

# **United Nations Inter-Agency Transitional Appeal**

## **for Relief and Immediate Rehabilitation**

### **in Honduras, Nicaragua, El Salvador, Guatemala, and Belize**

#### **I EXECUTIVE SUMMARY**

The impact of Hurricane Mitch on Honduras, Nicaragua, El Salvador, Guatemala and Belize is of an unprecedented magnitude. The impact was compounded by large-scale deforestation and the cultivation of marginal lands without soil conservation.

A concerted high-level regional and international effort is being undertaken to begin addressing the medium and long-term needs for rehabilitation and reconstruction. The Presidents of Costa Rica, El Salvador, Honduras, Nicaragua and the Foreign Minister of Guatemala have made a joint appeal for a Rehabilitation and Reconstruction Plan for the countries hit by the Hurricane Mitch. The forthcoming Consultative Group Meeting to be held on 10-11 December by the Inter-American Development Bank (IDB) will review preliminary reconstruction programmes that will be finalised for fund-raising in 1999.

At an inter-agency meeting (FAO, IFAD, ILO, UNCTAD, UNEP, UNESCO, UNFPA, UNHCR, UNICEF, UNIDO, WFP, WHO, IDB, IMF, World Bank, IOM, IFRC, InterAction) co-chaired by UNDP and OCHA in New York on 18 November 1998, the need for a Transitional Appeal was underlined in order to raise adequate support for continuing relief needs as well as to forge links with longer-term rehabilitation while consolidating appeals already issued.

The United Nations Inter-Agency Transitional Appeal for Emergency Relief and Immediate Rehabilitation in Honduras, Nicaragua, El Salvador, Guatemala, and Belize has been prepared by in-country United Nations teams under the overall coordination of the United Nations Resident Coordinators.

The following agencies have submitted projects for inclusion in the transitional appeal: FAO, UNDP, UNESCO, UNFPA, UNHCR, UNICEF, WFP, WHO/PAHO, IOM, and OCHA. The following main sectors are covered: health, water and sanitation, shelter, food security, agriculture, education, coordination and management.

The overall total of the appeal is US \$ 152,934,914 distributed as follows (in %) amongst country-level and regional programmes: 54.2 % for Honduras, 25 % for Nicaragua, 10.6 % for El Salvador, 9.3 % for Guatemala, 0.6 % for Belize, and 0.3 % for regional activities.

All components of the Transitional Appeal will be implemented by in-country UN agencies in cooperation with their respective counterpart government ministries and/or partner non-governmental organisations. Contributions should be made to the agency identified as responsible for implementation of programme inputs in each sector.

## **II OVERVIEW**

### **1. Transitional appeal for continuing relief needs and immediate rehabilitation**

The objective of the United Nations Inter-Agency Transitional Appeal is to raise funds for the continuing relief needs and immediate rehabilitation requirements for the next six months, for people affected by Hurricane Mitch in Honduras, Nicaragua, El Salvador, Guatemala, and Belize.

### **2. International approach to coordinate support for reconstruction**

The General Assembly of the United Nations at its current session has called on the Secretary-General and all organs and agencies of the UN System to assist Central American countries to ensure the recovery of their economies. It also requested the Secretary-General to submit a report at its 54th session on progress made in the region with rehabilitation efforts.

At a meeting held in San Salvador on 9 November, the Presidents of Costa Rica, El Salvador, Honduras and Nicaragua and the Minister for Foreign Affairs of Guatemala made an appeal to international and regional financial institutions as well as to the international community to assist their countries in recovering from the crisis inflicted by Hurricane Mitch. Furthermore, they made an appeal for the establishment of a Regional Emergency Consultative Mechanism, consisting of the World Bank, the Inter-American Development Bank (IDB), the International Monetary Fund, the G-7, the European Union and the United Nations, to channel financial resources towards the recovery process.

The United Nations Economic Commission for Latin America and the Caribbean (ECLAC) will by early December have concluded its missions in El Salvador, Guatemala, Honduras and Nicaragua to assess the economic impact of Hurricane Mitch. Its findings will be presented at the Consultative Group Meeting for the Reconstruction of Central America to be held by the Inter-American Development Bank in Washington on 10-11 December.

The Consultative Group Meeting will review the respective Governments' progress reports on dealing with the impact of Hurricane Mitch as well as a preliminary assessment of the reconstruction requirements to be prepared by several agencies of the United Nations system. The Consultative Group will further discuss modalities for channelling donor resources, based on comprehensive, country-specific reconstruction programs to be proposed later.

This December Meeting will be the first step in launching the reconstruction process. The second step will be a Consultative Group meeting to be organized in Stockholm and co-hosted by the Inter-American Development Bank and the Swedish Government. At this second meeting, country-specific reconstruction programmes will be made available to enable donors to commit funds in a coordinated fashion.

### **3. Rationale for the United Nations Inter-Agency Transitional Appeal**

The UN Inter-Agency Transitional Appeal seeks to ease the transition from relief/immediate rehabilitation to rehabilitation/reconstruction. This is a unified United Nations approach to the transitional needs created by the impact of Hurricane Mitch across the region, focusing on the short term individual and social consequences of the disaster in the affected countries. The production of the appeal has been a cooperative effort by the UN Disaster Management Teams (UN-DMT) under the coordination and orientation of the UN Resident Coordinator, and the headquarters of UN agencies concerned, taking into account their different fields of competence.

### III BACKGROUND

#### 1. The regional impact of Hurricane Mitch

Hurricane Mitch swept across Honduras, Nicaragua, El Salvador, Guatemala, Belize and Costa Rica early in the week beginning 26 October, resulting in torrential rains, flooding and landslides. At its height on 26 and 27 October, the hurricane had sustained winds of over 300 km per hour. Although the region is often affected by tropical storms, Hurricane Mitch reached category V (the highest) and was one of only four hurricanes this century to reach this level in Central America.

The loss of life, devastation and ruin resulting from the effects of a natural phenomenon, Hurricane Mitch, was severely compounded by man-made factors. Population pressure leading to large-scale deforestation and the cultivation of marginal lands without soil conservation provoked mud slides. Flooding was aggravated by a lack of adequate watershed management. The poorest with restricted access to land, live in marginal, high-risk areas, such as on the banks of rivers. The poor thus bore the brunt of the effects of the disaster. The hurricane laid bare the extreme vulnerability of large parts of the population and revealed the pressing need for sustainable, environmentally responsible policies focussing on social equity and poverty alleviation.

A tragedy of immense proportions has afflicted Honduras and Nicaragua. El Salvador and Guatemala were also hard hit. Belize was affected to a much lesser extent. Over three million persons have been directly affected by Hurricane Mitch and over half a million people have lost their homes. The irretrievable loss of life, the impact on food availability and thus particularly on the nutritional status of vulnerable groups, damage to basic infrastructure, agricultural production, industrial and commercial entities has meant that, in some areas, over twenty years of development has been virtually wiped out. The potential increase in international and internal migration poses a huge challenge to the countries in the region, which needs to be addressed in the short term.

#### 2. The international response to Hurricane Mitch as reported to OCHA

The total international response to the region reported to OCHA as of 1 December (excluding contributions in-kind and services not costed), is as follows:

Honduras	US \$	23,931,969
Nicaragua	US \$	16,028,509
El Salvador	US \$	7,542,501
Guatemala	US \$	4,554,249
Belize	US \$	448,486
for the region (unspecified)	US \$	350,055,749
<b>Total:</b>	<b>US \$</b>	<b>402,561,463*</b>

**\*Note:** Includes US \$77,061,053 through/from the UN System, and US \$2,284,590 through/from OCHA.

## IV SUMMARY OF THE UN INTER-AGENCY TRANSITIONAL APPEAL

### 1. UN Transitional Appeal: breakdown summarised by country

Honduras	US \$	82,936,600
Nicaragua	US \$	38,206,200
El Salvador	US \$	16,196,399
Guatemala	US \$	14,258,517
Belize	US \$	846,108
Emergency communications network	US \$	321,090
Regional Assessment for Disaster Management Building	US \$	50,000
Regional Follow-up to the UN Transitional Appeal	US \$	120,000
<b>Total sum appealed for:</b>	<b>US \$</b>	<b>152,934,914</b>

### 2. UN Transitional Appeal: breakdown summarised by appealing agency

Food and Agriculture Organization (FAO)	US \$	22,402,480
International Organisation for Migration (IOM)	US \$	420,000
United Nations Development Programme (UNDP)	US \$	24,491,520
United Nations Population Fund (UNFPA)	US \$	3,500,000
United Nations Educational, Scientific and Cultural Organization (UNESCO)	US \$	141,024
United Nations Children's Fund (UNICEF)	US \$	21,202,240
World Food Programme (WFP)	US \$	63,298,842
World Health Organization/ Pan American Health Organization (WHO/PAHO)	US\$	11,338,108
Office for the Coordination of Humanitarian Affairs (OCHA)	US\$	120,000
UNDP/UNICEF	US\$	1,890,000
UNICEF/UNFPA	US\$	150,000
UNDP/UNESCO/UNFPA	US\$	3,000,000
UNESCO/UNFPA	US\$	1,000,000
<b>Total sum appealed for:</b>	<b>US \$</b>	<b>152,934,914</b>

### 3. Project details

Donors are requested to contact the headquarters of the respective implementing UN Agency, for further details of the individual project inputs in each sector and country.

### 4. Donation and implementation arrangements

All components of the UN Inter-Agency Transitional Appeal will be implemented by in-country UN agencies, in coordination with their respective counterpart government ministries and/or partner NGOs. It is therefore envisaged that donors should make their

contributions directly to the concerned United Nations agency which has been identified as responsible for implementation for programme inputs in each sector. The budget for each sector has included the programme support costs of the respective agencies.

Donors may also contribute through OCHA's emergency fund-raising mechanisms. Donors are requested to inform OCHA-Geneva of details of all contributions they make, in response to this appeal.

## **5. Coordination and monitoring mechanisms**

In each country the overall monitoring, coordination and reporting on the implementation of the relief and rehabilitation work funded by this appeal is the responsibility of the UN Resident Coordinator and the UN Disaster Management Team (UN-DMT). This will be done in cooperation with the appropriate ministry or other national coordinating body responsible for disaster management and relief. Prioritisation and the assignment of detailed responsibilities, where these require coordination in each country, will be managed at UN-DMT level. The UN Resident Coordinator and UN-DMT will organise regular coordination meetings with ministries, donor representatives and NGOs, to exchange information on the progress of the relief and rehabilitation programme.

## **6. Emergency communications network**

A joint WFP and UNICEF telecommunications assessment team has visited Nicaragua, Honduras, Guatemala and El Salvador, and found relief operations hampered by a lack of reliable and efficient communications. Whilst the existing telecommunications infrastructure continues to operate within the capital cities in the region and other urban areas, there is no reliable means of communicating with many parts of these countries where relief operations are ongoing. Accurate reporting, commodity tracking and coordination of relief workers requires constant access to reliable voice and data communications. UNICEF and WFP have agreed to share logistical and technical staff support to install, maintain, and manage a shared emergency communications network for Central America.

The primary goal of the proposed emergency communications network is to respond to the most urgent requirements in support of UNICEF and WFP operations responding to the Hurricane Mitch emergency. It provides for voice and data communications wherever required by telephone, cellular telephone, radio or satellite communications, with independent power supplies. The network will be robust, reliable, and efficient; it will be low maintenance and have almost no running costs. Additionally, it provides a critical back-up and complement to traditional telecommunications networks, which remain vulnerable to natural disasters. This one-off investment in emergency communications capacity and emergency preparedness will enable UNICEF and WFP offices to communicate regionally in time of natural disasters or other emergencies at no cost, and independently of local power or telecommunications infrastructure. The network will provide a backbone for all UN agencies and implementing partners/NGOs responding to the Hurricane Mitch disaster, and will assure staff safety and security.

For a period of three months, UNICEF will be fielding a Regional Telecommunications Officer (RTO) to coordinate, organise and manage the shared telecommunications network, for whom funding is also required. The RTO will act as team leader for the four technicians that WFP is providing, and will coordinate integration of other UN agencies and NGO implementing partners into the network. Additional equipment and short- and long-term staff support requirements will be reassessed during the first three months of this project.

WFP's requirements for this activity have been included in the food assistance component of each country proposal. UNICEF's requirements for the four countries, including temporary technical support, amount to US \$321,090 (\$277,090 for equipment and \$44,000 for technical support). For ease of management they are included as a regional component of the UN Transitional Appeal.

## **7. Inter-agency regional assessment for disaster management capacity building**

The coordination of recovery inputs must be underpinned by strengthening the disaster reduction capacities of governments in the region. Disaster preparation and mitigation and long-term development that reduces vulnerability are the two concomitant thrusts that will effectively reduce disasters. Mitigation and preparedness must, therefore, be built into the full range of recovery programmes from their inception, and not added as an afterthought. The El Niño events earlier this year led to requests to UNDP from several Central American countries for programming assistance and training to strengthen disaster management capacities. Hurricane Mitch has demonstrated the extent to which these needs must be now be addressed.

The optimum time to inject disaster reduction planning into government recovery and development planning is in the immediate aftermath of a major disaster. At the donor information meeting on Hurricane Mitch convened by OCHA on 12 November, the Ambassadors of Guatemala and Nicaragua both spoke of the need to seize this opportunity to help governments strengthen national disaster management capacity. This is also the best time to assess how well government institutions managed the unfolding disaster and to draw on their recent experience, in order to design the most appropriate programmes for promoting disaster reduction.

UNDP will lead inter-agency efforts to undertake a comprehensive assessment of prevailing national disaster management capacities across the region. The goal of this assessment is to draw up a medium term strategy for strengthening such capacity, including early warning systems, and to ensure that disaster mitigation and prevention is firmly entrenched in the recovery process. Its results will feed directly into the IDB-convened recovery planning and associated resource mobilisation process. This inter-agency assessment of disaster management capacity will cost US \$50,000.

## **8. Regional follow-up to the UN Transitional Appeal**

The Offices of the UN Resident Coordinators in the five countries will need support in coordinating the follow-up of the UN Inter-Agency Transitional Appeal. OCHA seeks funds to provide staff dedicated to this role. This will cost US \$120,000 for six months.

This task will include, among other things:

- a. Contributing to identifying regional gaps in the international response, taking into account the level of donations versus requirements in each country;
- b. Assisting UN Resident Coordinators in mobilizing international assistance for emergency needs, as they arise, through the presentation of these from a regional perspective;
- c. Assisting in ensuring a smooth transition from emergency relief to rehabilitation and reconstruction, in collaboration with all relevant actors;
- d. Providing consolidated information support to OCHA in the follow-up to this disaster;
- e. Assisting UN Resident Coordinators in following up on the contributions of the international community channelled through OCHA;
- f. Carrying out other relief coordination tasks requiring a regional dimension, as agreed between UN Resident Coordinators and OCHA.



**UN Inter-Agency Transitional Appeal: country / sector / agency funding matrix**

Country	Sector	Agency	US \$
A. HONDURAS	1. Health, Water and Sanitation	WHO/PAHO	4,050,000
		UNICEF	3,350,000
		UNFPA	500,000
		UNDP	2,508,000
	<b>Subtotal:</b>	<b>-</b>	<b>10,408,000</b>
	2. Shelter	WHO/PAHO	1,000,000
		UNICEF	2,727,000
		UNFPA	300,000
		UNDP	6,050,000
		UNDP/UNICEF	1,890,000
		UNICEF/UNFPA	150,000
		WFP	2,500,000
	<b>Subtotal:</b>	<b>-</b>	<b>14,617,000</b>
	3. Food Security	WFP	31,369,700
	4. Agriculture	FAO	12,681,900
	5. Education	UNICEF	2,460,000
		UNDP/UNESCO	3,000,000
		UNFPA	
		UNESCO/UNFPA	1,000,000
		UNDP	7,100,000
	<b>Subtotal:</b>	<b>-</b>	<b>13,560,000</b>
	6. Coordination / Management	UNDP	300,000
	<b>Total for Honduras</b>	<b>-</b>	<b>82,936,600</b>
B. NICARAGUA	1. Health	WHO/PAHO	2,440,000
		UNICEF	650,000
		UNFPA	1,000,000
	<b>Subtotal:</b>		<b>4,090,000</b>
	2. Special Protection	UNICEF	1,040,000
	3. Water and Sanitation	WHO/PAHO	1,766,000
		UNICEF	1,330,000
	<b>Subtotal:</b>		<b>3,096,000</b>
	4. Shelter	UNDP	2,935,200
		IOM	420,000
	<b>Subtotal:</b>		<b>3,355,200</b>
	5. Food Security	WFP	22,195,000
	6. Agriculture	FAO	3,400,000
	7. Education	UNICEF	830,000
	8. Coordination / Management	UNDP	200,000
	<b>Total for Nicaragua</b>	<b>-</b>	<b>38,206,200</b>

Country	Sector	Agency	US \$
C. EL SALVADOR	1. Health	WHO/PAHO	680,000
		UNICEF	1,160,000
		UNFPA	1,200,000
	<b>Subtotal:</b>	-	3,040,000
	2. Water and Sanitation	WHO/PAHO	436,000
		UNICEF	1,364,550
	<b>Subtotal:</b>	-	1,800,550
	3. Food Security	WFP	3,708,240
	4. Agriculture - immediate	FAO	4,148,000
	- medium-term	FAO	1,521,785
	<b>Subtotal:</b>	-	5,669,785
	5. Education	UNICEF	1,736,800
		UNESCO	141,024
	<b>Subtotal:</b>	-	1,877,824
	6. Coordination / Management	UNDP	100,000
	<b>Total for El Salvador</b>	-	<b>16,196,399</b>
D. GUATEMALA	1. Health	WHO/PAHO	695,000
		UNICEF	1,000,000
		UNFPA	500,000
	<b>Subtotal:</b>	-	2,195,000
	2. Water and Sanitation	UNICEF	2,000,000
	3. Food Security	WFP	3,506,602
	4. Agriculture	FAO	650,795
	5. Education	UNDP	4,573,320
		UNICEF	1,232,800
	<b>Subtotal:</b>	-	5,806,120
	6. Coordination / Management	UNDP	100,000
	<b>Total for Guatemala</b>	-	<b>14,258,517</b>
E. BELIZE	1. Health, Water and Sanitation	WHO/PAHO	271,108
	2. Shelter	UNDP	275,000
	3. Disaster Management	UNDP	300,000
	<b>Total for Belize</b>	-	<b>846,108</b>
REGIONAL	Communications Network	UNICEF	321,090
	Disaster Management Capacity	UNDP	50,000
	Follow-up to the Appeal	OCHA	120,000
	<b>Total for Regional Inputs</b>	-	<b>491,090</b>
<b>Overall Total</b>			<b>152,934,914</b>

