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Rapid Damage Assessment and Needs Analysis (RDANA)

Severe Tropical Storm (STS) Kristine (international name: Trami)

4 November 2024



The cover page photo and the picture above (© WFP/Earvin Perias) encapsulate the situation on the ground in the Bicol Region on the first day of RDANA on 27 October. The areas were adversely affected by widespread flooding, due to which people were looking for access to basic needs like food, water, and medicines.

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Acronyms

Executive Summary



The Bicol Region is facing significant food security challenges. Food and water remain top priority needs for the affected populations, especially those staying in evacuation centres and communities where access to a regular supply of goods and water was cut off.



In Camarines Sur, many families depend on the Government's family food packs (FFPs), private individuals, and non-government organizations (NGOs). The immediate needs identified include cash, food, water, and other assistance, especially for single-women-headed households, persons with disabilities, and the elderly. Local markets started reopening, but price increases in goods were reported..



The Province of Albay was placed under a state of calamity due to STS Kristine. Distribution of FFPs is ongoing, but additional resources are essential to meet the needs. Several areas are still inaccessible, which poses a significant challenge in distribution.



In the Province of Catanduanes, food security remained a challenge, especially for families who remained in the evacuation centres. Agriculture was reported by the Provincial Disaster Risk Reduction and Management Office (PDRRMO) to have been severely damaged.



To date, the national and local governments and various NGOs have been providing emergency assistance to the affected populations in response to the devastating effects of the storm. DSWD Region V office has already distributed FFPs, non-food items, and financial assistance to the affected population worth US\$3.1 million (PHP 181,326,750) as of 30 October.



The most notable gaps in the emergency response would be the lack of financial resources for the affected population to support livelihoods and deal with food price increases.

Executive Summary

Recommendations for WFP



Urgently augment the Government's food distributions with cash assistance to address critical food security and other essential needs of affected people in the Bicol Region.



Continue supporting the Government's national and subnational emergency logistics and telecommunications operations. This includes support to warehouse management, relief prioritization and last-mile delivery.



Strengthen the capacity of sub-national authorities to effectively and efficiently manage the response and relief distribution.



WFP conducted a three-day rapid assessment and damage needs analysis in three provinces of Bicol Region.
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Background

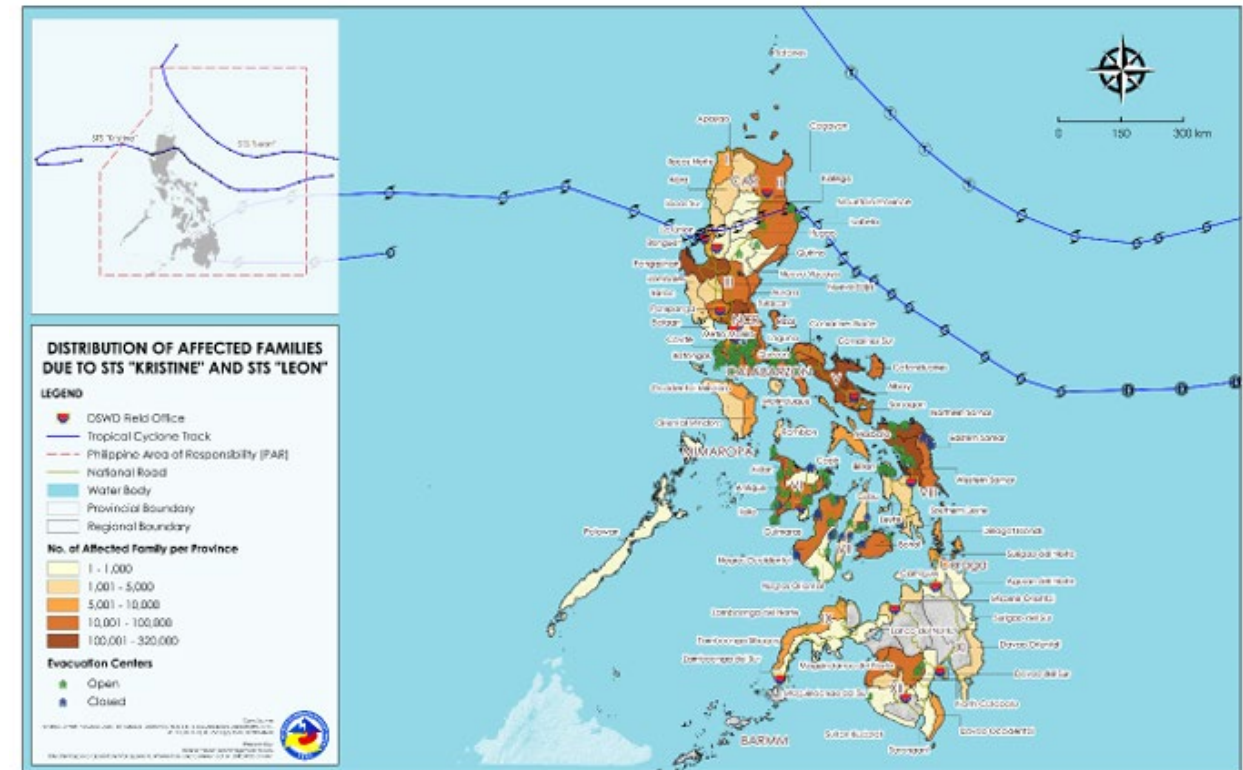
- With maximum sustained winds of 95 km/h, STS Kristine (international name: Trami) brought intense rains to the entire Luzon and Visayas, including some parts of Mindanao. The 11th tropical cyclone to enter the Philippines in 2024, STS Kristine triggered widespread flooding, mostly in the Bicol Region and Southern Luzon. As a result, more than [8.6 million people](#) are affected, with 745,000 people displaced. Nearly 300 serious casualties were reported.
- As of 31 October, several areas in the Bicol Region, Caraga, and Southern Luzon continue experiencing disruptions in power and water supply as well as communication lines. Over 90 seaports have cancelled operations, stranding more than 7,500 passengers, rolling cargoes, vessels, and motor bancas. More than 44,500 houses and 990 infrastructures (roads, bridges, schools, etc.) sustained damage, most of which are in the Bicol region.



Schools sustained damage from flooding triggered by STS Kristine.
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Background

- Total infrastructure, housing, and agricultural damage is [estimated](#) at US\$162 million (PHP 9.3 billion). The storm destroyed 81,600 ha of crops (equivalent to 201,550 football fields), affecting nearly 87,500 farmers and fisherfolks. The damage occurred during the rice harvest season in Bicol, creating an added pressure on subsistence farmers, particularly those with small children.
- While flooded areas are yet to recover, Super Typhoon Leon (international name: Kong-rey) entered the country on 26 October and hit Northern Luzon, affecting the same areas battered by STS Kristine and Typhoon Julian (Krathon) in early October. The already dire conditions in these areas could be exacerbated as at least two to eight tropical cyclones are [forecasted](#) to enter the country until the end of the typhoon season by April 2025.



Assessment: Objectives and methodology

The World Food Programme (WFP) conducted this **rapid damage assessment and needs analysis (RDANA)** at the onset of STS Kristine. Despite access challenges, WFP was able to mobilize an assessment in the Bicol Region from 27 to 29 October, 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 regarding ongoing and planned WFP initiatives (e.g., anticipatory action, cash-based transfers, top-ups using 4Ps: Pantawid Pamilyang Pilipino Program - a DSWD social assistance programme); and
- iii. Make visits to local logistics hubs/warehouses.

- Prior to RDANA, WFP staff based in Legazpi had participated in joint assessments on 25-26 October 2024, together with the International Organization for Migration (IOM), United Nations Office for the Coordination of Humanitarian Affairs (OCHA), Catholic Relief Services, and United States Agency for International Development Bureau for Humanitarian Assistance. The team visited eight areas: Baao, Lagonoy, Libon, Nabua, Oas, Pili, Pio Duran, and Polangui.
- The WFP assessment team was composed of disaster managers, logisticians, protection experts, 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 OCHA.

Assessment: Objectives and methodology

The assessment team assessed 10 areas in 3 most affected provinces:

- i. **Albay:** 6 areas were assessed, including:
 - Severely affected municipalities in the 3rd district of Albay (Libon, Oas, and Polangui) recommended by the Office of Civil Defense Region 5;
 - Anticipatory Action (AA) locations (Bacacay, Tiwi); and
 - An area (Guinobatan) with large evacuation numbers as per the provincial report.
- ii. **Camarines Sur:** Severely affected areas were assessed, including:
 - Camaligan and Naga City. Inaccessibility of other affected areas limited assessment activities.
- iii. **Catanduanes:** Most affected areas were visited, including:
 - San Miguel, and Virac, WFP AA sites and as recommended by the Provincial Disaster Risk Reduction and Management Office were visited.



Key findings

NEEDS AND PRIORITIES

- The areas visited by the assessment team are facing significant food security challenges. Food and water remain top priority needs for the affected population, especially those staying in evacuation centres and communities where access to a regular supply of goods and water was cut off.
- While the national and local governments have already started providing relief goods, other immediate humanitarian needs remain. The storm caused flooding to about 41,000 ha of land (equivalent to 101,270 football fields) in the region, affecting roughly 12,000 ha of croplands and displacing more than 174,000 people (WFP Automated Disaster Analysis and Mapping, 28 October). Likewise, the main sources of income (i.e., farming, fishing, transport services, tourism-related services, etc.) of people were heavily impacted and damaged by STS Kristine. Many of the local government units are struggling with their dwindling quick response funds.
- The markets and other business establishments are starting to be operational. However, the stocks of goods are still limited, and in some cases, prices of basic commodities are rising. For the affected population, access to markets is difficult because they do not have money at hand.
- Capital for economic activities is a priority need identified by affected people. Before the storm struck the region, the farmers were scheduled to harvest their crops. Now the farmers are unsure where to get the money to start farming again. Also, some people in the evacuation centres in Albay expressed the need to access funds so they can revive their food vending businesses.

Key findings

NEEDS AND PRIORITIES

Province of Camarines Sur

- In Camarines Sur, many families, especially those in the evacuation centres, are now dependent on family food packs from the Government, private individuals, and NGOs. The immediate needs identified by the affected population included cash, food, water, and other assistance, especially for single-women-headed households, persons with disabilities, and the elderly.
- Local markets are starting to reopen, but prices for basic goods have increased. The flooding destroyed many small businesses and transportation means, leaving families in a difficult situation.
- The economy of the province relies heavily on agriculture, with most towns and cities engaged in farming. The main crops are rice and coconuts, along with various vegetables grown mainly for sale. The Department of Agriculture reported an initial damage of US\$36 million (PHP 2.1 billion) to the agriculture sector. **Food and cash-based support** is a priority for affected families.



Government family food packs are being unloaded from WFP-deployed trucks for distribution to affected communities in San Fernando, Camarines Sur. © WFP/Earvin Perias

Key findings

NEEDS AND PRIORITIES

Province of Albay

- The Province of Albay was placed under a state of calamity. Thousands affected by widespread flooding, landslides, and lahar are still in immediate need of food and potable water. Distribution of food packs started but additional resources are essential to meet the needs. Several areas are still inaccessible, which poses a significant challenge in distribution.
- Initial estimated damages by the Albay Public Safety and Emergency Management Office (APSEMO) amount to US\$8.6 million (PHP 502.6 million) for crops, US\$167,000 (PHP 9.7 million) for fisheries, and US\$20,600 (PHP 1.2 million) for livestock as of 28 October. Significant damage to crops (rice, corn, high-value crops) and fisheries (tilapia, bangus, seaweed) was reported. Damage to rice at the reproductive and ripening stages results in major losses for farmers who were unable to harvest before the typhoon/flooding. Fisherfolks face challenges in returning to their livelihoods due to the loss of fishing infrastructure (fish cages, fishponds, banca, etc.).
- Micro, small, and medium-sized enterprises and other businesses are also facing challenges due to destroyed infrastructure and business assets caused by flooding.
- Market activities have resumed to some level in the town centres of Albay. In Polangui, clearing operations of flood-affected markets and roads are being coordinated by the LGU. Financial service providers and most banks are already operational. Prices of vegetables, rice, and fresh food items are rising. Concerns for potential fuel shortages were also expressed. Power restoration activities are still ongoing.
- Key informants who are still in evacuation centres expressed that **food, potable water, medicines for children, and capital** to resume their livelihood are their most immediate needs. Food packs, psychosocial intervention, and support for the affected population, including farmers/business owners, are some of the needs identified by LGUs.

Key findings

NEEDS AND PRIORITIES

Province of Catanduanes

- Based on the discussion with the officials of the Provincial Disaster Risk Reduction and Management Office (PDRRMO), food security remained a challenge, especially for families who remained in the evacuation centres. With their houses destroyed by the storm, these families have been staying at the evacuation centres.
- Based on the submitted reports to the PDRRMO, agriculture was heavily damaged. For San Miguel, the total incurred loss amounted to US\$893,000 (PHP 52 million) while in Virac, the amount has ballooned to over US\$1 million (PHP 64 million). The most affected crops were rice, high-value crops, livestock, poultry, and fisheries.
- The markets are operational, but stocks are limited due to issues on road access in mainland Bicol (stocks are also coming from Manila). financial service providers have also resumed operation.
- Basic utilities were slowly returning to normal. The power supply has been restored. All roads were already passable. Work and classes have resumed.
- In terms of response, local governments indicated that they have no cash distribution lined up for the affected population.

Key findings

EMERGENCY RESPONSE

- To date, the national and local government and various non-government organizations have been providing emergency assistance to the affected population in response to the devastating impact of the storm.
- The DSWD DROMIC reported that the national Government, through the DSWD Region V office, has already distributed family food packs, non-food items, and financial assistance to the affected population worth more than US\$3.1 million (PHP 181 million) as of 30 October.
- The provincial and local government units visited also stated that they have provided support to people who evacuated to the emergency centres.
- In Camarines Sur, severely affected areas have a significant population in evacuation centres. According to the City Social Welfare and Development Office in Naga, two large evacuation centres remain open, sheltering 300 households.
- In Albay, assistance from the Government and various private companies and private individuals is ongoing. Challenges in distributing relief packs are attributed to the inaccessibility of some affected areas. In some cases, families are still staying in evacuation centres due to landslides in their areas.
- For the Province of Catanduanes, the provincial and municipal government units have supported the people during their stay in the evacuation centres. The provincial government also coordinated with different national agencies to provide the evacuees with hygiene kits, clothing, blankets, family food pack, and shelter repair kits.
- In addition, NGOs such as Caritas, Red Cross, and members of UN-lead clusters have provided assistance to address needs related to shelter, water, sanitation and health, and food.

Key findings

EMERGENCY RESPONSE

Province of Camarines Sur

- For the province of Camarines Sur, affected families have received support from various sources such as family food packs and water, including the city government, Philippine Red Cross, Caritas, private organizations, individuals, the Office of the Vice President, some politicians, and the Central Office of the DSWD.
- According to the DSWD DROMIC report issued on 30 October, the total assistance provided is as follows:
 - DSWD (including financial aid): PHP 68,510,486
 - Local Government Units (LGUs): PHP 1,700,000
 - Non-Governmental Organizations (NGOs): PHP 50,000
 - Other sources: PHP 1,900
 - The combined total from DSWD and other stakeholders is US\$1.2 million (PHP 70,262,386).



Families in Camaligan, Camarines Sur received FFPs provided by DSWD.
© WFP/Earvin Perias

- Efforts to support the affected population are ongoing. The local government is expecting more food supplies, but many trucks are delayed in the San Fernando area due to long queues and flooding. The assistance included food, water, shelter, and WASH (Water, Sanitation, and Hygiene) materials. Despite these challenges, efforts to support the affected population continue.

Key findings

EMERGENCY RESPONSE

Province of Albay

- For the Province of Albay, LGUs reported receiving DSWD food packs and relief packs from various private companies and individuals. The focus is now directed at relief distribution. In Libon, water rationing by the Red Cross was reported. DSWD hygiene kits, UNICEF water kits, and family food packs were being prepared for distribution (at the time of assessment). In Polangui, psychosocial support was facilitated by the Team Albay Youth Organization. Accessibility remains a concern in some affected areas which pose challenges in ongoing relief distribution.
- Most evacuation centres in Albay have already decamped except for some areas in Libon, Polangui, and Tiwi. In Barangay Joroan, Tiwi, several families are staying at the local high school serving as an evacuation site. They are still unable to return to their homes due to landslides. Classes have already resumed, however, and evacuees are asked to temporarily vacate the classrooms while classes are being held. They have to move into a few designated rooms for use during the day.



Many families in Bicol Region lost their homes due to heavy floods and landslides caused by the storm. © WFP/Earvin Perias

- The **uncertainty** of not knowing when they can return home remains a big concern. During the time of assessment, some key informants reported that they received some hot meals and relief packs. IOM also provided hygiene kits, sleeping kits, and mosquito nets to the evacuees. Evacuees mainly rely on limited relief packs and occasional hot meals provided by the LGU and private citizens.

Key findings

EMERGENCY RESPONSE

Province of Catanduanes

In the Province of Catanduanes, the provincial and municipal government units have supported the people during their stay in the evacuation centres. The provincial government coordinated with different national agencies to provide the evacuees with hygiene kits, clothing, blankets, family food packs, and shelter repair kits.



WFP supported the Government in delivering FFPs to the most adversely affected areas in Bicol Region. © WFP/Earvin Perias

Key findings

GAPS

- In spite of the ongoing efforts from the government, NGOs, and humanitarian agencies to address the most pressing needs of the affected communities, the food security situation in the Bicol region remains critical. While much of the in-kind assistance will help address some of the immediate needs of the people a few weeks after the storm left the country, these may be inadequate to ensure improvements in the food security situation in the coming months.
- The affected families will be faced with the aftermath of the damage to their livelihood. It will be difficult to find alternative economic activities in the next two to three months. Those engaged in farming activities will have to find credit lines to secure capital to fund their activities for the next planting season, which usually starts in November to December.
- The affected families will also have to grapple with **price increases** of goods. With most markets already operating with limited stocks, especially in areas isolated by floods or where roads were damaged, people will have to deal with increased demand and shortages in supply, which together can cause the prices to jump. The forthcoming holiday season will most likely contribute to the increase in the prices of goods.
- On top of these concerns, most local government units (LGUs) are unable to give cash assistance to the affected population. Most LGUs have reported dwindling funds to finance cash assistance. While the national Government expressed willingness to support cash intervention, it may take some time to fully implement this, as proper selection of beneficiaries may take some time or, worse, may be complicated, especially in an election season.
- Given these, the most notable gaps in the emergency response would be the **lack of financial resources** for the affected population to support livelihoods and deal with food price increases.

Key findings

GAPS

- Geographically, the identified gaps will most likely be severely felt in **Camarines Sur** first since it was the hardest hit among the provinces in the region and has the greatest number of affected populations. The DROMIC data as of 30 October reported that there are still 33,118 families (equivalent to 134,740 people) in evacuation centres in the province.
- **Albay** is expected to severely feel the impact of the identified gaps, next to Camarines Sur. The province was also heavily affected by STS Kristine and as of 30 October, the number of evacuees in the province was reported by DSWD DROMIC to be 1,498 families (equivalent to 5,373 people).
- **Catanduanes** is projected to be the least affected by the identified gaps. It is the least impacted by the storm, compared to Camarines Sur and Albay. To date, no reported families are remaining in the evacuation centres.



In Camarines Sur, people waded through ankle-deep waters as they received food packs from the Government. © WFP/Earvin Perias

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:



Immediately implement **cash assistance** to address the food insecurity and other essential needs of the affected populations. Given the urgent needs, especially in the provinces of Camarines Sur and Albay, it is recommended to leverage shock-responsive social protection programmes and use pre-existing lists of vulnerable households (such as those in the 4Ps programme) in the most affected areas. This approach would accelerate the response, allowing affected families to meet their essential food needs more promptly. The assistance can be implemented in multiple modalities including by utilizing WFP's corporate system (PlugPay). WFP will disburse cash assistance directly to the transaction accounts of 4Ps with a pre-agreed top-up transfer value with DSWD to augment food needs, prioritizing households with children aged 0 to 5, as well as with pregnant and breastfeeding women.



Continue supporting the Government's national and sub-national **emergency logistics** and **telecommunications** operation. This includes support to warehouse management, relief prioritization, and last-mile delivery.



Strengthen the capacity of sub-national authorities to effectively and efficiently manage the response and relief distribution.

- Deploy and maintain a technical team on the ground in the target provinces to coordinate the implementation of the cash assistance intervention. These staff will work with the regional DSWD and other authorities to provide capacity strengthening support to LGUs, including but not limited to sensitization activities.

Acknowledgements

CONTRIBUTORS

Research, Assessment and Monitoring

- Juanito Berja
- Clarence Sabocojan
- Eva Celso

Emergency Preparedness and Response

- Krystian Harold Javier
- Alicia Follosco
- Arlene Robles
- Herlyn Orosca

Supply Chain

- Noel Delos Santos
- Carlito Sacedon
- Clarissa Samole

Communications, Partnerships, and Reports

- Katrina Lerios
- Vanessa Pamittan
- David Jo

Special thanks to all WFP staff who participated in the RDANA and prepared the report. The team appreciates the support of the WFP management, colleagues, and partners on the ground.



Acronyms

4Ps	Pantawid Pamilyang Pilipino Program	MSMEs	Micro, small, and medium-sized enterprises
AA	Anticipatory Action	NGOs	Non-government organizations
ADAM	Automated Disaster Analysis and Mapping	OCHA	United Nations Office for the Coordination of Humanitarian Affairs
APSEMO	Albay Public Safety and Emergency Management Office	PDRRMO	Provincial Disaster Risk Reduction and Management Office
DROMIC	Disaster Response Operations Management, Information and Communication	PHP	Philippine peso
DSWD	Department of Social Welfare and Development	RDANA	Rapid damage assessment and needs analysis
ECs	Evacuation centres	STS	Severe Tropical Storm
FSPs	Financial Service Providers	UNICEF	United Nations Children's Fund
IOM	International Organization for Migration	WASH	Water, Sanitation, and Hygiene
LGUs	Local government units	WFP	World Food Programme

Resources

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