



SAVING
LIVES
CHANGING
LIVES

Super Typhoon Odette

WFP Response Report

December 2022

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On 16 December, Typhoon Odette (international name 'Rai') swept through 11 of Philippines' 17 regions, leaving a trail of destruction in its wake. The typhoon severely affected close to 12 million people, damaging or destroying 2 million houses, and leaving tens of thousands of people displaced.

Many lost their livelihoods, particularly those who depend on agriculture or fishing to make a living. More than 533,000 farmers and fisherfolk were affected, with total damage and losses amounting to over USD 261 million according to the Department of Agriculture.

The typhoon exacerbated an already dire food security and nutrition situation, underpinned by economic downturn due to COVID-19 (Caraga's Gross Regional Domestic Product dropped by 7.2 percent in 2020). According to WFP's Fill the Nutrient Gap study, many families are unable to afford a nutritious diet in Central Visayas (42 percent), Eastern Visayas (49 percent), and Caraga (53 percent) while stunting prevalence in these regions is of very high public health significance.

The **Government of Philippines led humanitarian efforts** in affected regions. It welcomed international humanitarian assistance and invited the humanitarian community to scale-up collective efforts to save lives.

As one of the Philippine Government's key partners in emergencies, WFP was **among the first to respond following the onset of Typhoon Odette**. WFP worked in close partnership with government authorities and communities to scale up **food/cash assistance**,

augment logistics support, and provide emergency telecommunications services.

RESPONSE HIGHLIGHTS



330,000 people supported with cash, voucher and food assistance



117,000 people supported with food assistance for assets (FFA) activities



USD 11.5 million of cash and vouchers assistance transferred



23,000 bags of rice (50 kg) distributed (1,135 mt)



700,000 family food packs transported



24 sites supported with internet connectivity



EMERGENCY AND EARLY RECOVERY ASSISTANCE

Working closely with the national and local government and in line with the [Humanitarian Needs and Priorities \(HNP\)](#), WFP launched an emergency operation to support the most affected people in Caraga, Bohol, and Southern Leyte through a combination of in-kind food, vouchers and cash assistance. This was followed by early recovery activities to support communities rebuild the livelihoods they lost.

Emergency Assistance

IN-KIND FOOD ASSISTANCE

WFP started by providing in-kind food assistance to affected populations in isolated islands (Dinagat Islands and Siargao Island in Caraga region) while market and connectivity was still being restored.

WFP distributed 1,135 mt of rice to 113,000 people. Each family received 50 kg of rice. This included 50,000 people in Dinagat Islands, and 64,000 in Siargao Island. Distributions were implemented with WFP's partner CARE.

WFP procured locally grown rice in Mindanao, which enabled cost-efficiency and proximity to delivery areas. WFP turns to local suppliers wherever possible, thereby supporting local economies.

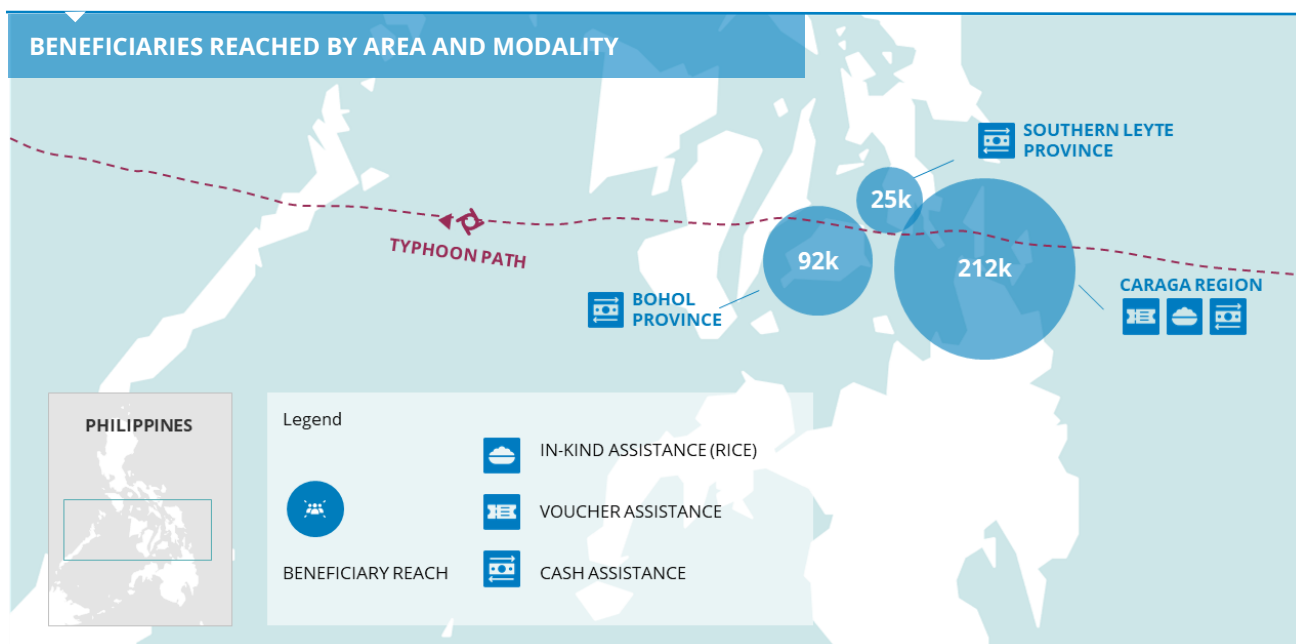
CASH AND VOUCHERS ASSISTANCE

WFP prioritized cash and voucher assistance in areas where markets were functional. **WFP reached 320,000 people with unconditional cash and voucher assistance during the emergency phase, distributing around USD 9 million** (PHP 475 million) directly to beneficiaries. Cash and vouchers can be an effective and efficient path to achieve food security and nutrition results. WFP uses cash to **empower people with means and choice to address their essential needs in local markets**, and **boost local markets** through the injection of cash.

WFP distributed cash assistance in Bohol, Southern Leyte, Dinagat Islands and Siargao, while voucher assistance was distributed in Surigao del Norte mainland. Distributions were implemented with WFP's partner Catholic Relief Services (CRS), Action Against Hunger (AAH), and CARE.

For cash assistance, WFP reached 224,000 people using a hybrid model of cash assistance in order to ensure most convenient way of disbursing cash to beneficiaries. WFP utilised the services of Financial Service Providers contracted under a long-term agreement as part of WFP's preparedness measure for any onset of an emergency. WFP was able to disburse cash in most difficult and remotest areas of the affected islands by disbursing cash through the agents located in local markets. Wherever this was not possible, WFP utilised the services of its partners, CRS and CARE.

Beneficiaries received a monthly transfer of USD 55 (PHP 2,900). To facilitate the implementation of the cash assistance programme, WFP transferred 2-month assistance in one payment.





For voucher assistance, 95,000 beneficiaries could use their **vouchers to purchase food for a value of USD 113 (PHP 5,600) per month** in selected shops.

WFP's food voucher was designed according to the internationally agreed set of principles and minimum standards in humanitarian aid (Sphere Standards). It aimed to meet the minimum food energy requirements – which are 2100 kcal per person per day – and to ensure adequate micronutrient intake. Results of the market assessment, including family food patterns, were used as a basis for identifying food items. Beneficiaries could choose from around 40 different food items including:

- **Condiments:** garlic, onion, salt, soy sauce, vinegar.
- **Protein:** chicken, corned beef, eggs, fish, pork.
- **Cooking Oil**
- **Grains/Cereals:** noodles, pasta, rice, bread.
- **Sugar:** coffee, sugar.
- **Vegetables:** bell pepper, broccoli, cabbage, camote, carrots, eggplant, okra, pechay, sayote, tomatoes.
- **Fruits:** banana, apple, pineapple.

WFP worked with its cooperating partner CRS to print and activate vouchers in the form of digital cards for each of the validated household. During distributions, beneficiaries swiped their vouchers on mobile devices loaned to vendors to complete their transactions.

Depending on market capacity in each municipality, distributions were organized either directly at selected

store premises or through food fairs. For the food fairs, pre-approved food items were prepared by suppliers and delivered to accessible locations where participants could come to purchase items of their choice with their vouchers.

"I am a mother of three. My children, their families as well as myself were heavily affected by Typhoon Odette. I am grateful for the voucher I was allowed to receive. It will support me and my children."

- Teresita (72), resident of Mabini, Surigao del Norte

Early Recovery Assistance

Following the immediate emergency unconditional assistance, WFP supported around **117,000 people through emergency food assistance for assets (FFA)** in Caraga, Bohol and Southern Leyte. Participants receive cash or voucher assistance in exchange for their participation in activities. In total, USD 2.5 million was transferred directly to FFA participants. FFA activities serve the dual objective of meeting **immediate food gaps, while starting to rehabilitate or repair pre-existing assets.**

Appropriate activities were identified in **line with local governments' recovery plans** to ensure sustainability. Activities include clearing and repairing damaged roads, restoring mangroves and coconut groves, organizing community gardens, and restoring damaged infrastructures. Activities were implemented with WFP's partners CRS, AAH, and Community and Family Services International (CFSI). Through the FFA activities, outputs achieved included: 307,000 seedlings produced (including banana, coconut and other trees, as well as root crops); 126 hectares of mangrove and coastal areas protected; 83 km of roads/trails cleared or built; 370 social infrastructures rehabilitated, including schools, shelters and health stations; 23 hectares of gardens created; and 19 km of irrigation canals rehabilitated.

Implementation

TARGETING

WFP conducted a strong targeting exercise through a two-pronged approach to ensure that only those most in need received the assistance. WFP first used **local/national lists as the basis for targeting** when available. Listahanan 3 (L3) has been an important tool and basis for targeting for WFP and other humanitarian partners. Data sharing agreements were concluded with DSWD at central and regional level. WFP then conducted **cross-matching analysis** against a list of criteria to ensure there were no inclusion errors (such as families with totally damaged houses, poor or with an earning/income below minimum wage, female-headed households, families with senior citizen members, person with disability and/or pregnant and lactating women). Beneficiaries were registered in SCOPE, WFP's beneficiary and transfer management platform.

KEY ACHIEVEMENTS — EARLY RECOVERY ACTIVITIES



307,000 seedlings produced.



126 hectares of mangrove and coastal areas protected



83 km of roads/trails cleared or built



370 social infrastructures rehabilitated.

ACCOUNTABILITY & PROTECTION

WFP's provided accessible channels for affected populations to ask questions, voice complaints and provide feedback on areas relevant to operations, in a safe and dignified manner. The **feedback mechanisms** (described under Box 1) provided an opportunity to engage with communities and share timely information for corrective action to improve programming. All feedback received and monitoring findings were used to inform program management and decision-making and feed back into WFP communications activities. Key messages on how to provide feedback and clarifying beneficiary rights and entitlements were developed and presented through community outreach and visibility materials, disseminated by WFP and its partners.

WFP also ensured that beneficiaries were informed of their entitlements and about the frequency, timing, and location of distributions. To this end WFP conducted **community orientation sessions** and displayed information sign on activities sites.

Protection was integrated into WFP's program design and implementation with the goal to ensure the safety, rights and dignity of all beneficiaries. WFP ensured that activities sites were safe and easily accessible, taking into account travel distance and potential risks for women and girls in making the decision for the choice of locations.

WFP considered the **needs and vulnerabilities of different population groups** in its response activities. Female-headed households, as well as pregnant women, girls and new mothers, persons with disability, are groups

In Pictures: Early recovery projects

RECONSTRUCTION OF A DIKE IN CAMPAMANOG, BOHOL



FIRST HARVEST FROM THE COMMUNITY VEGETABLES GARDENS CREATED IN SURIGAO DEL NORTE, CARAGA



RECONSTRUCTION OF A RESERVOIR PROVIDING WATER TO 500 FAMILIES IN GIBUSONG, DINAGAT, CARAGA



of particular concern. Vulnerable families were identified and prioritized during beneficiary targeting. WFP also provided special arrangements during registration and distributions such as special lanes, safe passages, water, and waiting areas for persons with disabilities. For early recovery activities, vulnerable households who could not participate in FFA (for example people with disabilities) were able to continue receiving unconditional transfers to ensure they are not excluded from the intervention. WFP also worked with the United Nations Population Fund (UNFPA) to strengthen convergence on gender-based violence (GBV) referral pathways at WFP distribution sites.

MONITORING & EVALUATION

WFP uses programme monitoring and evaluation to measure outcomes and determine whether essential needs targets are being met, and then uses this data to recalibrate and optimize its programmatic interventions, and drive policy. WFP's monitoring of the intervention covered distribution processes, outputs, and outcomes:

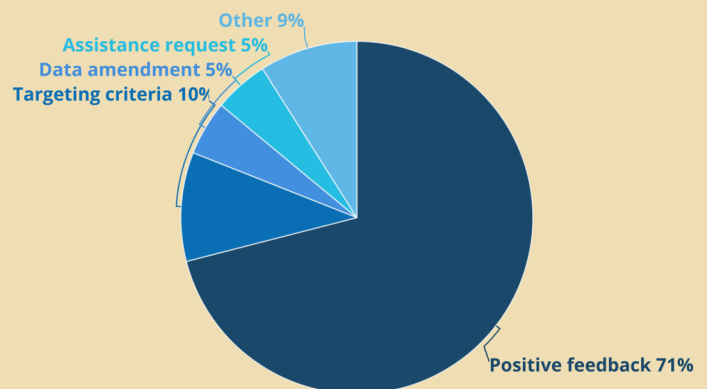
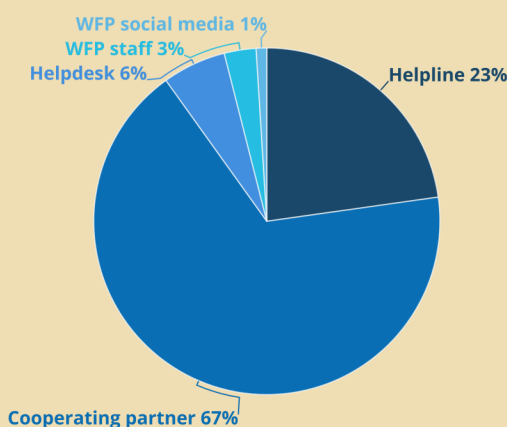
- **Process monitoring** is done through observation of the distribution as well as interviews with beneficiaries. It focuses on processes affecting beneficiary safety and well-being such as transport to/from the distribution site, timeliness of the start of distribution, and waiting times.
- **Outputs** such as the number of commodities or vouchers distributed and claimed are closely monitored against targets. Digital payments allowed an end-to-end traceability of funds.
- **Outcomes:** Post-distribution monitoring (PDM) was conducted through face to face interviews. WFP interviewed 3,698 households. PDMs focused on the immediate outcomes of interventions measured through indicators of food consumption, coping strategies, and food expenditures. PDMs were also used to gather data on cross-cutting issues involving gender, protection and accountability. PDM were conducted for the emergency phase in March to June and for the recovery phase in June to September.

Box 1: WFP's Community Feedback Mechanism (CFM)

WFP has an active community feedback mechanism (CFM) that comprises two-way feedback channels (a hotline, a dedicated email address, help desks and feedback boxes) and proactive information provision. The hotline is centrally managed by WFP staff who speak the local languages and is accessible to all affected populations. Key messages on how to provide feedback and clarifying beneficiary rights and entitlements were developed and presented through community outreach and visibility materials, disseminated by WFP and its partners.

WFP received 5,262 feedback via its hotline, CPs, help desks and social media. Most of the cases received are positive feedback, followed by queries on the targeting criteria being used, and data amendment requests. Regular reviews of feedback data allowed necessary adjustments to programming. All feedback received and monitoring findings are used to inform program management and decision-making and feed back into WFP communications activities.

CHART: CHANNELS CONTACTED (LEFT) AND TYPE OF FEEDBACK (RIGHT)



Programme Performance and Impact

Monitoring findings indicate that **the food security situation deteriorated** despite the assistance received. Overall, 76 percent of households had an acceptable consumption score during the early recovery phase compared to 89 percent during the emergency phase, which means that fewer households consumed staples and vegetables every day and very seldom consumed protein-rich food such as meat and pulses. Similarly, the reduced Coping Strategy Index (rCSI) slightly increased. On average, households used 2.5 food based coping strategies in the early recovery phase compared to 1.9 during the emergency phase, showing higher stress levels of households when faced with food shortages.

These results can be attributed to the global food and energy crisis which caused a significant increase in the cost of basic commodities caused by the increasing cost of fertilizers and fuel prices resulting in record high inflation rates during the early recovery phase period. WFP market monitoring data shows that the cost of a typical food basket in October was 31 percent higher than in February 2022. The inflation rates was compounded with the depreciation of the Peso putting pressure on households' costs of living and purchasing power.

However, **households employed less livelihood coping strategies** during the recovery phase compared to the emergency phase. The most commonly employed

livelihood coping strategies were borrowing money (44 percent) and spending savings (28 percent), both of which are categorized as not severe. The incidence of households borrowing money during the early recovery phase decreased by 10 percent; spending savings by 51 percent and reducing expenditure on health and education by 45 percent.

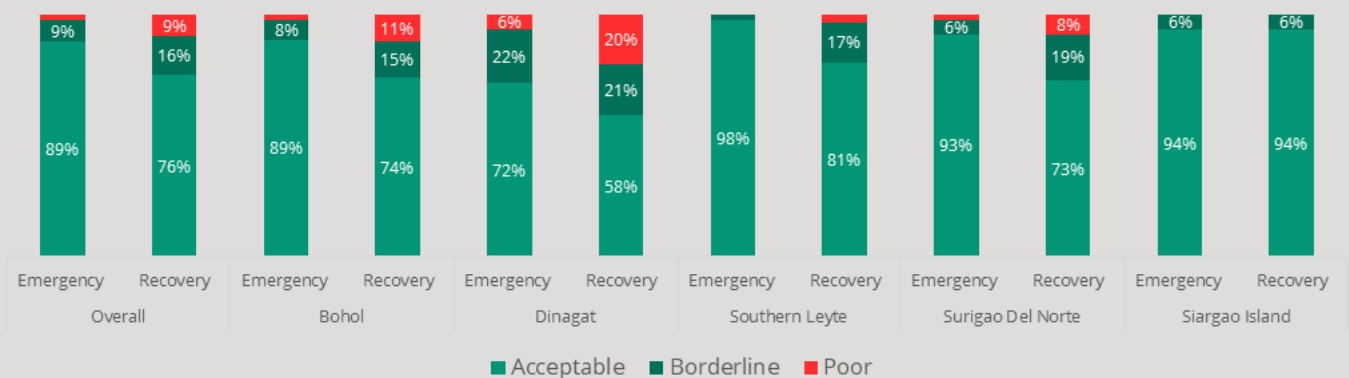
Households main **source of food** are markets across the 9 main food groups. However, for the vegetable food group, almost half of the households reported 'own production' as the source, indicating that the vegetable production activities was already having an impact on the household's access to food. Households receiving cash **assistance** indicated they planned to use the cash to buy food (55 percent) and for hygiene, health and water (23 percent). Households receiving **vouchers** bought mainly meat (25 percent), condiments (20 percent) and rice (19 percent).

Almost all **households were satisfied with the assistance** (96 percent), did not experience security issues and reported being treated respectfully by WFP and/or partners (99.9 percent). All households found the conditions at programme sites dignified. However, some beneficiaries reported not receiving sensitization messages (37 percent) and not knowing the exact entitlements (21 percent). WFP used these findings to inform and adjust program implementation.

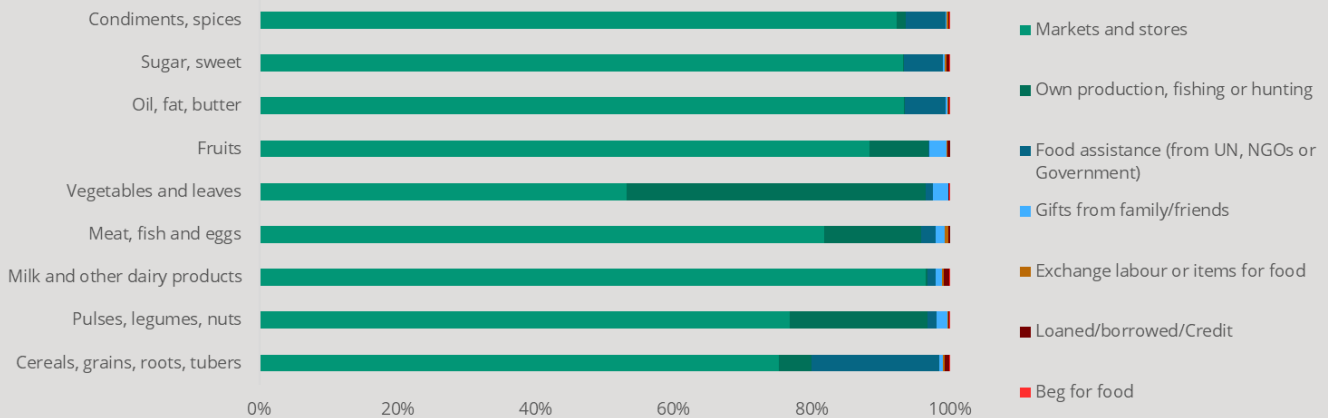
LIVELIHOOD COPING STRATEGY INDICATOR (LCSI)



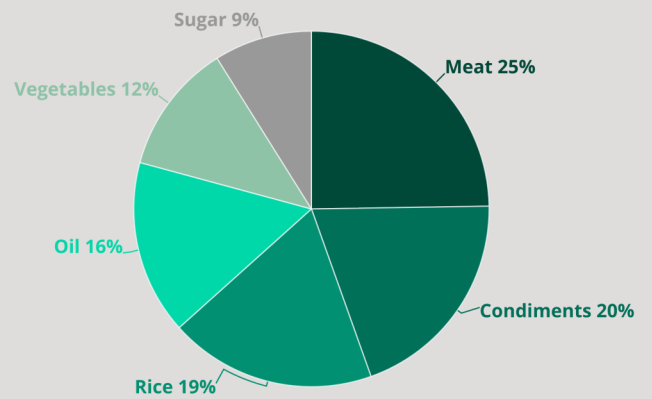
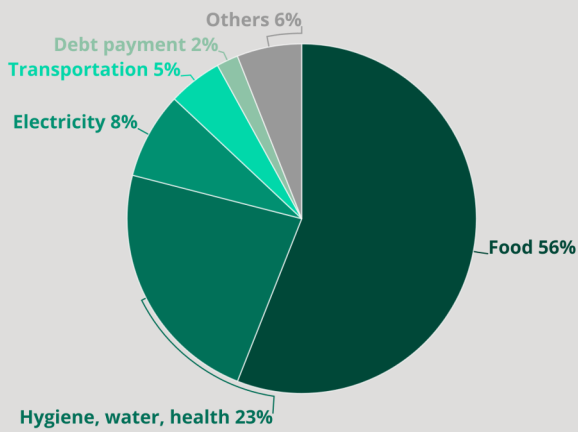
FOOD CONSUMPTION SCORE (FCS) BY PROVINCE



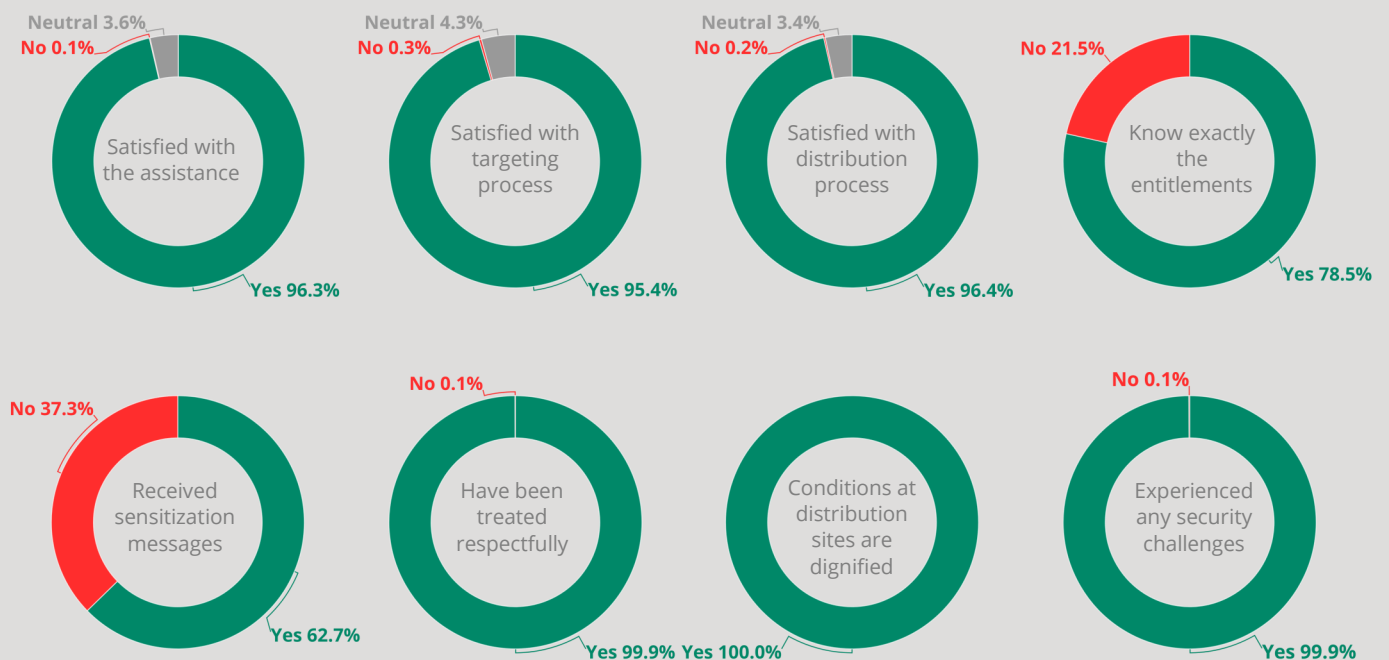
HOUSEHOLDS SOURCE OF FOOD



HOUSEHOLDS EXPENSES WITH CASH ASSISTANCE (LEFT) AND FOOD VOUCHERS (RIGHT)



DISTRIBUTION PROCESS, ACCOUNTABILITY AND PROTECTION





LOGISTICS AND TELECOMMUNICATIONS SERVICES

As the lead UN agency for Logistics and Telecommunications WFP also provided common services to facilitate relief efforts of the Government and the wider humanitarian community via telecommunications and logistics support.

Logistics

TRANSPORTATION SUPPORT

As one of the Philippine Government's key partners in emergencies, WFP was **among the first to respond following the onset of Typhoon Odette**. Within 24 hours after making landfall nine times between December 16 and 17, WFP had jumpstarted its support to the Government, through the Office of Civil Defense (OCD), by transporting the Department of Social Welfare and Development's (DSWD) family food packs.

During the first week of the aftermath, WFP has transported nearly 100,000 family food packs from DSWD to seven locations across four regions: Western Visayas (Kabankalan City and Iloilo City), Central Visayas (Dumaguete City, Cebu City, Bohol), Caraga (Surigao City), and Central Luzon (Clark).

In total, **WFP mobilized 668 trucks and transported more than 700,000 family food packs** from DSWD's packing facilities (National Resource Operations Centre in Metro Manila and Visayas Disaster Response Centre in Cebu). WFP also transported approximately **3,289 mt of non-food items** (including sleeping kits, hygiene kits, kitchen kits, and shelter items).

HIGHLIGHTS



668 trucks dispatched to transport relief items



700,000 family food packs transported



3,289 mt of non-food relief items transported



3 logistics hubs established



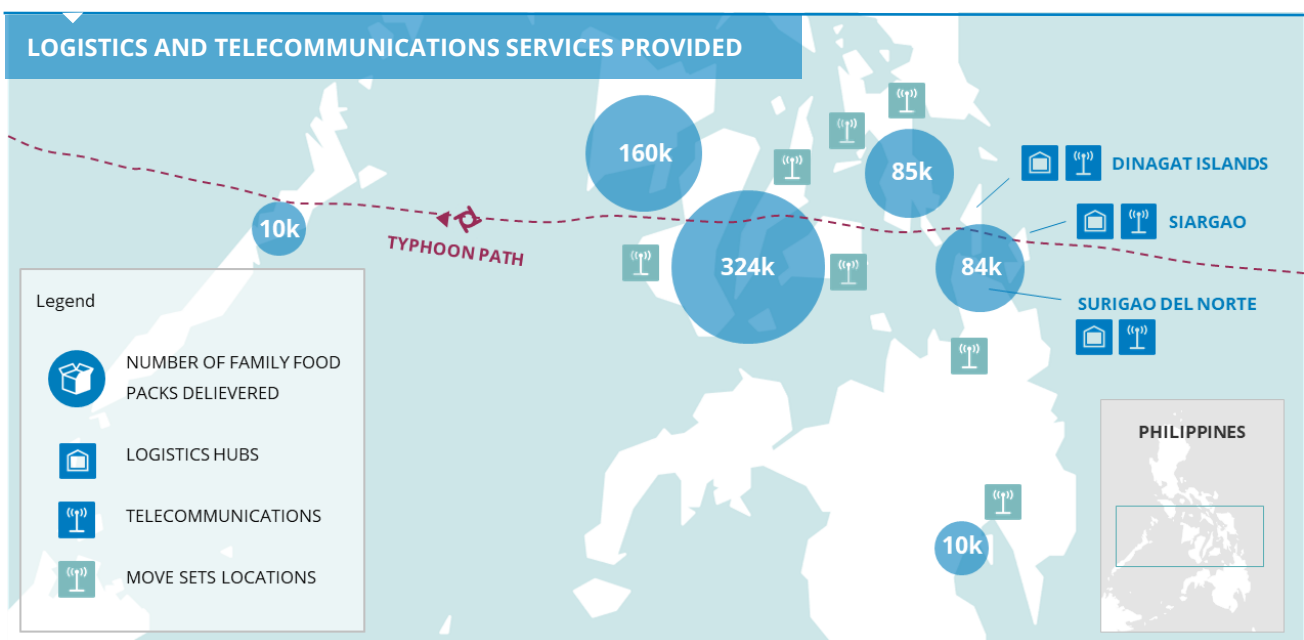
24 sites supported with internet connectivity



2 MOVE sets deployed ahead of the Typhoon

The relief items have been delivered to various destinations affected by the typhoon, including in the regions of Eastern Visayas, Central Visayas, Western Visayas, and Caraga. Through a collaboration with the Philippine Disaster and Relief Foundation, relief items were also transported via barge from Butuan City to Palawan.

These deliveries were carried out through WFP's wide





network of trusted transporters. Throughout its operations, WFP ensures logistics coordination and information management between the national and local government, non-government organizations, and other partners involved in the supply chain process at every stage of transportation.

STORAGE AND WAREHOUSING SUPPORT

When the Government had set up an emergency logistics base in Surigao City immediately after the typhoon hit, WFP has made available two mobile storage units (MSU) and one generator to support their storage and warehousing capacity.

With the help of its donors, WFP procured 12 additional MSUs from the United Nations Humanitarian Response Hub Depot in Kuala Lumpur. From January 10 to 12, via three airlifts courtesy of WFP's trusted partner, United Parcel Service (UPS), the MSUs arrived from Subang, Malaysia to Davao City in Mindanao.

WFP established three emergency logistics hubs in Surigao City, Siargao Island, and Dinagat Islands. Each hub was comprised of one MSU, one generator, and one prefabricated office. The generators and prefabricated offices were pre-existing equipment prepositioned at

WFP's warehouse in Polloc in Maguindanao, hence were readily available to support operations in response to government requests.

These hubs were managed by the Government and are supporting storage, consolidation, and onward transport of various relief items. WFP maintains a contingency stock of MSUs and other equipment on standby in case of further requests for storage support.

CAPACITY STRENGTHENING WITH THE GOVERNMENT

Over the last few years WFP has been investing in building the logistics capacity of the OCD, DSWD, and local government unit staff to prepare for and respond to disaster events. The skills transferred have had an impact on how the Government has organized their response to Typhoon Odette. More systematic planning has been observed which has resulted in smoother and more efficient operational response.

WFP will continue to work side by side with our Government counterparts moving towards a level of self-sufficiency. WFP is also working with implementing partners to build the capacity of their staff to enhance skills on food handling and logistics planning.

Telecommunications

WFP, as the lead UN agency for Emergency Telecommunications Cluster (ETC), provided critical shared **connectivity services** to fill urgent telecommunications gaps and to support the Department of Information and Communications Technology (DICT) to establish communication services.

WFP established connectivity to support government and humanitarian responders in **24 sites** across the affected areas, with a **daily average of over 600 users**. Users included UN agencies, I/NGOs, government staff, and affected communities.

WFP supported DICT to install new Very Small Aperture Terminal (VSATs) and maintain existing installations across the affected areas. This includes the installation of 12 VSAT terminals in Caraga and Southern Leyte. WFP has also donated 10 VSATs and 12 Satellite Phones to DICT to provide connectivity for vulnerable communities. WFP provided onsite training for DICT engineers on VSAT instalment and network management for capacity building.

In the immediate aftermath of Odette, WFP supported DICT with the deployment of four **Mobile Operations Vehicles for Emergencies (MOVE)** sets, designed and built by WFP and handed over to DICT to help re-establish



communications networks (as detailed in Box 2).

Box 2: MOVE—Innovation in Telecoms Disaster Response

WFP and DICT developed the Government Emergency Communications System – Mobile Operations Vehicle for Emergencies or GECS MOVE project: **six high-tech, mobile, emergency telecommunications units** ready to be rapidly deployed in disaster zone at first notice and re-establish telecommunications.

These uniquely designed unit — the first to be created by WFP globally— can quickly communicate critical information to frontline rescuers such as disaster coordinators and health/welfare responders.

When Typhon Odette was approaching the Philippines, two MOVE units were dispatched on the typhoon forecasted track in Maasin City and Surigao City. As soon as the typhoon had passed, teams who had accompanied the MOVE sets got systems up and working, thus re-establishing critical telecommunications for first responders in these areas.

After the Typhoon had passed, other MOVE sets were

deployed from pre-positioned bases to provide connectivity services in, Alegria (Cebu Province), Butuan City, and Carmen (Bohol Province).

In Surigao City, the two MOVE sets were the first means to bring connectivity to the government coordination and response since the communications infrastructure was damaged by the typhoon.



Funding

From its overall requirement of USD 35.6 million, WFP has received USD 20.7 million to support its emergency response to Typhoon Odette.

Out of the USD 35.6 million required, USD 29.6 million was needed for emergency food assistance and early recovery projects, and USD 6 million for logistics and telecommunications support.

WFP thanks the Asian Development Bank, Australia, Brazil, Canada, France, Japan, Ireland, the Republic of Korea, the United States of America, the UN Central Emergency Response Fund, private sector partners, and individual donors for their generous contributions.

WFP also thanks Irish Aid, Ericsson Response, CANADEM, MSB, NorCap, SDC, ZIF and RedR Australia for their generous support in deploying humanitarian experts through our long-term standby partnership agreements.

US\$ 20.7 M confirmed, US\$ 14.9 funding gap.



Riadas na hÉireann
Government of Ireland

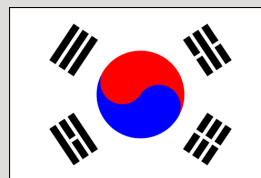


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