-reach communities. In these locations, affected populations had to wait for a few days until roads were cleared for additional FFPs to be delivered.
- The main sources of income (farming, fishing, transport services, tourism-related services, construction work, etc.) were disrupted by the successive typhoons. The first five typhoons have disrupted the most important stages of rice and corn cropping in the country (harvest season in October-November and planting season starting in November). STY Pepito further aggravated the cultivation efforts for perennial crops and prospects for tourism.
- In the northern part of Aurora, for instance, the assessment team witnessed the destruction of many farms planted with coconuts, bananas, and papaya. Many local beach resorts were also destroyed. These businesses require substantial resources to repair their establishments, to benefit from the holiday season. Some owners of the local resorts were reportedly planning to close their operations, in view of the time taken for restoring heavy losses. This will have further negative impacts on the livelihood in the affected areas.

Needs and Priorities

- The markets and other business establishments are already operational in parts of the assessed provinces that were not heavily affected, such as Baler Municipality in Aurora and Tuguegarao City in Cagayan Province. However, due to the destruction of electricity lines, many people are incurring additional expenses for using generator sets. In hard-to-reach areas, communities, retailers, and business owners in the markets are starting to re-open their stores. Due to access constraints, several traders interviewed by the assessment team anticipate a rise in commodity prices soon.
- Key informants that are transitioning toward early recovery such as those in San Luis and Maria Aurora municipalities of Aurora Province have expressed the need for **cash assistance** to support the livelihood recovery and mitigate the impact of the anticipated rises in commodity prices.



In Aurora Province, the WFP assessment team checked local markets to understand the situation of local livelihoods and availability of goods after the super typhoon's onslaught. © WFP/Arlene Robles

Needs and Priorities

Province of Aurora

- The immediate needs identified by key informants include **food** and **shelter repair materials**. Other urgent needs are water, medicines, gasoline for generators, due to the lack of electricity in the entire province, as well as psychosocial trauma interventions.
- In Dipaculao Municipality, **reliable communication lines** were the priority needs, especially in the three coastal barangays that were isolated for three days since the landfall of the STY Pepito. During these days, mobile phones and internet connections were entirely down, and the handheld radio communication system was not effectively working.
- While FFPs were already prepositioned in many barangays and at the municipal government offices ahead of the super typhoon, the actual distribution in the isolated barangays happened 1-2 days after the super typhoon left. This is attributed to the fact that most barangay captains wished for a blanket relief distribution rather than immediate, limited assistance to avoid potential criticism of their constituencies.
- Due to multiple landslides in isolated barangays, delivery of additional FFPs from the provincial DSWD (to augment the prepositioned FFPs) only began on 19 November when the road was partly cleared of debris and (partially) opened by the Department of Public Works and Highways (DPWH).



Schools and infrastructure assets in Dipaculao, Aurora were severely damaged by STY Pepito. © WFP/Arlene Robles

Needs and Priorities

Province of Aurora

- In areas, such as San Luis and Maria Aurora municipalities, where the number of affected coastal barangays was smaller, the local government units (LGUs) were transitioning towards early recovery two days after the super typhoon made landfall. Key informants from these LGUs have expressed the need for **multi-purpose cash assistance** and **cash-for-work programmes** to support the families engaged in various livelihood activities such as fishing, agriculture, tourism, and transport services.
- The **livelihoods have been severely impacted** by STY Pepito, especially the cultivation of **perennial crops** (i.e., coconut, banana, and papaya) and **high-value crops**. Rice and corn farming have not been severely affected, as the seasonal calendar of these two crops is currently in the planting and vegetative stages when the typhoon hits, Future climate shocks may pose additional constraints, as there is a high risk of further landslides. The destruction of the region's mountain forest cover and the already saturated soil, due to heavy rainfall, significantly increase the level of impact.
- Among the four areas assessed, Dipaculao Municipality suffered the heaviest destruction in infrastructure, livelihood, and houses. According to key informants, it will take a few months to repair the road that connects to the isolated barangays, as well as electricity and internet connections.



STY Pepito left extensive damage to crops in Aurora Province. The above photo shows fallen coconut trees in the aftermath of the super typhoon.
© WFP/Arlene Robles

Needs and Priorities

Province of Aurora

- It is also unclear when children will be able to return to school, especially in the two barangays of Dipaculao and Dinadiawan where both the elementary and high school buildings were completely damaged. In Barangay Borlongan, the national high school was significantly destroyed.
- Families are staying in evacuation centres, with other relatives, and/or neighbours' places, due to damaged houses. Though not directly voiced out by people that the assessment team has spoken to, this situation may result in a lack of privacy, overcrowding, and limited access to WASH (water, sanitation, and hygiene) facilities for both host families and evacuees. These conditions could raise gender and protection concerns, especially since electricity is not expected to be restored soon due to damaged electric posts.



WFP staff surveys the infrastructure damage caused by STY Pepito in Dipaculao, Aurora.
© WFP/Arlene Robles

Needs and Priorities

Province of Cagayan

- **Food and water** were identified as the top priority needs in the assessed areas. In Sanchez Mira, local respondents expressed concerns about the impact of the destruction of the local slaughterhouse on the supply of meats in their municipality. In Ballesteros, the key informants were highly concerned about the **increasing prices of basic commodities**.
- Although the Government prepositioned FFPs in anticipation of STY Pepito, key informants from the municipalities of Abulug, Ballesteros, and Claveria reported the need for additional FFPs to supplement those already prepositioned.
- Key informants from Abulug, Ballesteros, Claveria, and Sanchez Mira voiced **cash as a priority need** to assist the livelihood recovery of farmers, fishermen, and small business owners to restore their assets. Key informants from these areas also expressed **the need for cash** to support the affected population as they prepare for the impending increases in the prices of goods.
- Other priority needs identified include **shelter repair kits** and **construction materials** (roofing materials, nails, lumber, etc.) to repair their houses. Other institutional needs identified were portable broadband internet connection (preferably Starlink), warehouses (Claveria, Sanchez Mira, and Santa Ana), and rubber boats (Claveria).



A collapsed house in Claveria, Cagayan where one casualty was recorded following the onslaught of Typhoon Marce (Yinling). © WFP/Nicole Pagulong

Needs and Priorities

Province of Camarines Sur

- Key informants from the municipalities of Caramoan, Garchitorena, Presentacion, and Siruma identified **shelter repair kits** and **food** as their top priority needs. In Siruma, clothing is an additional need identified by key informants.
- The need for shelter kits and food is evident in the coastal and island barangays of Caramoan and Garchitorena. Both municipalities suffered more significant damages compared to the other four municipalities that were assessed.
- In the coastal and island communities of Garchitorena, houses made of light materials were destroyed. A total of **292 houses** were reported to be totally damaged, while 1,382 shelters were partially damaged. According to the DSWD Disaster Response Operations Management, Information (DROMIC) Report (22 November), 344 families (or 1,720 individuals) were still staying in evacuation centres.
- In Caramoan, 15 out of the 49 barangays are coastal and island barangays reported significant damages, with **493 houses completely damaged** and 3,282 partially damaged. As of 22 November, DSWD DROMIC recorded 895 families (3,925 individuals) inside the town's evacuation centres, while 1,414 families (7,070 individuals) are staying with relatives.
- During the assessment, it was evident that some families were returning to their communities to repair their houses. The repair of their shelters preoccupied their time from work, and they remained dependent on the FFPs given by the Government.



WFP met with the Municipal Disaster Risk Reduction and Management Office in the Municipality of Calabanga in Camarines Sur after STY Pepito struck. © WFP/Earvin Perias

Needs and Priorities

Province of Catanduanes

- Significant disruptions have been reported in the provincial situation report as of 17 Nov. A total of 249 barangays across 11 municipalities were affected. At the time of the assessment, 14,414 families (51,819 individuals) remained in the evacuation centres, while 6,662 families (21,826 individuals) were staying with their relatives.
- FFPs are currently being provided by the Government. However, there are concerns about sustaining this assistance as the crisis continues. **Potable water** is critical as most water sources in the affected areas have been compromised, raising the risk of a waterborne disease outbreak. The disruption of the water supply was most prominent in Gigmoto, Pandan, and Virac.
- Farmers and fishermen urgently need **alternative livelihoods**. Reliance on monocropping of abaca is not sustainable, as it normally takes up to two years for the crop to recover after it was damaged. Also, fishing became an unreliable source of income, especially in a scenario where fishermen are not allowed to go to sea due to the successive arrival of typhoons in the country.
- **Shelter repair kits** are another pressing need given that 979 houses were totally damaged and 2,533 residential units were partially damaged.
- **Connectivity** is another priority need in the province. Immediate action is required to restore electricity and network access across Catanduanes. Additionally, road clearing must be completed, as current access is limited to light vehicles only.



In the coastal community of Biong, Gigmoto in Catanduanes, 9 out of 11 houses in the area were washed out by storm surges caused by STY Pepito. © WFP/staff

Emergency Response

- The national and local governments and non-government organizations (NGOs) have been providing assistance to the affected population in response to the impacts of the six typhoons that hit the country within 25 days.
- The DSWD DROMIC report (as of 22 November) stated that the total cost of assistance provided to the affected population was PHP 76 million (US\$1.3 million).
- In the same report, it was stated that the DSWD field offices in Bicol, Cagayan Region, and Central Luzon regions still have a combined standby fund and a stockpile of FFPs and non-food items amounting to PHP 276 million (US\$5 million).
- The provincial and local government units also reported that they have provided support (i.e., hot meals, FFPs, etc.) to people at evacuation centres at various periods of the emergency response in the last four weeks.
- DPWH was heavily engaged in road clearing operations, and NGOs and UN-led cluster members have helped address the various priority needs of the affected people.
- Joint assessments were taken place: DSWD and WFP conducted RDANA, and the Department of Human Settlements and Urban Development (DSHUD) and the International Organization for Migration (IOM) assessed the situation and distributed 1,000 pieces of shelter repair kits and tarpaulins to the affected communities in Aurora.
- WFP and DSWD have provided cash assistance through 4Ps to an initial 72,180 people (14,436 families with children under 5) in Albay and Camarines Sur, two of the most affected provinces by STS Kristine in the Bicol Region.
- The Philippine Red Cross (PRC) has been deploying humanitarian caravans to typhoon-hit areas. On 13 November, PRC sent a water tanker, two food trucks, a cargo truck with relief items, a 6×6 truck and two service vehicles and an emergency response team for possible rescue and clearing assistance to Aurora, Cagayan and Isabela provinces. PRC sent additional assets consisting of a food truck, a 6×6 truck, a rescue boat, and an emergency response team to Cagayan Province.

Emergency Response

- WFP has been providing logistics support for the Government's response to multiple typhoons. As of 2 December, WFP has supported the Department of Social Welfare and Development (DSWD) in reaching **1.6 million people with life-saving food assistance** in impacted regions, by mobilizing 200 trucks to deliver 317,800 FFPs and essential non-food items from DSWD and OCD warehouses.
- WFP has supported the installation of MSUs in Albay, Batanes, Camarines Sur, and Catanduanes to provide secure storage for relief goods. Each MSU can store up to 500 mt of relief items (or 22,500 family food packs that can serve 112,500 people).
- An additional MSU will be deployed to Legazpi, Albay, and will also be installed with WFP's assistance. WFP is ready to provide additional logistics support and technical assistance to DSWD and OCD.
- In anticipation of STY Pepito, WFP supported the Department of Information and Communications Technology (DICT) in deploying a GECS-MOVE unit to provide data connectivity in Catanduanes Province (Bicol). WFP conducted assessments and installed communications equipment (including satellite units) to further restore telecommunications in eight municipalities in the province. Currently, the GECS-MOVE unit is supporting local relief operations and communities.
- WFP also assisted DICT in deploying a GECS-MOVE unit to Aurora, Quezon Province as electricity and connectivity remain interrupted. WFP's support included conducting assessments, troubleshooting, and installing essential connectivity equipment.

Emergency Response

Province of Aurora

- Distribution of FFPs is ongoing in accessible affected areas. DSWD, through its provincial satellite office, has been augmenting the prepositioned goods at the local government units.
- Clearing operations, led by DPWH, in coordination with provincial and local government units, are ongoing.
- Repairs of destroyed power lines are ongoing. However, most key informant interviews indicated that it might take several months for electricity to be restored. At the time of the assessment, most business establishments were using generator sets to restart their businesses. In one part of Baler, the assessment team saw many people buying generator sets.
- In some places, like Dipaculao, schools and designated evacuation centres were used to house evacuees. The local governments usually shoulder the food and other essential needs of the evacuees.



DSWD family food packs were unloaded from WFP-deployed trucks in Santa Maria, Isabela.
© WFP/Nicole Pagulong

- Various governments and NGOs have started undertaking rapid damage assessment and needs analysis. While in the field, IOM teamed up with DSHUD to commence their assessment and distribute shelter materials. The WFP-DSWD team also met the assessment teams of DPWH and the field teams of the Department of Education.
- The provincial government has declared a state of calamity for the province of Aurora. This will enable the affected LGUs to access their Quick Response Fund and, at the same time, put in place a price ceiling for the cost of basic commodities.

Emergency Response

Province of Cagayan

- Based on the Situation Report No. 12 issued by the Cagayan Valley Disaster Risk Reduction and Management Council (DRRMC) on 22 November, the total amount of assistance provided to the population affected by TY Nika, STY Ofel, and STY Pepito is PHP 146 million (US\$2.6 million). The assistance provided to the affected families is composed of FFPs, hygiene kits, modular tents, and bottled water.
- Like in other provinces and cities, national and local government units in the assessed areas have provided hot meals to the residents of flooded areas who did not go to the evacuation centres. In addition, the local units of the Philippine Army distributed drinking water to the residents of flooded communities in Enrile, Cagayan.
- The government assistance was complemented by non-government interventions. For instance, shelter repair kits and tarpaulin from USAID were distributed by OCD for the people's temporary housing needs.
- As of November 20, the local government reported that telecommunications operations and power supply in Cagayan Valley have returned to normal. Prior to this, a GECS-MOVE unit was deployed to establish connectivity sites while telecommunication services were being restored. Additionally, WFP deployed satellite communications equipment and provided technical and troubleshooting support for the GEC-MOVE deployment.
- WFP also supported the DSWD in reaching 102,000 people by transporting 20,400 FFPs via 12 trucks.

Emergency Response

Province of Camarines Sur

- DSWD and the provincial government have reported providing FFPs and hot meals to all municipalities in the province. However, some respondents have raised some concerns with the provision of the FFPs. Some said that these were insufficient to meet their needs, with some families claiming they have not received any relief items. In Caramoan, the distribution of FFPs and other relief goods is ongoing to address the significant demand. Notably, one barangay in Garchitorena indicated that families who evacuated have not received any assistance.
- In other areas, the situation has started to improve. The Municipal Disaster Risk Reduction and Management Offices (MDRRMOs) of Tigaon and San Jose reported that the needs of the affected population have been met by the local government. The municipality of Tigaon also distributed 91 hygiene kits.
- Water supply was not interrupted in any of the municipalities assessed. This ensured that evacuees had access to clean water. Toilets were accessible in evacuation areas, and no health issues among evacuees were reported, highlighting the effectiveness of the WASH interventions.
- Classes were not suspended in San Jose and Tigaon. However, classes were suspended in Caramoan and Presentacion due to the extent of the damage.
- Telecommunication lines are functioning in Tigaon, but the service is poor in San Jose and limited in Presentacion. The cellular signal remains weak in Caramoan, posing challenges for coordination.
- WFP assisted the Government in restoring connectivity in the area through technical assistance in the deployment of a GECS-MOVE unit as well as the installation of three satellite communications equipment in evacuation centres in Milaor, Minalabac, and Pili. Each satellite can help connect over 500 users daily.
- WFP has supported the installation of MSUs in Camarines Sur to provide secure storage for relief goods. Additionally, WFP supported the DSWD in reaching 84,500 people by transporting 16,900 FFPs to the province (as of 2 December).

Emergency Response

Province of Catanduanes

- Key response actions undertaken by the local governments included the activation of emergency operations centres, rescue efforts, road clearing, coordination with local disaster risk management offices, and dissemination of advisories.
- Emergency operations are ongoing with a focus on clearing roads, restoring utilities, and assisting displaced populations.
- Regular updates and coordination with local agencies ensure situation reporting and timely dissemination of information.
- All communication systems in Catanduanes were down at the onset of STY Pepito. In response, WFP spearheaded the deployment of communications equipment and support, including a GECS-MOVE unit to the province. WFP conducted telecommunications assessments across eight municipalities and began installing the necessary equipment. As of 3 December, telecommunications assessments and installations were completed in the capital City of Virac, while efforts to finalize installations as well as subsequent monitoring in the other municipalities remain ongoing.
- WFP has supported the installation of MSUs in Catanduanes to provide secure storage for relief goods. WFP supported the DSWD in reaching 25,500 people by transporting 5,100 FFPs (as of 2 December).



Students in Virac, Catanduanes use the internet connectivity provided by the WFP co-designed GECS-MOVE unit to do schoolwork. © WFP/John Lobaton

Gaps

- The Government implemented commendable actions when it imposed a strict pre-emptive evacuation and prepositioned FFPs. However, issues started to come up when STY Pepito changed its trajectory. Many communities that were affected by the super typhoon became isolated. The prepositioned FFPs in those areas proved to be insufficient as the super typhoon affected more families than expected. For isolated barangays like Dinadiawan in Dipaculao, Aurora where DSWD had difficulty transporting additional FFPs due to access constraints, this created some delays in the distribution of much-needed food relief.
- Despite the proactive efforts of the Government, NGOs, and humanitarian agencies to address the urgent needs, **the food security situation** in the worst-hit areas is expected to remain **dire in both the short- and medium-term**. Many affected families are without sufficient food stocks and lack the financial means to purchase or replenish them. This is primarily due to crop losses caused by the series of typhoons, with some families unable to harvest before the storms struck, while others reported damage to their remaining food stocks from the latest super typhoon. In Dipaculao, Aurora, some residents were drying their rice under the sun because it got wet at the height of the super typhoon.
- Delayed or insufficient access to food could result in an increased malnutrition (wasting). It could also impact the health of groups vulnerable to food insecurity, especially the elderly, persons with disabilities, and pregnant and breastfeeding women and girls.
- The need to repair damaged houses may take some resources away from many affected families to access nutritious food.
- As noted in the [RDANA report](#) prepared by WFP on 4 November, the affected families will also have to deal with potential increases in the prices of essential goods. The supply of goods is impeded due to access constraints of damaged roads, and increasing consumer demand for the holiday season may soon be observed in the local markets.
- Given these circumstances, the most pressing need that remains unaddressed is access to **cash**. The lack of financial assistance for affected populations is a critical gap that, if not addressed promptly, could worsen the food security situation in the assessed areas.

Gaps

The identified gaps will most likely be felt in the 15 areas considered by the assessment team to be the worst affected. These areas include, but are not limited to:

- The municipality of Dipaculao in Aurora Province;
- The municipalities of Abulug, Ballesteros, Claveria, and Sanchez Mira in Cagayan Province;
- Caramoan and Garchitorena in the Province of Camarines Sur; and
- Bagamanoc, Baras, Caramoran, Gigmoto, Pandan, Payo, San Andress, and Viga in the Province of Catanduanes.



Up: In Aurora Province, the WFP assessment team checked local markets to understand the situation of local livelihoods and availability of goods after the super typhoon's onslaught. © WFP/Arlene Robles

Bottom Left: The Philippine Army distributed drinking water to flooded houses in Enrile, Cagayan. © Region 2 Response Cluster.

Bottom Right: WFP visited a coastal barangay in Garchitorena, Camarines Sur where houses made of bamboo and nipa leaves were damaged STY Pepito. © WFP/Alicia Follosco

Recommendations

Based on the results of the needs assessment, the assessment team recommends the following interventions to augment the Government's ongoing response to leave no one behind:



Augment the Government's FFP response with cash assistance, beyond the provinces of Albay and Camarines Sur to include the worst-hit areas in Bicol, Cagayan Valley, and Central Luzon. The cash-based transfers will address the food security and other essential needs of the affected populations and will support the ongoing response efforts of the Government.



To expedite the response, **leverage shock-responsive social protection programmes** and use pre-existing lists of households vulnerable to food insecurity (such as those in DSWD's 4Ps: Pantawid Pamilyang Pilipino Program) in the areas most affected by flooding, identified in WFP's initial RDANA report released on 4 November 2024. This approach would accelerate the response, allowing affected families to meet their essential food needs more promptly.



Prioritize the worst-affected areas in each of the provinces assessed by WFP, namely:

- The municipality of Dipaculao in Aurora province;
- The municipalities of Abulug, Ballesteros, Claveria, and Sanchez Mira in Cagayan province;
- Caramoan and Garchitorena in the Province of Camarines Sur; and
- Bagamanoc, Baras, Caramoran, Gigmoto, Pandan, Payo, San Andres, and Viga in the Province of Catanduanes.



Continue to coordinate the response initiative with other UN agencies (i.e., FAO in Catanduanes) to complement the humanitarian efforts in the affected areas.

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Acronyms

4Ps	Pantawid Pamilyang Pilipino Program	IOM	International Organization for Migration
APSEMO	Albay Public Safety and Emergency Management Office	LGUs	Local government units
DICT	Department of Information and Communications Technology	MDRRMOs	Municipal Disaster Risk Reduction and Management Offices
DROMIC	Disaster Response Operations Management, Information and Communication	MSUs	Mobile storage units
DPWH	Department of Public Works and Highways	NGOs	Non-government organizations
DSWD	Department of Social Welfare and Development	OCD	Office of Civil Defense
DSHUD	Department of Human Settlements and Urban Development	OCHA	United Nations Office for the Coordination of Humanitarian Affairs
ECs	Evacuation centres	PDRRMO	Provincial Disaster Risk Reduction and Management Office
FFPs	Family food packs	PHP	Philippine peso
FAO	Food and Agriculture Organization of the United Nations	PRC	Philippine Red Cross
FSPs	Financial Service Providers	RDANA	Rapid damage assessment and needs analysis
GECS-MOVE	Government Emergency Communications System - Mobile Operations Vehicles for Emergencies	STS	Severe tropical storm
		STY	Super typhoon
		TY	Typhoon
		WASH	Water, Sanitation, and Hygiene
		WFP	World Food Programme

Resources

Philippines | World Food Programme (wfp.org)



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