

## **ANNEX 1**

### **MISSION TERMS OF REFERENCE**

#### **1 CONTEXT**

The impact of Hurricane Mitch on Central America was devastating. Hard-won development gains were wiped-out overnight and full recovery is likely to take a decade or more. To date, the COs received some assistance in addressing the extraordinary needs forced upon them by the emergency. In support of the RCs, four UNDAC missions provided backstopping during the first three weeks of the emergency; ERD seconded one of its HQ staff for one month to the hardest hit country, Honduras, and facilitated the temporary deployment of some national staff from other, non-affected regional countries.

While many of the response interventions produced by the emergency will continue being addressed by the international and national humanitarian relief actors, especially in Honduras and Nicaragua, the transition to rehabilitation and recovery has now begun and must henceforth be given priority. The four UNDP Country Offices (Honduras, Nicaragua, Guatemala and El Salvador) are now expected to coordinate the medium- and longer-term recovery process as well as to formulate UNDP's own recovery programme.

With the departure of temporary emergency staff support, the COs are now left largely to their own resources at a time when their workload is being greatly exacerbated by the demands placed upon them by the rapidly evolving recovery process. The existing capacities of the national programme staff are clearly strained to their limits and some medium term assistance in 'managing' the recovery will be required. Such assistance may take the form of both additional personnel deployed to the Country Offices and/or some short-term resource persons who can assist with further assessments, design, resourcing or monitoring of specific recovery activities.

The CO's coordination of recovery inputs must also ensure that recovery is underpinned by a strengthened national disaster reduction capacity. Mitigating risk of future disasters and enhanced preparedness must be built into the full range of recovery programmes from the inception of such programme. The next cyclone season is a little over six months away and Central America cannot afford to be ill-prepared in the event of another cyclone striking the region. Further, all four countries are at medium- or high-risk of other natural disasters such as earthquakes, volcanoes, floods and drought.

Three of the four countries have recently emerged from prolonged civil-conflict. The recovery from these conflicts has been seriously set-back by hurricane Mitch and the tenuous process of consolidating the peace process is placed at risk if recovery cannot be sustained. Moreover, government institutions also remain fragile in the wake of these conflicts and the demands placed upon them by hurricane Mitch have clearly tested their

limits. UN system assistance in strengthening their disaster management institutions and instruments is thus clearly warranted.

It is essential that the UN system seizes the opportunity of taking stock of its own capacity and performance in responding to the extraordinary demands placed upon it by this emergency. Following his assessment mission to the region in the wake of the disaster, the Emergency Relief Coordinator recommended that a joint 'lessons learned' mission be undertaken by OCHA and UNDP as soon as is practical with a view of strengthening current rehabilitation and recovery efforts and improving procedures/guidelines for, and strengthening capacities of the UN system to more effectively respond to, and recover from natural disasters.

## **2 EXPECTED MISSION OUTPUT**

The mission will have three principal outputs, namely.

- a) a critical assessment of UN system coordination in responding to the immediate needs created by the emergency and recommendations for guidelines on how the preparedness and response capacities of the system can be further improved;
- b) a set of proposals on the nature and extent to which the respective country offices will require additional human and financial resources to further develop, streamline, manage and monitor the recovery and rehabilitation interventions; and
- c) a set of proposals for disaster reduction programming for the region that will build on previous UN experience in the region and that will ensure the integration of mitigation and prevention into the recovery process and future development planning.

## **3 TERMS OF REFERENCE**

In consultation with the RCs/RRs, their respective inter-agency Disaster Management Teams (DMTs), interested donors, the NGO community and the Red Cross Societies, and the appropriate national Government institutions and agencies, the mission will, within the context of the emergency management arrangements established by the respective national authorities, undertake the following tasks:

### **A) Lessons learned from the UN system response**

- a) assess the achievements and constraints of the UN Disaster Management Teams in supporting the concerned government efforts in the coordination of the immediate response to the emergency, demonstrating where appropriate how coordination activities improved the efficacy of the UN system response, and

recommend on how procedures/guidelines for the UN system for such coordination can be enhanced;

- b) review the effectiveness of support provided to the RCs and the DMTs by OCHA and UNDP and suggest improvements to mechanisms and procedures where necessary;
- c) evaluate the quality and effectiveness of prevailing communications between COs and both OCHA and UNDP HQs during the emergency and the early transition to recovery and recommend, where necessary, changes to existing procedures in order to enhance timely and appropriate responses by HQs to needs of the field;
- d) evaluate the quality and effectiveness of inter-action between OCHA and UNDP with the bi-lateral donor community, the Red Cross and NGOs during the emergency and the early transition to recovery and recommend, where necessary, changes to existing procedures in order to enhance such inter-action;
- e) recommend on how OCHA and UNDP can further improve their collaboration and inter-action in times of emergency, and in preparedness for emergencies, both at the country level and at HQs;
- f) determine whether the transition from relief to recovery was effective and timely and, if not, recommend on how procedures can be enhanced in order to ensure a more seamless and effective transition from relief to recovery;
- g) assess the effectiveness of the procedures and mechanisms employed in repairing, launching and monitoring the inter-agency transitional appeal and recommend on how the timeliness and process for such appeals can be further enhanced;
- h) review the prevailing mechanisms, and the effectiveness thereof, for coordination and interaction between the concerned national institutions and the UN system during:
  - i) the immediate few days leading up to the onset of the hurricane;
  - ii) the onset of the hurricane;
  - iii) the immediate post-hurricane emergency;
  - iv) the transition to the recovery process; and
  - v) based upon the above, produce recommendations for enhanced procedures for coordination between national institutions and the UN system;
- i) review the use by the UN system of transport capacity already available before the emergency and the results of its efforts to obtain additional capacity;
- j) evaluate the effectiveness of the use of military and civil defense assets (MCDA) in the disaster response, especially as regards the following aspects:
  - i) mobilization (through OCHA or bilaterally);
  - ii) response time; and

- iii) coordinated employment in the field.
- k) review the use of emergency telecommunications capacity by the UN System among agencies and with local/regional/bilateral entities involved (ascertain whether the fielding of telecommunications expert(s) to facilitate the work of the UNDMT would have made a significant difference), and evaluate the extent to which damage to the regular telecommunications infrastructure had an impact on the response effort (collect any assessments already done);
- l) review the timeliness of airlifts from the OCHA Warehouse and the appropriateness of the airlifted relief items (review actual distribution/use of items that were thus contributed);
- m) review the extent to which the speedy delivery of emergency humanitarian assistance was affected by the existing national Customs rules and procedures and establish whether local Customs authorities applied simplified procedures for clearance of disaster relief goods and equipment of foreign disaster relief teams; and
- n) ascertain whether studies/assessments have been made of the impact by hurricane Mitch on the environment as well as regarding environmental-related aggravating causes of the hurricane in order that such data can be shared with the international community. Special attention should be given to the joint efforts being undertaken in this regard by UNDP, UNEP, and the World Bank

#### **Support to the Country Offices for the recovery process**

- a) assist the RCs in determining the extent to which current needs assessments have been adequate in meeting the requirements for coordinated recovery programming by the UN system. Where appropriate, identify additional assessments that are needed, including on such issues as the ongoing response-related responsibilities in northern Honduras that must be addressed in parallel with recovery interventions, and formulate, together with the RCs, a set of recommendations on where and how additional financial and human resources can be mobilized to complete comprehensive assessments of recovery needs;
- b) assess the extent to which the respective Country Offices could benefit from additional assistance with design of programmes and the preparation of project documents that ensure that disaster mitigation and prevention issues are adequately addressed in such programmes;
- c) review the prevailing capacities of the Country Offices for information management, monitoring and data base development, (given that these needs are likely to be substantial as recovery gets fully underway) and assist the RCs in establishing how such capacities may be strengthened; and

- d) recommend means for strengthening OCHA and UNDP to promote the transitional appeal and the recovery process through heightened advocacy and supporting resource mobilization at HQ levels, on behalf of the COs, vis-à-vis government institutions, UN agencies, the Bretton Woods and other financial institutions, IFRC and the bi-lateral donor community.

### **C) Strengthening National Capacity for Disaster Reduction**

- a) evaluate the achievements and constraints in the response to hurricane Mitch by national governmental institutions and agencies and draw-up a list of lessons learned from these experiences that will, where requested by national authorities, feed into an Action Plan for a programme of support for further strengthening disaster reduction structures and procedures among all relevant government and non-governmental bodies that will be implemented under the umbrella of the RCs and their DMTs and in collaboration with the international financial institutions, the bi-lateral donors and the NGO community;
- b) review the effectiveness of previous disaster reduction capacity building programmes and related training activities which were provided to the respective countries, suggesting, where possible, how successful these were in augmenting the effectiveness of national responses to hurricane Mitch, and make recommendations on future disaster reduction capacitation needs which may be required for national government, NGO and UN system personnel at the local, national, regional or international levels; and
- c) liaise with, and seek advice and inputs from, national IDNDR committees in all four countries and from IDNDR's regional office in Costa Rica.

## **4 ITINERARY**

The mission team will assemble in Geneva on 15 January, travelling on 17 January to the region for a duration of approximately three weeks.

The mission will subsequently provide a draft final report by 13 February for review and discussion 15 February. The final report will be completed for input to the joint PAHO, UNDP, OCHA, UNICEF and WFP meeting on hurricanes Mitch and George to be held in the Dominican Republic 16 - 19 February.

## **ANNEX 2**

### **ORGANIZATIONS MET (in alphabetical order by institution)**

#### **EL SALVADOR**

##### **GOVERNMENT INSTITUTIONS**

Ing. Edwin Aragón	Director de Políticas	Ministerio de Agricultura y Ganadería (MAG)
Lic. José Luis Trigueros	Vice-Ministro	Ministerio de Hacienda
Arq. Elda de Godoy		Ministerio de Relaciones Exteriores
Dr. Carlos Rosales	Director Gral. de la Salud	Ministerio de Salud Pública y Asistencia Social (MSPAS)
Sr. Mario Ferrer Sr. Orlando Tejada C. Sr. Víctor Ramírez	Director General Sub-Director Director Depto de Capacitación	Comité de Emergencia Nacional
Licda. Carolina Ramírez	Directora División de Asistencia Alimenticia	Secretaría Nacional de la Familia

##### **INTERNATIONAL INSTITUTIONS AND DIPLOMATIC CORPS**

Sr. Andrés Collado	Embajador	Embajada de España
Sr. José Ignacio Piña	Embajador	Embajada de México
Sr. Peter Gore	Director Oficina de Agua y Medio Ambiente/Disaster Relief Officer	USAID
Sr. José Víctor Chibarro	Especialista Sectorial	Banco Interamericano
Sr. Omar Orozco Sr. Mauricio Herdocia Sr. Pablo Pastor	Director Cooperación Director Asuntos Políticos y Jurídicos Director Relaciones Interinstitucionales	Sistema de la Integración Centroamericana (SICA)
Sr. Carlos Ramiro Martínez	Dir. Asuntos Económicos	
Sr. Luis Alonso Jiménez	Coord. Emergencia	Catholic Relief Services
Sr. Rudelmar de Farías	Representante	Federación Luterana Mundial
Sra. Teresa Chin	Directora	Fundación Share
Sra. Elizabeth Landa		Oxfam América

##### **CIVIL SOCIETY**

Sr. Teófilo Simán	Presidente	Cruz Roja Salvadoreña
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### **UNITED NATIONS SYSTEM**

Sr. Ton Oomen	Representante	FAO
Sr. Mario Valcárcel	Representante	OPS/OMS
Sr. Guy Gauvreau	Representante	PMA
Sr. Bruno Moro Sr. Patrick Dummazert Srita. Francesca Jessup Srita. Elizabeth Hayek	Representante Residente	UNDP
Sr. Antonio Pallarés	Representante	UNESCO
Srita. Fressia Cerna	Oficial de Programa	UNFPA
Srita. Ximena de la Barra	Representante	UNICEF
Srita. Indiana González	Coord. Unidad Descent.	UNOPS

## **GUATEMALA**

### **GOVERNMENT INSTITUTIONS**

Sr. Mario Chang	Secretario	CONRED
Sr. Emilio Saca	Secretario Ejecutivo	Secretaría Ejecutiva de la Presidencia
Sr. Jorge Escoto Sra. Rossana de Hegel	Sub-Secretario Sub-Secretaria	Secretaría General de Planificación (SEGEPLAN)

### **INTERNATIONAL INSTITUTIONS AND DIPLOMATIC CORPS**

Srita. Leonore Viruttner	Consejera	Embajada de Austria
Srita. Christine McEwen	Jefe de Misión Alterna	Embajada de Gran Bretaña
Sr. Wouter Plomp	Primer Secretario	Embajada de Holanda
Sr. Ewa Dahlin	Consejero	Embajada de Suecia
Sr. Hausilmedi Bortis	Primer Secretario	Embajada de Suiza
Sr. Julio Martínez	Asesor Técnico de Proyectos Infraestructura	Cooperación Española
Sr. George Carner	Director	USAID
Sr. Enrique Taund	Esp. Financiero	BID
Sr. Per Ibarson Sr. Pat de la Espriella	Act. Ho. Delegado R. Team Leader Mitch	Federación Cruz Roja

### **UNITED NATIONS SYSTEM**

Sr. Ton Oomen	Representante	FAO
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Sr. Maynor Estrada	Oficial Profesional	
Sr. Mario Argueta	Asesor Técnico	HABITAT
Sr. Jean Arnault	Jefe de Misión	MINUGUA
Sr. Thierry DelRue	Jefe Coop. Técnica	
Sr. Luis Mezquita	Asistente Dirección	OACDH
Sr. Raúl Ovando	Gerente del Cambio	OCR/ONU
Sr. Gustavo Mora	Representante	OPS/OMS
Sr. Steven Ault		
Sr. Gus Bergonzoli		
Sra. Hilda Leal de Molina		
Sr. Giancarlo Stopponi	Representante	PMA
Sr. Duilio Pérez Tuest	Oficial de Proyectos	
Sr. José L. Gándara (CEAR)		UNDAC
Sra. Ma. Olga González (UNDP)		
Sr. Manuel Pinelo (OIM)		
Sr. Lars Franklin	Representante Residente	UNDP
Srita. Christina Elich		
Sr. Fernando Masaya	Oficial del Programa	
Srita. Clemencia Muñoz	Representante Adjunta	
Srita. María Noel Voeza	Gerente Principal	
Sr. Federico Figueroa	Representante	UNESCO
Sr. Edgar Ríos		
Sr. Carlos Boggio		UNHCR
Sr. Felipe Camargo		
Srita. Anna Greene	Oficial Protección/Repatriación	
Srita. Yoriko Yasukawa	Coordinadora del Programa	UNICEF
Srita. Stephanie Luttman	Oficial de Operaciones	
Sr. Fabrizio Feliciani	Jefe Unidad	UNOPS
Srita. Liv Elin Indiertén	Oficial del Programa	VNU

## HONDURAS

### GOVERNMENT INSTITUTIONS

Sr. Moisés Starkman	Ministro	Ministerio de Cooperación
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		Internacional de Desarrollo
	Vice-Ministro	Ministerio de Obras Públicas y Coordinador de la Emerg.
Srita. Vera Rubí	Contralora	Contraloría
Col. Oscar González Lic. Andres Duarte Licda. Alba Flores	Comisionado Sub-Comisionado Jefe Depto. Capacitación	COPECO
Reuniones con Alcaldes, Autoridades Locales y Comunitales		

## **INTERNATIONAL INSTITUTIONS AND DIPLOMATIC CORPS**

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Sr. Gilles Vidal	Embajador	Embajada de Francia
Sr. David Allan Osborne	Embajador	Embajada de Gran Bretaña
Sr. Francesco Spinola	Embajador	Embajada de Italia
Sr. Masateru Ito	Embajador	Embajada de Japón
Sr. Carlos Foletti		COSUDE
Sr. Per Spolander Srita. Doris Attve Srita. Eva Aspimnd	Coord. Prog.-División de Asistencia de Emergencia Oficial de Programa- División Asistencia Humanitaria Jefe División Asistencia Humanitaria	Swedish International Development Agency (SIDA)
Srita. Marianne Anderson Sr. Todd Armani	Human Health Resources Officer Director, Strategy and Programme Support	USAID
Sr. Pablo Martínez		CARITAS
Sr. Oswaldo Díaz		Catholic Relief Services
Sr. Mariano Planells		Save the Children USA

## **CIVIL SOCIETY**

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Sr. Arturo Corrales	Presidente	Compañía de Ingeniería Gerencial
Sr. Hernán Morales		FOPRIDEH
Alcaldes, Regidores, Dirigentes y miembros de comunidades y grupos sociales.		

## **UNITED NATIONS SYSTEM**

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Sr. José Antonio Pagés		OPS/OMS
Sr. Giuseppe Lubatti	Representante	PMA
Sra. Zoraida Mesa Sr. Jorge Baca Srita. Maggie Cayon Sr. Jorge Guevara Sr. Sergio Membreño Sr. Rolando Moya Sr. Harold Robinson	Representante Residente Operaciones de Campo Public Information Officer  Plan de Reconstrucción  Representante Adjunto	UNDP
Sr. César Picón		UNESCO
Sr. Bernardo Camaratti Sr. Fernando Cordero		UNICEF

## NICARAGUA

### GOVERNMENT INSTITUTIONS

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Capitán Johnny Baltodano	Jefe Sección de Estudios Técnicos	
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Sr. Heidi Pihlatie	Encargado de Negocios	Embajada de Finlandia
Sra. Silvie Alvarez	Embajadora	Embajada de Francia
Sr. Niccolo Goretti	Embajador	Embajada de Italia
Sr. Masuro Ito	Embajador	Embajada de Japón
Sr. Rodolfo Reyes	Encargado de Negocios	Embajada de México
Sra. Ingunn Klepsvik Sra. Tove Stub	Embajadora Encargada de Negocios	Embajada de Noruega
Sra. Margarita Bot	Embajadora	Embajada del Reino de los Países Bajos
Sr. David Osborne	Encargado de Negocios	Embajada Reino Unido Gran Bretaña
Sr. Jan Paul Bjerninger Sr. Torsten Wetterblad	Embajador	Embajada de Suecia
Sr. Giancarlo de Picciotto	Primer Secretario Coordinador Adjunto	Embajada de Suiza COSUDE
Embajador Kent Degerfelt	Embajador	Comisión Europea
Sr. Vicente Sellés	Coordinador General	Agencia Española de Cooperación Internacional
Sra. Marilyn Zak	Directora General	USAID
Sr. Tim Coone Sra. Martha Sarria	Consultor Asistente de Proyectos	BID
Sr. Richard Jones	Gerente de Proyectos	Catholic Relief Service
Sr. Fabián Arellano	Jefe Delegado	Federación de la Cruz Roja
Sr. Luis Ramírez	Asesor de Logística	Save the Children

## **CIVIL SOCIETY**

Dr. Rigoberto Sampson	Alcalde	Alcaldía de León
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Ing. Roberto Cedeño Ing. Adolfo Díaz-Lacayo Mayor Oscar Estrada	Alcalde Secretario General de la Alcaldía Defensa Civil de la Alcaldía	Alcaldía de Managua
Monseñor Obispo Bosco Vivas	Presidente	Comité Departamental de Emergencia de León
Sr. Nestor Pereira	Presidente	Consejo Superior de la Empresa Privada (COSEP)
Srita. Ana Quirós	Presidenta	Federación de Organismos No Gubernamentales (FONG)
Padre Marcos Dessy	Director	Fundación Chinandega 2001
Otros Alcaldes, así como Dirigentes y miembros de comunidades y grupos sociales.		

### **UNITED NATIONS SYSTEM**

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Sr. Carmelo Angulo Srita. Angeles Arenas Sr. Allan Bolt Srita. Nicola Harrington Sr. Alvaro Herdocia Sr. Eric Overvest	Representante Residente Oficial de Programa Oficial de Programa Representante Adjunta Oficial de Programa Oficial de Programa	UNDP
Sr. Bernt Aasen	Representante	UNICEF
Sra. Indiana González	Directora Regional	UNOPS

## **ANNEX 3**

### **HURRICANE MITCH**

A preliminary assessment of damages caused by Hurricane Mitch prepared by UNDP and ECLAC for the IDB Consultative Group Meeting for Reconstruction and Development of Central America, is provided here for general background information on the magnitude of impact of the hurricane on the region.

A map showing the erratic path, in six hourly intervals, of the hurricane passing through the region is also attached.



# United Nations Development Programme



## Sustainable Human Development

### ***A Preliminary Assessment of Damages caused by Hurricane "Mitch"***

***Prepared by the United Nations Development Programme (UNDP) and  
The Economic Commission for Latin America and the Caribbean (ECLAC)  
For the IDB Consultative Group Meeting for the Reconstruction of Central America***

#### 1. Overview

On 24 October Atlantic Tropical Storm Mitch was upgraded to Hurricane status and transformed itself into one of the strongest and most damaging storms ever to hit the Caribbean and Central America. During the following week it swept across Honduras, Nicaragua, Guatemala, El Salvador, Belize and Costa Rica, even while the eye remained some 150 km offshore. It then became stationary off the Caribbean coast of Honduras, causing torrential rains, flooding, landslides and high intensity winds. At its height, on 26 and 27 October, the hurricane reached Category 5 (the highest), one of only four hurricanes to reach this level during the 20<sup>th</sup> century in a region often hit by tropical storms. During this period it sustained winds of almost 300 km per hour and dumped heavy rains all over Central America.

The effects of the natural disaster were aggravated by man-made factors. Population pressures had resulted in large-scale deforestation and the cultivation of marginal lands without proper soil conservation. These conditions left communities vulnerable to deadly floods and mudslides. Flooding was aggravated by lack of adequate watershed management.

The poor bear the brunt of disasters like "Mitch" since they have restricted access to land and often must live in marginal, high-risk areas, such as the banks of rivers and in gullies. Many of the poorest have been hit twice, as "Mitch" washed away both their homes as well as their sources of income. "Mitch" aggravated pre-existing social conditions, such as unequal access to employment, land and social services. The recovery process should incorporate a balance between the immediate needs for rehabilitation and the need to improve the underlying social and economic relations.

#### 2. The Humanitarian Toll

Preliminary estimates reveal the following humanitarian impact in the most affected countries:

(in numbers)

	HONDURAS	NICARAGUA	GUATEMALA	EL SALVADOR	TOTAL
1. Dead	5,657	2,863	268	240	9,028
2. Missing	8,058	948	121	19	9,146
3. Wounded <sup>1</sup>	12,272	388	280	n a.	12,940
4. In Shelters <sup>2</sup>	285,000	65,271	50,000	55,864	456,135
5. Total Evacuated	617,831	370,641	108,594	84,316	1,181,382
6 Total Affected Population <sup>3</sup>	4,753,537	867,752	734,198	346,910	6,702,397
7. Total Population <sup>4</sup>	6,203,188	4,492,700	11,645,900	6,075,536	28,417,324
8. Percentage Affected	76.6	19.3	6.3	5.7	23.6

<sup>1</sup> Does not include wounded for El Salvador

<sup>2</sup> In Nicaragua, as of 26 November 1998, and in Guatemala as of 15 November 1998.

<sup>3</sup> Includes the dead, injured and homeless as well as those who suffered material and economic losses. Source for definition. ECLAC. In the case of Honduras it includes the primary affected population (estimated at 2.4 million) and the secondary affected population, which includes city inhabitants still without basic services.

<sup>4</sup> Estimated as of October 1998; source. CELADE

(percentages)

	HONDURAS	NICARAGUA	GUATEMALA	EL SALVADOR	TOTAL
1. Dead	62.7	31.7	3.0	2.7	100.0
2. Missing	88.1	10.4	1.3	0.2	100.0
3. Wounded	94.8	3.0	2.2	n.a.	100.0
4. In Shelters	62.5	14.3	11.0	12.2	100.0
5. Total Evacuated	52.3	31.4	9.2	7.1	100.0
6. Total Affected Population	70.9	12.9	11.0	5.2	100.0
7. Total Population	21.8	15.8	41.0	21.4	100.0

### 3. Direct and Indirect Damages

"Mitch" left behind an unprecedented loss of life, devastation and ruin. The quantification of its many damages is an on-going process. UNDP and ECLAC have prepared this executive summary, using the best estimates available, in order to provide an idea of the magnitude of the destruction but not the costs of reconstruction. The figures shown are, by definition, preliminary. More refined and detailed information will be presented during the Consultative Group meeting. The following represents the preliminary technical opinion of ECLAC, at the time of its missions to each country, of the direct and indirect damages<sup>5</sup> in both the private and public sectors. It does not include immediate emergency costs.

The initial ECLAC missions were sent to El Salvador, Guatemala, Honduras and Nicaragua. A mission to Costa Rica will take place beginning 13 December, and will concentrate on indirect damages from reduced economic ties with its neighbours, including fewer exports, lack of access to primary inputs and non-payment of commercial debt. Official estimates set direct damages due to "Mitch" at US\$ 113.1 million, concentrated mainly in the agricultural and infrastructure sectors (US\$ 59.5 million and 41.5 million, respectively). The energy, manufacturing and trade sectors are still to be evaluated.

Belize did not suffer the most devastating effects of "Mitch". However, heavy rains and gusty winds took their toll on the fragile tourism industry, roads and education facilities (which were used as shelters during the crisis). A total of 75,000 were evacuated and no casualties were reported. Immediate needs relate to the prevention of potential health hazards such as vector-borne diseases and cholera.

#### 3.1 Regional Summary of Damages

"Mitch" caused the widespread destruction of water distribution and sanitation systems, health care centres, schools and other social infrastructure. It compounded existing chronic housing deficits. Stagnant water has led to increased incidence of water-borne diseases and enhanced the threat of dengue fever, cholera and malaria. School attendance rates will decrease due to infrastructure damage and to decreases in family income. All the countries suffered some degree of damage to road systems, resulting in the interruption of the trade flows within the region. Damages in the energy sector range from the temporary closing of plants to systematic energy rationing. Most of the losses in the productive sector relate to agriculture. The destruction of plantations and crop

<sup>5</sup> **Direct Damages:** all damage to fixed assets (including property), capital and inventories of finished and semi-finished goods, raw materials and spare parts which occur simultaneously or as a direct consequence of the natural phenomenon causing a disaster. The destruction of crops ready for harvesting must also be valued and included as direct damage.

**Indirect damages:** damage to the flows of goods and services that cease to be produced or provided during a period of time beginning almost immediately after the disaster and possibly extending into the rehabilitation and reconstruction phase. Any calculation should extend to the period needed to restore all or part of production capacity. It includes the costs or increased costs as well as losses of income as the result of the impossibility or difficulty in producing goods or providing services.

Source of Definition: ECLAC

fields has resulted in increased unemployment and reduction in the foodstuffs available for poor families. Reduced exports among the Central American economies constitute important indirect costs to the productive sector to the region as a whole.

<b>TABLE 1: CENTRAL AMERICA - SUMMARY OF DAMAGES (US\$ millions)</b>			
<b>SECTOR</b>	<b>DIRECT DAMAGE</b>	<b>INDIRECT DAMAGE</b>	<b>TOTAL DAMAGE</b>
<b>TOTAL</b>	<b>3,096.5</b>	<b>2,264.3</b>	<b>5,360.8</b>
<b>SOCIAL SECTORS</b>	<b>547.2</b>	<b>792.3</b>	<b>1,339.5</b>
Housing	444.9	707.7	1,152.6
Health	59.7	74.1	133.8
Education	42.5	10.5	53.0
<b>INFRASTRUCTURE</b>	<b>610.2</b>	<b>430.3</b>	<b>1,040.5</b>
Roads, bridges, railways	535.4	385.1	920.5
Water and sanitation	47.3	16.6	63.9
Energy	27.7	28.6	56.3
<b>PRODUCTIVE SECTORS</b>	<b>1,871.7</b>	<b>1,041.1</b>	<b>2,912.8</b>
Agriculture, livestock, fisheries and forestry	1,759.0	510.5	2,269.5
Manufacturing Industry	32.8	301.9	334.7
Trade, Restaurants, Hotels	79.9	228.7	308.6
<b>ENVIRONMENT</b>	<b>67.3</b>	<b>0.7</b>	<b>68.0</b>

<b>TABLE 1a: CENTRAL AMERICA - SUMMARY OF DAMAGES (percentage, per country of total)</b>					
<b>SECTOR</b>	<b>TOTAL DAMAGE</b>	<b>EL SALVADOR</b>	<b>GUATEMALA</b>	<b>HONDURAS</b>	<b>NICARAGUA</b>
<b>TOTAL</b>	<b>100.0</b>	<b>4.9</b>	<b>10.5</b>	<b>67.9</b>	<b>16.7</b>
<b>SOCIAL SECTORS</b>	<b>100.0</b>	<b>1.6</b>	<b>4.1</b>	<b>76.5</b>	<b>17.8</b>
Housing	100.0	1.1	3.1	81.1	14.8
Health	100.0	5.2	8.5	46.6	39.7
Education	100.0	2.6	14.9	53.0	29.4
<b>INFRASTRUCTURE</b>	<b>100.0</b>	<b>7.0</b>	<b>11.1</b>	<b>49.2</b>	<b>32.7</b>
Roads, bridges, railways	100.0	7.6	9.7	49.3	33.3
Water and sanitation	100.0	3.6	25.2	49.0	22.1
Energy	100.0	0.7	17.2	46.7	35.3
<b>PRODUCTIVE SECTORS</b>	<b>100.0</b>	<b>5.5</b>	<b>13.3</b>	<b>70.5</b>	<b>10.6</b>
Agriculture, livestock, fisheries and forestry	100.0	4.6	15.4	73.2	6.7
Manufacturing Industry	100.0	8.4	5.7	63.4	22.5
Trade, Restaurants, Hotels	100.0	9.1	5.8	58.7	26.4
<b>ENVIRONMENT</b>	<b>100.0</b>	<b>10.6</b>	<b>7.5</b>	<b>69.4</b>	<b>12.5</b>



### 3.2 Summaries of Direct and Indirect Damages by Country

In El Salvador, the preliminary data shows most of the damages occurring in the agricultural sector, representing a mainly rural phenomenon. Some indirect costs to industry and trade will occur due to the reduced markets for exports.

<b>TABLE 2: EL SALVADOR – SUMMARY OF DAMAGES (US\$ millions)</b>			
<b>SECTOR</b>	<b>DIRECT DAMAGE</b>	<b>INDIRECT DAMAGE</b>	<b>TOTAL DAMAGE</b>
<b>TOTAL</b>	<b>137.1</b>	<b>124.8</b>	<b>261.9</b>
<b>SOCIAL SECTORS</b>	<b>6.3</b>	<b>14.7</b>	<b>21.0</b>
Housing	3.6	8.9	12.5
Health	1.6	5.5	7.0
Education	1.1	0.3	1.4
<b>INFRASTRUCTURE</b>	<b>23.8</b>	<b>49.3</b>	<b>73.1</b>
Roads, bridges, railways, telecommunications	22.1	48.3	70.4
Water and sanitation	1.6	0.7	2.3
Energy	0.1	0.3	0.4
<b>PRODUCTIVE SECTORS</b>	<b>100.1</b>	<b>60.5</b>	<b>160.6</b>
Agriculture, livestock, fisheries and forestry	100.1	4.3	104.4
Manufacturing Industry	0.0	28.2	28.2
Trade, Restaurants, Hotels	0.0	28.0	28.0
<b>ENVIRONMENT</b>	<b>6.9</b>	<b>0.3</b>	<b>7.2</b>

Guatemala also shows most losses corresponding to the agricultural sector, chiefly coffee, bananas, melons, and basic grains. Close attention is being given to the impact of "Mitch" on especially vulnerable populations such as returned refugees and the internally displaced and to minimising the risk that the gains made by these populations as a result of the peace process, will be eroded. Thus, reconstruction and rehabilitation from Mitch must be considered in the overall framework of compliance with the peace agreements and the national authorities intend to promote synergies that enable the fulfilment of both tasks.

<b>TABLE 3: GUATEMALA – SUMMARY OF DAMAGES (US\$ millions)</b>			
<b>SECTOR</b>	<b>DIRECT DAMAGE</b>	<b>INDIRECT DAMAGE</b>	<b>TOTAL DAMAGE</b>
<b>TOTAL</b>	<b>283.2</b>	<b>279.5</b>	<b>562.7</b>
<b>SOCIAL SECTORS</b>	<b>39.5</b>	<b>15.1</b>	<b>54.6</b>
Housing	24.5	10.8	35.3
Health	7.6	3.8	11.4
Education	7.4	0.5	7.9
<b>INFRASTRUCTURE</b>	<b>56.0</b>	<b>59.5</b>	<b>115.5</b>
Roads, bridges, railways, telecommunications	40.1	49.6	89.7
Water and sanitation	10.5	5.6	16.1
Energy	5.4	4.3	9.7
<b>PRODUCTIVE SECTORS</b>	<b>182.6</b>	<b>204.9</b>	<b>387.5</b>
Agriculture, livestock, fisheries and forestry	176.8	173.7	350.5
Manufacturing Industry	2.8	16.2	19.0
Trade, Restaurants, Hotels	3.0	15.0	18.0
<b>ENVIRONMENT</b>	<b>5.1</b>	<b>N/A</b>	<b>5.1</b>

Honduras demonstrates an unparalleled degree of direct and indirect damages that constitutes a direct threat to the economic viability of the country. The greatest losses are in agriculture, where not only crops have been lost but the topsoil itself gone, washed away by the torrential rains. Banana production, a chief source of monthly income, will take 16 to 18 months to recuperate, while fields are cleaned of debris, topsoil replaced and new seeds planted. These losses as well as the infrastructure damage will have a sustained impact on the rest of the economy, especially small business, and will reduce per capita income.

<b>TABLE 4: HONDURAS- SUMMARY OF DAMAGES (US\$ millions)</b>			
<b>SECTOR</b>	<b>DIRECT DAMAGE</b>	<b>INDIRECT DAMAGE</b>	<b>TOTAL DAMAGE</b>
<b>TOTAL</b>	<b>2,177.4</b>	<b>1,461.1</b>	<b>3,638.5</b>
<b>SOCIAL SECTORS</b>	<b>305.4</b>	<b>719.4</b>	<b>1,024.8</b>
Housing	259.1	675.3	934.4
Health	25.6	36.7	62.3
Education	20.7	7.4	28.1
<b>INFRASTRUCTURE</b>	<b>347.6</b>	<b>164.2</b>	<b>511.7</b>
Roads, bridges, railways, telecommunications	314.1	140.0	454.1
Water and sanitation	24.2	7.2	31.3
Energy	9.3	17.0	26.3
<b>PRODUCTIVE SECTORS</b>	<b>1,477.6</b>	<b>577.1</b>	<b>2,054.8</b>
Agriculture, livestock, fisheries and forestry	1,387.3	274.2	1,661.5
Manufacturing Industry	15.8	196.3	212.1
Trade, Restaurants, Hotels	74.5	106.7	181.2
<b>ENVIRONMENT</b>	<b>46.8</b>	<b>0.4</b>	<b>47.2</b>

In Nicaragua damages are concentrated in the infrastructure sector, especially housing and roads. There is also significant damage to the productive sectors, namely agriculture, livestock and fisheries. The magnitude and economic implications of the disaster are severe and will be felt for several years. "Mitch" also aggravated the already precarious conditions in health care, water and sanitation. Reposition costs will be above and beyond historical values. The Nicaraguan Government has estimated that public sector infrastructure and housing reconstruction will amount to no less than US\$ 1.3 billion.

<b>TABLE 5: NICARAGUA – SUMMARY OF DAMAGES (US\$ millions)</b>			
<b>SECTOR</b>	<b>DIRECT DAMAGE</b>	<b>INDIRECT DAMAGE</b>	<b>TOTAL DAMAGE</b>
<b>TOTAL</b>	<b>498.8</b>	<b>398.9</b>	<b>897.7</b>
<b>SOCIAL SECTORS</b>	<b>196.0</b>	<b>43.1</b>	<b>239.1</b>
Housing	157.7	12.7	170.4
Health	25.0	28.1	53.1
Education	13.3	2.3	15.6
<b>INFRASTRUCTURE</b>	<b>182.9</b>	<b>157.3</b>	<b>340.2</b>
Roads, bridges, railways, telecommunications	159.0	147.2	306.3
Water and sanitation	11.0	3.1	14.1
Energy	12.9	7.0	19.9
<b>PRODUCTIVE SECTORS</b>	<b>111.4</b>	<b>198.5</b>	<b>309.9</b>
Agriculture, livestock, fisheries and forestry	94.8	58.3	153.1
Manufacturing Industry	14.2	61.2	75.4
Trade, Restaurants, Hotels	2.4	79.0	81.4
<b>ENVIRONMENT</b>	<b>8.5</b>	<b>N/A</b>	<b>8.5</b>

#### 4. Towards Rehabilitation and Reconstruction:

Central America is a disaster prone area where climatic anomalies and geological phenomena are common. There is a growing international consensus that a global process of climate change may be partially responsible for especially violent events in recent years, such as the El Niño phenomenon in 1997-98 and an unusually virulent hurricane season in 1998. A dozen powerful tropical depressions and hurricanes occurred during September and October of this year and their impact was magnified by damage caused previously by El Niño.

Working with the best estimations of damage costs, reconstruction programmes will reflect national needs and priorities and will address the key objectives of timely and efficient absorption of the adverse effects of Hurricane Mitch and the reduction of risk and vulnerability so as to avoid similar

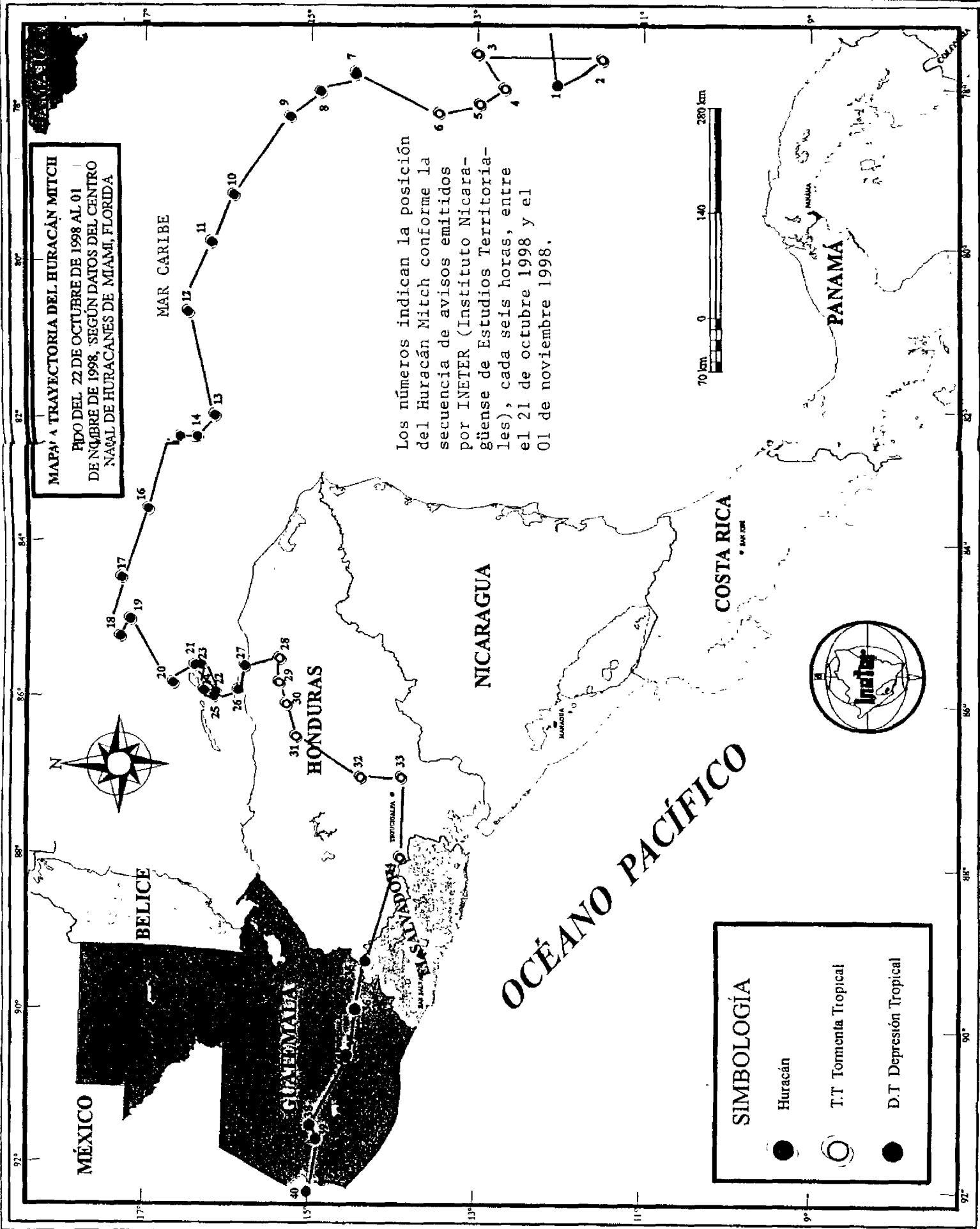
consequences in the future. Efforts will ideally focus not only on the rehabilitation of damaged infrastructure but also on reducing the vulnerability of the poorest segments of the population and on addressing environmental factors which exacerbate the effects of disasters. This can be done by focussing efforts on issues such as secure resettlement for the displaced, integrated watershed management, reforestation, and capacity building for disaster mitigation and prevention

Reconstruction strategies should support more just and sustainable development models, in which the reduction of exposure to the effects of natural disasters is taken into account. Consideration ought to be given to particularly vulnerable groups, such as children and women, and to the gender-differentiation of the effects of disasters. The incorporation of children and gender considerations can expand the presence of agents for change and promote new criteria and values such as an enhanced concern for sustainability and reduction of vulnerabilities. Women serve as natural leaders during emergencies as shelter organisers and administrators and conduits for rehabilitation. These capacities could be enhanced during rehabilitation and reconstruction, through the encouragement of greater participation of women at the communal and neighbourhood level

"Mitch" has highlighted the importance of adequate institutional and organisational schemes for mitigating the impact of disasters, both at the central and community levels. Casualties were lower in areas where early warning systems and community organisation for disaster response had been established. Decentralisation should facilitate reconstruction and local development. Availability of reliable geographical, social and economic information for prevention and response has also been shown to be an important factor that can save lives and livelihoods.

Some aspects of the recovery process would benefit from analysis at the sub-regional level, such as the reconstruction and improvement of the Central American transportation network, electricity, watershed management, environmental management, disaster preparedness and mitigation and sanitary controls

The preliminary damage figures contained in this executive summary do not represent the costs of reconstruction. These needs will be reflected in the national reconstruction programmes, in accordance with each country's own priorities, bearing in mind that improvements in infrastructure, disaster mitigation and preparedness will be key elements



MAPA A TRAYECTORIA DEL HURACÁN MITCH  
FHO DEL 22 DE OCTUBRE DE 1998 AL 01  
DE NOVIEMBRE DE 1998, SEGUN DATOS DEL CENTRO  
NAVAL DE HURACANES DE MIAMI, FLORIDA

Los números indican la posición  
del Huracán Mitch conforme la  
secuencia de avisos emitidos  
por INETER (Instituto Nica-  
ragüense de Estudios Territoria-  
les), cada seis horas, entre  
el 21 de octubre 1998 y el  
01 de noviembre 1998.

SIMBOLOGÍA

Huracán

T.T Tormenta Tropical

D.T Depresión Tropical



## ANNEX 4

### **LINKING RELIEF AND DEVELOPMENT: BY OBJECTIVES**

1. Detecting **the linkages**. Given the complex nature of the emergency in Central America, and the structural vulnerabilities it has exposed, it is important to have a good understanding of how relief links up with rehabilitation, reconstruction and development. It is an issue which the aid community has long debated without reaching a common view of how the linkages between relief and development operate in practice.
2. One of the reasons for the lack of consensus is the all too common confusion between activities and objectives. The problem is seen as a case of **creating** linkages between a set of activities described as humanitarian or relief and another set of activities qualified as rehabilitation or development. Framed in this way, it is unlikely that a workable answer to the problem can be found.
3. What then are the linkages? Clearly the interface is at the level of goals and objectives. Relief is generally recognised to have short-term goals, whilst the objectives of development are long term. In reality, most activities combine short, medium and long term objectives, some of which are stated, some not.
4. The point can best be illustrated by a simple food-for-work project to rebuild damaged community structures, such as school buildings. Such projects serve multiple objectives:
  - ◆ Distribution of food rations (relief)
  - ◆ Provision of employment (relief and rehabilitation)
  - ◆ Repair of damaged buildings (reconstruction)
  - ◆ National mechanisms to administer FFW programmes (disaster preparedness)
  - ◆ Ensuring that schooling is not unduly interrupted (development)
5. In general, a project of this kind would be categorised as a relief or rehabilitation activity and managed by WFP or by an NGO. Little reference, if any, would be made to the fact that it also serves capacity-building objectives.
6. Rather than **building** linkages between relief and development, it is thus a case of **detecting** the linkages that already exist and of drawing them into the open by articulating their presence.
7. **Multi-purpose activities**. There are innumerable examples of projects that are multipurpose and serve several objectives, impacting both at the micro and at the macro-level. A Baily construction to repair a damaged bridge may be necessary to

facilitate relief operations, but is also likely to stay in place for an extended period of time and serve development purposes.

8. We recognise this implicitly, when we advocate multi-sector programmes at the local level, such as area rehabilitation schemes that are made up of a series of sub-activities having individual goals but serve an over-arching development objective. The fact that single activities have more than one objective and can encompass both relief, rehabilitation and development goals is generally overlooked.
9. **Instant transition.** By equating a particular activity with a single objective, we unwittingly disrupt the "smooth" transition between relief and development that is so often called for. Clearly, the transition is ongoing and simultaneous. Classifying activities by sector does not help matters, as such classifications are aggregates of single-purpose projects. It is unlikely, for instance, that an Education Sector presentation will include the above-cited food-for-work project in its list of transition accomplishments.
10. The confusion arises because aid projects are not categorised by objective, for if they were, we could well find a series of relief activities under the category "Development". Similarly, under the category "Relief", there would be a number of activities usually classified as development activities, such as disaster preparedness and mitigation. It follows that a particular activity may end up being listed in several categories.
11. In the context of the Central American disaster, we must recognise the division of activities into separate categories of relief, rehabilitation, reconstruction and development for what it is: an inaccurate reflection of a complex reality and an administratively convenient simplification. It is structured on conventional lines as a device to facilitate the handling of budgets and funds and to accommodate the institutional mandates and interests of the various organisations concerned, government departments as well as aid agencies.
12. **Coordination aspects.** Far from complicating the problems of coordination, a goal-driven view of the transition throws a different light on such issues as the duplication of activities, so often decried but less often evidenced in practice. Indeed, in many instances it can justifiably be argued that overlap **reinforces** the means of achieving specific objectives, developing synergy. Second, it is the consideration of goals and objectives that determines priorities. Third, it is a reality that helps resolve the chronic issue of differing mandate interpretations on the part of the various agencies present.
13. Seen from the institutional angle, the notion that single activities are multi-purpose takes the edge off the often acrimonious debate about organisational roles. There is nothing unusual, for instance, in a relief agency engaging in activities also having to do with development, or a development agency managing work that includes relief components. On the contrary, a potent rationale is provided for coordinated inter-agency action

14. At a more basic level, the focus on objectives furthermore allows us to relate both relief and recovery to an overarching strategic framework designed to advance the fulfilment of fundamental human rights. In this order of things, humanitarian relief serves the end purpose of ensuring not only the right to survival but also of protecting the rights of vulnerable groups, in particular those of women and children. Recovery moves the agenda towards securing development rights for all and provides an early opportunity for giving concrete meaning to the rights of people to participate in decisions that affect their lives.

## ANNEX 5

### **COMMENTS ON THE INTER-AGENCY TRANSITIONAL APPEAL**

1. An important part of the UN system response to the disaster was the launching of the Inter-Agency Transitional Appeal in early December. Its stated rationale was to "ease the transition from relief/immediate rehabilitation to rehabilitation/reconstruction", directing attention to the short term individual and social consequences of the disaster. In general, the contents of the Appeal are designed to meet needs identified during the emergency and projected over the next six months.
2. A number of reservations have been expressed as regards the appeal process itself. Some agencies say that it was either premature or too late. While it is acknowledged that the preparation was field-based, the Appeal was launched at the behest of OCHA/UNDP, and there is a question as to the actual backing it has received in the countries concerned, both by the governments and by the participating agencies. There does not seem to be, at the field level, a full understanding of the appeal process and its purpose.
3. As a result, the ownership of the process is an underlying issue. Government agencies have at best been ambivalent about actively lobbying donors to respond the proposals contained in the Appeal. Many agencies noted that it had overly taxed the staff resources of offices already strained to the limit.
4. Part of the reason is that the Appeal is seen as a regional effort, which does not take into account national perspectives and strategies in terms of the duration of the emergency, the period foreseen for the transition to recovery, as well as the preparation of long-term sector programmes of reconstruction and development. In Guatemala, for instance, the transition period had been set at 100 days, in El Salvador at 12 months.
5. Ironically - considering that funds are acknowledged to be lacking - there was a high degree of ambivalence regarding the Appeal among locally represented UN agencies. Some suggested they had engaged in its preparation more as an act of duty than as a felt need. There appeared to be no systematic follow-up consultation with the interested government agencies and donors to press requests taken up in the Appeal.
6. Local donor representatives were likewise hesitant about the Appeal. Some were unaware of its existence, others had reviewed it cursorily; a few found it to be of value as a UN perception and statement of needs, but had not considered it in fund-raising terms. As far as the Mission could ascertain, few donor representations had been asked by their home offices to comment on the contents of the Appeal and on whether a case existed for responding. Several cases were also noted where local



donor representatives were unaware of funding provided in response to the Appeal or what criteria had been applied.

7. Some bilateral donors referred to existing national practices in allocating funds for emergencies, which is normally the business of aid agencies in the capitals, whereas support for rehabilitation and development projects is usually negotiated at the country level.
8. Beyond the question of ownership, the fact that the Appeal does not attempt to reflect total resource requirements presents an inherent difficulty. In addition, there was little time to present the requisite analysis, sense of purpose or vision that should go with a document of this kind. Donors are accordingly unable to gauge adequately the impact of their contributions on the overall situation when considering how to cover transition needs and whether to respond. In none of the country programmes, furthermore, are any repairs to the transport infrastructure contemplated; nor is there any presentation of area-based programmes.
9. As a matter of course, Country Teams should have full flexibility and a decisive say in structuring the contents of an appeal. In regard to decentralised, area-based approaches, the Mission believes however that the usefulness of the appeal would be greater if the present sector and sub-sector format be modified.
10. The present sector presentation of aggregate needs provides for integrated responses on the part of several UN agencies, and call for significant resources. Ideally, donors should fund, or pool funding, for the entire sectoral effort, if it is to be pursued as an integrated whole. Donors are however, not necessarily ready to consider funding for the activities of only one agency, if they cannot be certain that essential activities to be performed by the second and third agency involved will be funded. And funding only one agency's activities could jeopardise the integrated nature of the response.
11. Concerns of this order could be accommodated by making parallel breakdowns of sectoral needs, based on the same integrated interventions but confined to specific areas, districts or municipalities. These could also be multi-sectoral, focus on community participation, with emphasis on urgent and sustainable activities, and incorporate local capacity-building components.
12. The primacy of objectives in viewing the transition process should also make it easier for donors to come forward with pledges and contributions for the rehabilitation effort. A format decentralising sector programmes as suggested above, which also takes into account the work of other actors in the area, would enable donors to make their own judgement about possible duplication. At the same time, it becomes less important for them to wait for the more structured future sector programmes based on a comprehensive analysis of the sector concerned. An early commitment of generous external funding to cover identified needs, in the area of rehabilitation and reconstruction as well as multi-sector programmes at the local level, would at this juncture have been of primordial importance to the Central American countries.