PD-ABX-608

Hurricane Mitch Emergency Response Program

Interim Report
November 1998 – July 1999

Submitted by: CARE-International in Honduras
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A. Hurricane Mitch Emergency Response – Phase I

Between 4 November 1998 and 30 April 1999, CARE-Honduras implemented Hurricane Mitch Emergency response programming using PL-480 Title II resources in 67 *municipios* in 10 of Honduras' 18 departments. A mix of relief feeding and food-for-work (FFW) rehabilitation projects have been implemented to assist storm victims in reestablishing their customary livelihood systems. Originally slated to end on 31 March 1999, this program was extended by one month through 30 April 1999.

CARE defined its priorities for the period as follows:

- Save lives
- Provide food
- Assure secure water supply
- Provide other basic necessities (household supplies, medicine)
- Preserve and maintain mental and physical well-being
- Facilitate transition to rehabilitation

In order to achieve these objectives, CARE intervened at two levels.

1. Relief Feeding

First, CARE supported shelters for the homeless and relief feeding for those cut off from normal food supplies. This approach dominated programming during the months of November and December, and persisted as late as early February in hard-hit areas of the north coast, Choluteca, and Tegucigalpa. A chart of relief feeding is included in this report.

With respect to shelters, CARE's ability to move quickly in response to the disaster necessitated that the organization assume a large measure of the relief activities in the early days following Mitch. Subsequently, CARE negotiated arrangements with organizations such as CARITAS and the World Program to rationalize assistance to shelters. These agreements left CARE with the following shelter responsibilities:

Tegucigalpa	17 shelters	492 families
San Pedro Sula	19 shelters	1,168 families
Choluteca	20 shelters	1,196 families

2. Community Rehabilitation

a. Background

In addition to assistance through shelters, CARE proposed a community-level response to assist households most affected by Mitch. Organized with municipal government officials and participating communities, this latter strategy was implemented in both rural and urban areas.

The community-based programming centered on a food-for-work intervention strategy. The municipal authorities in the areas in which CARE intervened identified projects to produce benefits to communities in general as well as support to individuals.

FFW programming was developed along the following lines:

- *Preliminary discussion with municipal governments regarding damage assessments*
- *Development of municipal emergency response program*
  CARE staff worked with municipal governments in establishing a four-month plan (December 1998 – April 1999) for each municipality in which CARE works. CARE entered into tripartite agreements with municipal governments and participating communities outlining the rights and responsibilities of each of the parties in the emergency response program.
- *Registration of participants*
- *Implementation of activities*

b. Achievements

- Nearly 900 communities participated in FFW activities, serving more than 40,000 families.
- Roads were restored and rebuilt, allowing access to communities and offering improved marketing possibilities.
- Schools, churches, and other community infrastructure were cleaned and refurbished.
- Housing reconstruction, ranging from small rural community interventions to programs in Tegucigalpa and Choluteca, was supported with FFW and other critical inputs.
- Water systems were repaired, wells were cleaned, and latrines were rehabilitated.

B. Hurricane Mitch Emergency Response – Phase II

In March 1999, CARE, Catholic Relief Services (CRS), the World Food Program (WFP), and USAID did a rapid assessment to evaluate the extent to which food-supported programming had responded to the needs of participants, and to assess the appropriateness of additional food assistance. The exercise was designed to respond to the following questions:

- Is there a need for continued food aid?
- If so, where?
- For whom?
- For how long?
- For what purpose?

In order to answer these questions, the agencies identified various areas of investigation that were considered crucial for determining the food security status of the population served by emergency activities. The areas of inquiry included the following:

- Income (traditional sources, access to capital)
- Food Prices
- Purchasing Power
- Food (Agriculture/Animal) Production and Reserves
- Condition of Productive Infrastructure
- Survival Strategies

The results of the assessment suggested that there was widespread agreement that food assistance was essential to support families through the next harvest (August and September 1999). In all the *municipios* studied, stocks of basic grains were below historical levels for this time of year. Furthermore, much of what was salvaged was harvested under adverse conditions; as a consequence, the quality of the available food supply – especially corn – was poor. In addition, as might be expected, the food situation was especially acute in those zones in which food insecurity is a chronic problem.

From the programmatic standpoint, the assessment identified two major challenges confronting the country. First, although efforts to clear rubble had progressed well, there was still work to be done in this area. With the upcoming rainy season, of particular importance in urban areas were interventions to ensure that drainage ditches and systems are unobstructed. Furthermore, significant amounts of debris continued to clog rivers, which imperiled future productive potential in rural zones . Second, the assessment made apparent that as quickly as possible, *rehabilitation* should give way to *reconstruction*. In other words, significant emphasis needed to be placed on restoring the productive capacity of households affected by Mitch. This process needed to begin first with the basics of providing secure housing and water/sanitation for displaced families. Of virtually equal importance was support for economic revitalization. In rural areas, land rehabilitation and production support in the form of seeds and tools was of the utmost importance, while in cities, the fundamental short-term requirement was to mitigate against further losses by restoring and reinforcing road/bridge infrastructure, and by ensuring that drainage and retention structures were serviceable.

On the basis of these findings, CARE modified the food-for-work program to focus on the following activities:

- Repair/construction of houses
- Repair of water systems/wells
- Repair/construction of latrines
- Rehabilitation of farm and pasture lands
- Rehabilitation of bridges
- Protection of watersheds

Title II resources have been used in conjunction with other inputs to assist communities and individuals in providing permanent solutions to resettlement issues, including restoration of housing and water/sanitation systems. CARE Title II emergency response activities have also included support to programs for recovering damaged farm land and rebuilding restraining structures along riverbanks. Associated with this recovery program are interventions designed to mitigate the effects of future disasters, with emphasis on watershed protection. In urban areas, rainwater drainage structures and restraining walls have been built to protect hillside dwellings.

CARE provided approximately USD 1.3 million in building materials and agricultural seeds to support reconstruction activities in 51 municipalities. Some 34,000 families were targeted for participation in the second phase of emergency response; actual coverage has averaged approximately 80 percent of target.

The following charts summarize the achievements of CARE's Hurricane Mitch Emergency Response Program from November 1998 through July 1999.

C. Constraints

The operational constraints that hindered implementation of the first phase of emergency response have been largely overcome. The March 1999 rapid assessment permitted CARE to focus its programming

more narrowly, and to direct food and non-resources coherently. The experience gained in working with municipal governments during the first phase facilitated the planning and implementation of the reconstruction program. Similarly, the interinstitutional coordination among CARE, Catholic Relief Services, and the World Food Program has worked effectively.

The largest challenge of the reconstruction phase has been obtaining the necessary construction materials on a timely basis. For industrially produced supplies such as cement and roofing materials, CARE has been able to purchase adequate quantities as necessary. However, articles such as bricks, concrete blocks, gravel, and sand have posed more of an obstacle. Such items are not produced centrally in large factories, but rather in smaller installations on a decentralized basis. With the geographic extension of CARE's program, it has been difficult to identify reliable suppliers for the required quantities of materials in all regions. As a result, projects have been delayed by the late arrival of, for example, sand and gravel, when all the other materials – wood, cement, iron bars – were present. CARE continues to work with suppliers in an attempt to ensure prompt delivery of materials

Although not a constraint specific to its emergency program, CARE has noted the need for more extensive water/sanitation support to housing projects being implemented throughout the country. Displaced persons are occupying newly constructed homes as soon as they are built. Many of the housing projects contemplate the eventual installation of water and sewer systems, but the concern is that these new *colonias* will become focal points for water-related disease in the absence of some provision for sanitation.

CARE has entered into an agreement with the Ministries of Health and External Cooperation to provide 15,000 latrines on an emergency basis. These latrines will be installed both in new housing projects, as well as in communities where Hurricane Mitch damaged sanitary facilities.

Notes on Quantitative Analysis

- The chart of Food Distribution by Department represents those quantities sent to municipal warehouses for distribution to communities.

- The chart of Relief Feeding by Department represents those quantities distributed either through shelters or community-based free distribution.

- The chart of FFW Coverage by Department calculates the number of person/months of FFW generated by dividing the number of daily rations (*jornales*) by 22, the approximate number of workdays in a month. Estimated beneficiaries are calculated from the targeted families multiplied by five, the average family size on a national basis.

- The chart of FFW Activities by Department and Category of Activity presents the level of achievement with respect to key indicators for each category. Other activities, such as school repair, have been implemented, but on a limited scale.

  It should be noted that virtually all of the road repair activities were accomplished during the first phase. The other indicators presented reflect interventions primarily of the second phase of the program. With respect to restoration of water sources, repair/perforation of wells and rehabilitation of piped water systems are considered. Especially in Tegucigalpa, support for piped water systems has included construction of storage tanks, as a safeguard against damage to the central distribution networks.

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Food Distribution (MT) by Department

Departments	Rice	Beans	Oil	Cornmeal/CSB	Corn	TOTAL
Atlántida	461.00	216.89	74.13	374.67	-	1,126.49
Cholutaca	932.44	444.40	125.56	527.45	169.79	2,199.65
Colón	92.06	59.35	23.40	38.99	-	213.80
Comayagua	136.11	68.47	20.54	111.93	8.00	345.04
Cortés	1,186.15	930.65	190.15	1,113.77	96.00	3,516.72
Copán	27.34	54.79	4.67	63.24	-	150.04
Fco. Morazán D.C.	517.74	252.90	88.85	314.24	127.53	1,299.26
La Paz	12.32	5.43	1.81	10.48	-	30.04
Olancho	372.72	168.23	58.87	121.94	172.16	893.92
Santa Bárbara	372.07	189.23	60.90	227.10	105.93	955.23
Valle	428.56	218.60	69.16	335.80	75.27	1,125.38
Yoro	537.07	539.23	121.11	242.49	296.66	1,736.56
	5,073.57	3,147.97	837.15	3,482.12	1,051.34	13,592.15

Relief Feeding (MT) by Department

Departments	November	December	January	February	TOTAL
Atlántida	100.07	0.00	0.00	0.00	100.07
Cholutaca	133.77	347.37	69.92	0.00	551.06
Colón	150.75	0.00	33.01	0.00	183.76
Comayagua	49.39	0.00	0.00	0.00	49.39
Cortés	540.65	26.10	0.00	0.00	566.75
Copán	10.98	0.00	0.00	0.00	10.98
Fco. Morazán D.C.	92.76	28.34	33.38	16.00	170.48
La Paz	0.00	4.74	0.00	0.00	4.74
Olancho	61.77	29.82	0.00	0.00	91.59
Santa Bárbara	96.11	0.00	0.00	0.00	96.11
Valle	92.62	191.46	0.00	0.00	284.08
Yoro	313.62	0.00	0.00	0.00	313.62
	1,642.49	627.83	136.31	16.00	2,422.63

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FFW Coverage by Department

Departments	Participating Municipios	Number of Families Targeted/ Estimated Beneficiaries							FFW Family Daily Rations	Approximate Person/ Months of FFW
		Jan.	Feb.	Mar.	Apr.	May	Jun.	Jul.		
Atlántida	La Ceiba, Arizona, La Masica, San Francisco, El Porvenir, Jutiapa, Esparta	0	2,922	5,800	5,800	2,950	2,950	2,950	388,131	17,842
		0	14,610	29,000	28,000	14,750	14,750	14,750		
Choluteca	Choluteca, Marcovia, El Triunfo, Namasigue, Yuscaran, El Corpus	7,516	8,223	8,223	7,582	4,600	4,600	4,600	623,397	28,336
		37,580	41,115	41,115	37,810	23,000	23,000	23,000		
Comayagua	Ojo de Agua, La Libertad, Comayagua, El Rosario, Villa de San Antonio, Las Lajas, Minas de Oro, Esquias, San José del Potrero, San Luis, Siguatepeque, San Jerónimo, Taulabé	1,047	1,047	1,047	1,676	910	910	910	111,798	5,082
		5,235	5,235	5,235	8,380	4,550	4,550	4,550		
Cortés	San Pedro Sula, La Lima, Puerto Cortés, Choloma, San Manuel, Villanueva, Omoa	3,400	8,254	10,688	8,334	4,100	5,000	6,630	1,115,504	50,706
		17,000	41,270	53,440	41,670	20,500	25,150	33,150		
Copán	Florida, El Paraíso	0	0	1,199	1,000	0	0	0	52,584	2,390
		0	0	5,995	5,000	0	0	0		
Fco. Morazán D.C.	Various colonias	0	2,566	5,322	5,353	4,977	1,496	1,496	426,839	19,402
		0	12,840	26,610	26,765	24,885	7,480	7,480		
La Paz	Opatoro, Guajiquiro	89	89	89	100	100	100	100	9,568	435
		445	445	445	500	500	500	500		
Olancho	Juticalpa, Catacamas, Guata, Jano, Guayape, Gualaco, San Esteban, San Fco. de la Paz, San Fco. de Becerra, Guarizama, Manto	4,491	4,491	4,491	4,491	2,493	2,493	2,168	303,392	13,791
		22,455	22,455	22,455	22,455	12,465	12,465	10,840		
Santa Bárbara	Santa Bárbara, Azacualpa, Quimistán, Petoa, Chinda, Macuelizo, Colinas, Nueva Frontera	1,180	3,581	4,716	3,544	1,050	1,050	1,050	324,869	14,787
		5,900	17,905	23,580	17,720	5,250	5,250	5,250		
Valle	Amapala, Nacaome, San Lorenzo, Alianza, Goascorán, Langue	3,311	3,311	1,656	1,916	2,107	2,107	2,107	318,131	14,461
		16,555	16,555	8,280	9,580	10,535	10,535	10,535		
Yoro	El Progreso, Victoria, Negrito	2,980	5,700	8,402	5,571	5,200	4,510	4,798	538,073	24,458
		14,900	28,500	42,010	27,855	26,000	22,550	23,980		
		24,014	60,166	51,833	46,347	28,487	28,248	28,807	4,212,287	191,488
		120,070	200,830	259,166	229,735	142,435	126,230	134,036		

FFW Activities by Department and Category of Activity

Departments	Road Access		Agricultural Rehabilitation			Housing Rehabilitation		Water/ Sanitation		Disaster Mitigation	
	Km. Repaired	Bridges Repaired	T. Beans distributed (qq.)			Houses Repaired	Houses Constructed	Water Sources Restored	Latrines Installed	Trees Planted	Restraining Structures/ Canals Built (m.)
			Corn	Beans	Other						
Atlántida	91	16	32	35	3	0	186	22	21	117,000	5,872
Choluteca	0	83	470	132	2	876	752	16	1,200	30,750	17,500
Comayagua	0	0	0	0	0	209	0	97	0	96,000	0
Cortés	4,066	10	846	290	118	2,256	707	1114	100	9,400	47,810
Copán	80	0	0	0	0	0	19	7	0	0	0
Fco. Morazán D.C.	3	2	0	0	0	0	73	8	1,500	250	4,460
La Paz	0	0	0	0	0	0	0	0	0	9,875	0
Olancho	230	29	690	30	6	66	108	56	436	7,990	2,800
Santa Bárbara	885	1	0	6	6	47	386	118	10	0	0
Valle	0	0	0	0	0	454	0	16	0	0	14,750
Yoro	35	13	211	10	0	481	174	84	159	5,950	1,406
	5,202	154	2,449	501	131	4,400	2,421	1,538	3,692	276,215	94,418

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