Emergency Response to Hurricane Stan in El Salvador and Guatemala

Evaluation Report

Prepared for:
Save the Children United States (Guatemala office)

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1 INTRODUCTION

Goals and evaluation methods

This report presents the results of the evaluation of the project "Emergency Response to Hurricane Stan in El Salvador and Guatemala." In accordance with the terms of reference, the evaluation established the following goals:

a) Evaluate the achievement of the specific goals for each country, based on the goals that were defined in the proposal.

b) Evaluate the post-emergency assistance offered as a result of Hurricane Stan and the eruption of the Llamantepec or Santa Ana volcano, to observe the appropriateness of Save the Children's response.

c) Identify the lessons learned.

The evaluation method that was applied included a review of the reports presented by the executing entities, interviews with the personnel assigned to the projects, the beneficiaries, and with local authorities, and on-location observation by the consultants.

Project description

To cope with the damages caused by Hurricane Stan in Guatemala and El Salvador, and the eruption of the Llamantepec or Santa Ana volcano in El Salvador —both of which occurred in October 2005— the Save The Children United States office in Guatemala (SC-USAG)[1] proposed to the Save The Children Holland (SC-H) office in Holland, the execution of a project called "Emergency Response to Hurricane Stan in El Salvador and Guatemala."[2] In turn, the SC-H office sent the abovementioned request to the Government of Holland, who granted a donation of 768,012.00 euros through the Ministry of Foreign Relations.

The project was formulated with the purpose of securing the survival and welfare of the children and their families, and to improve the quality of the dwellings of the inhabitants of the battered communities. The SC-USAG office specified the project's goals for the localities in each country in the following manner:

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1 Sigla of Save the Children entities are for use in this document, not official meaning.

2 Data for the disaster registers over 1,500 people dead and the destruction of 10,000 homes in Guatemala, as well as 67 dead and the evacuation of 7,500 residents in areas adjacent to the Santa Ana volcano in El Salvador. Likewise, the damages to the social and productive infrastructe exceeded US$600 million in Guatemala and US$350 million in El Salvador, particularly for the loss of crops of the peasants in the affected areas.

IN GUATEMALA	IN EL SALVADOR
• Tend to the nutricional needs of the children and their families • Improve health and sanitation conditions in general • Increase psychosocial well-being • Facilitate the affected families' resettlement • Dwelling reconstruction for the affected families	• Increase psychosocial well-being • Secure resettlement of the population • Improve the productive activities of affected families

Regarding the project's specific results, the following coverage was specified:

RESULTS	BENEFICIARY POPULATION	LOCALIZATION	
		GUATEMALA populations located in the Departments of:	EL SALVADOR populations located in the Departments of:
Result 1: Improve the nutritional condition of the affected families	17,750	Escuintla, Huehuetenango, and San Marcos	
Result 2: Improve the health and sanitation conditions of the affected families	25,000	Sololá and Suchitepéquez	
Result 3: Increase the psychosocial welfare of the displaced families	34,000	Escuintla, Huehuetenango, Sololá, and Suchitepéquez	Cuscatlán and Sonsonate
Result 4: Facilitate the secure resettlement of the affected families, and prepare emergency plans	140 adults and 1,500 families in Guatemala, and 1008 people in El Salvador	Escuintla, Huehuetenango, Sololá, and Suchitepéquez	Cuscatlán and Sonsonate
Result 5: Improve the productive activities of the families	200 women weavers in Guatemala, 4,674 farmers in El Salvador	Sololá	Cuscatlán and Sonsonate
Result 6: Improve the housing of affected families	35 communities	San Marcos	

The period of execution was established between October 2005 and September 2006. The following five Save the Children organizations, identified in the table below, participated in the execution of said project:

Organization	Area of intervention	
Save the Children USA in El Salvador (SC-USAES)	Localities in the Departments of Cuscatlán and Sonsonate, in El Salvador	
Save the Children USA in Guatemala (SC-USAG)	Localities in the municipal districts of Santiago Atitlán and San Lucas Tolimán, in the Department of Sololá, and in the municipal district of Patulul in the Department of Suchitepéquez, in Guatemala	
Save the Children Guatemala (SC-G)	Localities in the municipal district of Tacaná, in the Department of San Marcos in Guatemala	
Save the Children Norway (SC-N), through the NGOs *Servicios y Apoyo al Desarrollo de Guatemala (SADEGUA)*, and the *Programa de Atención, Movilización e Incidencia por la Niñez y la Adolescencia (PAMI)*	**SADEGUA**	**PAMI**
	Localities in the municipal districts of San Juan Atitlán, in the Department of Huehuetenango, and in Palín, in the Department of Escuintla, in Guatemala	Municipal districts in Panajachel, Santa Catarina Palopó, San Juan La Laguna, San Pablo La Laguna, Santa Clara La Laguna, and San Marcos La Laguna in the Department of Sololá, in Guatemala.

2 PROJECT'S APPROACH

The project did not have a uniform methodology of intervention. Each organization formulated and executed the projects in accordance with the context and the experience and capabilities that each has accumulated during the course of their work in development and attention to emergencies in both countries. This confers the intervention the character of "a project in four projects," with particular methodologies for each organization.

However, the common denominator of the assistance granted by each of the Save the Children entities involved in the project herein evaluated, was that the projects were formulated with the vision of supporting the affected population with activities that centered on providing welfare beyond the short term and executed in three stages: the emergency, post-emergency, and recovery periods.

In this manner, the response of the abovementioned entities to the emergency created by Hurricane Stan and the eruption of the Llamantepec volcano — catastrophes that increase the vulnerability of the populations that live in these areas— consisted of undertaking activities under the following two approaches:

1. Quickly providing the population with support so that it could cope with the emergency; and

2. Establish the basis to develop the people's capacities to reestablish themselves with fewer risks within their communities, and train them in prevention and response, in the event of future catastrophes.

Of the activities undertaken under the first approach, the following examples can be mentioned:

> In El Salvador, SC-USAES integrated a network of private and government institutions to care for the displaced population, and saw to it that the people were treated with the dignity they deserved by the network. In this way, SC-USAES implemented and directed psychosocial assistance at the shelters that were established in Sonsonate, and trained the medical, nursing, and mental health personnel from the *Sistema Básico de Salud Integral (SIBASI)* in Cojutepeque and Sonsonate. Parallel to this, SC-USAES lent support to satisfy the immediate needs of the people at the shelters, providing them with "mattresses, water, containers for water, blankets, mosquito nets, sandals, clothes for boys and girls, disposable diapers, sanitary napkins, bath and laundry soap, toilet paper, toothpaste, and other items"[3]. Likewise, it lent support for the mobilization of health personnel. Because the affected families also lost their crops, they were provided food packages consisting of corn, rice, beans, cooking oil and lime when they returned to their homes.
>
> In Guatemala, the different Save the Children entities that participated in the project under evaluation, delivered food packages and water, and organized entertainment activities for the children housed at the shelters. [4]

Some examples of the activities undertaken under the second approach are the following:

> In El Salvador, SC-USES organized the physical inspection of the homes in the community. This activity was undertaken by the neighbors themselves, organized into groups by age and sex. This activity served to develop a preliminary map of the areas at risk, and was used to undertake preventive measures. Likewise, the creation of a local committee was promoted in which the members prepared a plan of action that contains two fundamental points: The actions that must be followed in the event of an emergency and the identification of the persons in charge of making sure that said actions are well-known by the population.

[3] Taken from the document "*Conceptualización de la respuesta a la emergencia provocada por la tormenta Stan y la erupción del volcán Llamatepec*" prepared by Save the Children of El Salvador.
[4] The immediate response activities were undertaken soon after the disaster, and were financed with funds that were available at the Save the Children entities in both El Salvador and Guatemala.

In Guatemala, the Save the Children entities undertook studies to establish the placement of dwellings, as well as emergency and economic reactivation plans for the different areas in which they worked. For example, SC-G did a study in Tacaná (in the municipal district of San Marcos) on where to place the dwellings. In six municipal districts of Sololá, PAMI facilitated the mobilization of young people being trained in risk management, who undertook some preventive activities such as garbage collection. In Santiago Atitlán, one of Sololá's most damaged municipal districts, SC-USAG rendered a diagnosis of the economic losses caused to women weavers. In San Juan Atitán, a municipal district in Huehuetenango, SADEGUA identified the creation of vegetable gardens as an option for recovery.

3 RESULTS ACHIEVED

3.1 IN EL SALVADOR

In El Salvador, SC-USAES proposed undertaking activities to generate the following three results: 1) Increase the psychosocial well-being of the displaced families; 2) Securely resettle the families; 3) Improve the productive activities of the affected families.

The activities were undertaken in 10 communities adjacent to the Llamantepec volcano. Nine of them are located within jurisdiction of the Department of Sonsonate, and one is located in the Department of Cuscatlán. The communities located in the Department of Sonsonate are Loma Chata, San Marcelino, María Auxiliadora, Santo Tomás, La Chacarita, Las Marías, Las Lajas, San Nicolás, and Altos del Beneficio; and the community located in the Department of Cuscatlán is San Augustín.

The chief feature of the communities in Sonsonate is that the land is owned by cooperatives that were founded in the 1980s. The cooperatives are the main organizational and community leadership core in existence.

SC-USAES was conducting an educational program in these communities, which quickly allowed determining the effects that Hurricane Stan and the eruption of the Llamantepec volcano were having on the populations of Sonsonate and Cuscatlán.

3.1.1 INCREASE THE PSYCHOSOCIAL WELL-BEING OF THE DISPLACED FAMILIES

The following table summarizes the activities and proposed indicators to establish the extent of the results under each heading, as well as the foreseen goals that have been accomplished, and the percentage of performance achieved.

ACTIVITY	INDICATORS	GOALS		
		FORESEEN	ACHIEVED	
		No.	No.	(%)
POPULATION IN THE DEPARTMENTS OF SONSONATE AND CUSCATLÁN				
• Conduct nine evaluations to determine the needs and opportunities to reinstate educational services • 18 training sessions for the management of safe playground areas in nine communities • Establish 10 safe playground areas • Facilitate nine sets of materials for safe playground areas • Conduct three training sessions with 43 teachers in charge of the psychosocial activities • Conduct 148 psychosocial sessions • Undertake three training sessions on practical methods to incorporate child protection into emergency programs • Establish 72 groups	1. Persons trained on safe playground areas:			
	• Volunteers	10	150	1,500
	• Teachers	18	18	100
	• Parents / gardians	200	472	236
	2. Number of safe places established			
	• Places	10	12	120
	• Girls and boys	600	N/D	N/D
	3. Number of parent committees established			
	• Committees	10	12	120
	• Parents	80	N/D	N/D
	4. Number of teachers trained in psychosocial activities	18	18	100

In general terms, the table shows that the number of activities undertaken and goals achieved surpassed those established in the project. It is important to mention that the safe playgrounds are located within centers of attention to children, such as schools and day-care centers; in other words, in areas in which there is adult supervision.

3.1.2 SECURE RESETTLEMENT OF FAMILIES

The following table summarizes the activities and proposed indicators to establish the extent of the results under each heading, as well as the foreseen goals that have been accomplished, and the percentage of performance achieved.

ACTIVITY	INDICATORS	GOALS		
		FORESEEN	ACHIEVED	
		No.	No.	(%)
POPULATION IN THE DEPARTMENTS OF SONSONATE AND CUSCATLÁN				
• Undertake nine feasibility studies to assure that the communities are safe for re-habitation • Conduct 1080 feasibility studies to establish that the dwellings are safe • Conduct 72 workshops with community members on participative investigation • Conduct nine workshops in nine communities to develop emergency plans • Conduct 72 community tours to create risk maps and establish resources in nine communities • Undertake 10 health campaigns • Provide 700 home repair kits (plastic sheets, hammer, nails, etc.) • Provide nine communities with home repair kits • Repair and improve 90 vulnerable homes • Improve areas at risk in nine communities • Develop and implement nine vector control plans in nine communities with the Ministry of Health • Undertake nine risk mitigation activities	1. Participative investigation workshops:	72	72	100
	2. Community members trainined in participative investigation techniques	1008	1350	134
	3. Number of communities with a risk and resources map in Sonsonate's nine communities	9	9	100
	4. Number of vulnerable homes repaired and improved	90	375	416
	5. Number of communities in areas of reduced risk	9	9	100
	6. Number of communities with emergency plans in Sonsonate's nine communities	9	9	100
	7. Number of home repair kits distributed in the nine communities in Sonsonate and the community in Cuscatlán	700	654	93
	8. Number of families that have returned to safe dwellings	700	1,250	179

In general terms, the table above shows that the number of activities undertaken and goals achieved surpassed those established in the project.

However, regarding the results, it is important to comment that the group of nine families was resettled because the area in which their homes were located was declared to be high risk due to an opening that occurred during the volcano's activity. The agreement to relocate them was promoted by SC-USES and approved by the cooperative's leadership. Likewise, it is important to point out that the improvements made to the dwellings are not a permanent solution, as the materials that were delivered to the families that reported the greatest damages to

their homes consisted of metal sheeting that was used on roofs and walls[5]. The construction of latrines (which had already begun to deteriorate prior to the hurricane and volcanic eruption) was also reported as an improvement, and were constructed in cooperation with El Salvador government institutions.

3.1.3 IMPROVEMENTS IN THE PRODUCTIVE ACTIVITIES OF THE AFFECTED FAMILIES

The following table summarizes the activities and proposed indicators to establish the extent of the results under each heading, as well as the foreseen goals that have been accomplished, and the percentage of performance achieved.

ACTIVITIES	INDICATORS	GOALS		
		FORESEEN No.	ACHIEVED No.	ACHIEVED (%)
POPULATION IN THE DEPARTMENTS OF SONSONATE AND CUSCATLÁN				
• Coordinate with the Ministry of Agriculture to obtain expert advice and recommendations • Provide agricultural packages consisting of seeds, grains, fertilizer, and pesticides to save or replant the crops • Crop monitoring • Train nine communities on agricultural production techniques and vegetable garden raising • Establish family vegetable gardens	1. Families that have received agricultural packages:	266	786	295
	2. Families that have saved their crops (Cuscatlán)	33	33	100
	3. Families that have replanted	233	233	100
	4. Number of family vegetable gardens established	350	30	8
	5. Families with a crop established on their home plot	700	30	4

In general terms, the above table shows that the number of activities undertaken and goals achieved surpassed those established in the project. The exception was the raising of "Indian" (native)[6] chickens, an activity that was initially proposed for the project but was substituted by vegetable gardens. Likewise, the project had originally foreseen the creation of 350 vegetable gardens; however, by the project's conclusion only 30 (8%) were actually established.

[5] SC-USAES personnel told evaluators that the sheetmetal is a metrial used in housing construction out of fear for the earthquakes that have occurred in recent years.

[6] According to SC-USAES personnel, the change in chickens to vegetable gardens was due to the scarcity of "Indian" chickens in the area.

3.2 In GUATEMALA

The projects presented for execution in Guatemala entailed achieving six results: 1) Improve the nutritional condition of the affected families; 2) Improve the health and sanitation conditions of the affected families; 3) Increase the psychosocial well-being of the affected families; 4) Create plans for cases of emergency; 5) Improve the productive activities of women weavers in Santiago Atitlán; and 6) Improve the housing of the affected families.

Except for SC-USAG, the entities were already executing development projects or supporting activities in the affected areas. This was advantageous, as they were familiar with the conditions of the existing social structure prior to the disaster caused by Hurricane Stan.

Each executing entity set forth their respective goals and specific results in the following areas of intervention:

Entity	Area of intervention	Expected results*
SC-G	Localities in the municipal district of Tacaná, in the Department of San Marcos	1) and 6)
SC-USAG	Localities in the municipal districts of Santiago Atitlán and San Lucas Tolimán, in the Department of Sololá, and in the municipal district of Patulul in the Department of Suchitepéquez	2), 3), 4) and 5)
SC-N through:		
SADEGUA	Localitities in the municipal district of Palín, in the Department of Escuintla, and San Juan Atitán, in Huehuetenango	1), 3) and 4)
PAMI	Locatities in the municipal districts of Panajachel, Santa Catarina Palopó, San Juan La Laguna, San Pablo La Laguna, Santa Clara La Laguna, and San Marcos La Laguna	3) and 4)

* The number identifies the result in accordance with the information detailed in the first paragraph of this heading

It is important to mention herein some of the features of the areas of intervention, in accordance with the effect that Hurricane Stan had on the population:

In the municipal district of Tacaná, the rains caused the rivers to overflow and landslides along the slopes of the mountains; both the rains and landslides cuased damages to homes and crops. For example, at the Nueva Jerusalén community, Hurricane Stan wrecked only two homes, but – according to the people interviewed by the evaluators-- destroyed all the crops that were near harvesting.

The rains in Santiago Atitlán and San Lucas Tolimán caused landslides on the slopes of the volcano that buried homes, and in several cases, some inhabitants. The greatest disaster occurred in the Panabaj quarter of Santiago Atitlán. Here, the mudslides caused numerous human deaths and buried homes.[7] In San Lucas Tolimán the landslides buried homes in one of the communities; however, the people had already been alerted by what had occurred in Panabaj, which helped avoid their deaths. In Patulul (a municipal district located in the sourthwestern part of the country that communicates by land with Santiago Atitlán and San Lucas Tolimán), the river's overflow caused damages to homes in a neighborhood located on the ourskirts of the urban area.

In the municipal district of Palín, in the Department of Escuintla, in the localities known as Balcones de Palín I and II, the rains formed currents, primarily in areas with steep inclines. The majority of the inhabitants in these areas are families that formerly resided on the outskirts of Guatemala City, but had been relocated here as a result of the damages caused by another hurricane in 1998. In the municipal district of San Juan Atitán, the inhabitants were harmed by landslides and river floodings.

The municipal districts of Panajachel, Santa Catarina Palopó, San Juan La Laguna, San Pablo La Laguna, Santa Clara La Laguna, and San Marcos La Laguna are located on the slopes of the mountains and volcanoes that surround Lake Atitlán. Santiago Atitlán and San Lucas Tolimán are also located in the basin area of this lake. All of these towns suffered landslides and flooding.

3.2.1 IMPROVE THE NUTRITIONAL CONDITION OF THE AFFECTED FAMILIES

The following table summarizes the activities and proposed indicators to establish the extent of the results under each heading, as well as the foreseen goals that have been accomplished, and the percentage of performance achieved.

[7] When this report was made, teams of forensic anthropologists were undertaking the first excavations in the area of the disaster that occurred in the Panabaj quarter.

ACTIVITIES	INDICATORS	GOALS		
		FORESEEN No.	ACHIEVED No.	DIFFERENCE (%)
• Purchase, transportation and delivery of food • Conduct meetings with parents to instruct them on nutritional information • Organize and train community leaders on nutritional monitoring • Monitor the distribution of food • Establish family and school vegetable gardens	Populations in San Juan Atitán and Palín (assisted by SADEGUA)			
	1. Rations delivered:			
	• Rations	3,000	3,600	120
	• Families	1.500*	600	120
	• Children and adolescents	4,675	2,656	56
	2. Number Community leaders that have been trained and have participated in the distribution and monitoring of food			
	3. Vegetable gardens established	7	10	142
	Populations in Tacaná (assisted by SC-G)			
	1. Rations delivered:			
	• Rations	8,234	8,484	10
	• Families	1,300	1,410	108
	• Children and adolescents	5,200	5,600	107
	2. Training sessions and nutritional counseling	75	105	140
	3. Number of family members trained	600	875	47
	4. Number of community leaders that have been trained and have participated in the distribution and monitoring of food	70	280	1,000

* Number of projected families corrected by SADEGUA. According to SADEGUA the indicador proposed is 500.

In general terms, the table above shows that the number of activities undertaken and goals achieved surpassed those established in the project.

It must be noted, however, that the rations that were delivered differ in regards to the number of products. The ration delivered by SADEGUA consisted of five products: Milk, rice, Incaparina[8], beans, and sugar. The rations delivered by SC-G consisted of two products: Corn and Incaparina.

[8] Incaparina is a mixture of nutritional products that was synthesized by the *Instituto Técnico de Nutrición para Centroamérica y Panamá (INCAP)*.

3.2.2 IMPROVE THE HEALTH AND SANITATION CONDITIONS OF THE AFFECTED FAMILIES

The following table summarizes the activities and proposed indicators to establish the extent of the results under each heading, as well as the foreseen goals that have been accomplished, and the percentage of performance achieved in accordance with SC-USAG's proposal.

ACTIVITIES	INDICATORS	GOALS		
		FORESEEN No.	ACHIEVED No.	DIFFERENCE (%)
• Conduct an evaluation of the hurricane's impact on the communtiy's healthcare system. • Work with the councils in charge of the shelters to establish health and sanitation committees • Provide the shelter committees with sanitation kits • Provide the families with sanitation kits • Identify the number of community health promoters and midwives within the community • Gather and adapt all health and sanitation educational materials • Train the community health promoters and volunteers at shelters • Support the community health promoters to train the parents in health and sanitation • Purchase, transport and distribute the sanitation kits for the affected families • Purchase, transport and distribute the sanitation kits for the shelters • Give support for the development, training and monitoring of the health committees at the shelters • Design and implement a plan to reestablish the levels of healthcare that prevailed before the hurricane	Populations in Patulul, San Lucas Tolimán, and Santiago Atitlán			
	1. Technical healthcare personnel trained:	100	131	131
	2. Training sessions	300	N/D	
	3. Family sanitation kits distributed	1,050	1,622	154
	4. Shelter sanitation kits distributed	15	14	93
	5. Shelters with healthcare committees established and working	4	3	75

In general terms, the above table shows that the number of activities undertaken and goals achieved surpassed those established in the project. Aditionally, it is important to mention that the sanitation kit that is missing in the goal was stored at SC-USAG's office in Santiago Atitlán, and according to information provided to the evaluators, it would be delivered shortly as the shelters had additionally received similar kits from other institutions. It was also reported that the activities were conducted in coordination with public healthcare centers, (institutions of the Ministry of Public Health).

3.2.3 INCREASE THE PSYCHOSOCIAL WELL-BEING OF THE AFFECTED FAMILIES

The following table summarizes the activities and proposed indicators to establish the extent of the results under each heading, as well as the foreseen goals that were accomplished, and the percentage of performance achieved, as proposed by SADEGUA, PAMI and SC-USAG:

ACTIVITIES	INDICATORS	GOALS		
		FORESEEN No.	ACHIEVED No.	DIFFERENCE (%)
• Conduct evaluations to determine the needs and opportunities to reinstate educational services • Training sessions for the safe management of playgrounds in the communities • Mobilize volunteers and teachers to establish safe playground areas • Provide materials for safe playgrounds at 15 shelters and nine schools • Work with the Ministry of Education to establish temporary schools (providing educational material and training to teachers) • Continue with these activities when the children return to classes in January	Population of San Juan Atitán and Palín (assited by SADEGUA) and population in Panajachel, Santa Catarina Palopó, San Juan La Laguna, San Pablo La Laguna, Santa Clara La Laguna, and San Marcos La Laguna (assisted by PAMI)*			
	1. Persons trained on safe playground areas:			
	• Courses	12	12	100
	• Parents / gardians	125	N/D	
	2. Number of children participating in the activities at safe playground areas			
	• Total children	5,675	5,433	95
	• Boys	2,894	3,099	107
	• Girls	2,781	2,334	84
	Populations in Patulul, San Lucas Tolimán, and Santiago Atitlán (assisted by SC-USAG)			
	1. Persons trained on safe playground areas:			
	• Teachers	40	82	205
	• Parents / gardians	55	18	32
	• Adolescents	60	28	47
	2. Number of safe playgrounds established	15	25 (17 at shelters and 8 in public spaces)	166

	3. Number of children participating in the activities at safe playground areas • Total children • Boys • Girls			
		762	883	115
		396	479	120
		366	404	110
	3. Number of parent committees established	13	13	100
	4. Number of temporary schools established in the affected areas that have been incorporated into the psychosocial activities • Schools with psychosocial activities • Children in Santiago Atitlán and San Lucas Tolimán • Children in Patulul			
		9	15	166
		1,050	1,948 children	138 (of the total number of children)
		2,152	2,502 children	

* The results table for the terms of reference regarding the evaluation establishes the interventions conducted in the Department of Chimaltenango. Notwithstanding, SADEGUA and PAMI indicated that they did not propose any intervention in this Department.

In general terms, the above table shows that the number of activities undertaken and goals achieved surpassed those established in the project.

However, it is fitting to mention some of the intervention's aspects. In this respect, the activities were undertaken predominantly through recreational activities with the children and the self-help groups organized by the population (particularly women). Clinical attention was not directly provided, but the cases were referred to public centers, as this type of attention is specialized, and in the opinion of one of the members of the teams interviewed, clinical and psychological services must be provided within the framework of prevailing cultural norms, so as to avoid –as much as possible— assuming the existence of universal psychological patterns.

Differences in the methodological proposals used by the executing entities must also be highlighted. PAMI incorporated aspects of psychosocial care in the response to emergencies of its training program, which was directed toward adolescents (high-school students). SADEGUA conducted encounters with groups of children and women, following situation diagnoses. On their part, SC-USAG assisted the children with entertainment activities at shelters, as well as at schools and public spaces, in which it installed playgrounds, although it also undertook situation diagnoses.

3.2.4 PLANNING FOR CASES OF EMERGENCY

The following table summarizes the activities and proposed indicators to establish the extent of the results under each heading, as well as the foreseen goals that were accomplished and the percentage of performance achieved, as proposed by SADEGUA and PAMI.

ACTIVITIES	INDICATORS	GOALS		
		FORESEEN No.	ACHIEVED No.	DIFFERENCE (%)
• Training in risk mitigation and activities in cases of emergency • Support and strengthening for local committees in attention to disasters • Development of a municipal disaster mitigation action plan for emergencies	Population of San Juan Atitán, Huehuetenango, and Palín, Escuintla (assisted by SADEGUA), and population in Panajachel, Santa Catarina Palopó, San Juan La Laguna, San Pablo La Laguna, Santa Clara La Laguna, and San Marcos La Laguna, Sololá (assisted by PAMI)*			
	1. Training workshops	12	12	100
	2. Number of comittees for the attention to local disasters that were strengthened and in operation	2	2	100
	3. Number of municipalities that have a risk mitigation action plan for emergencies	9 1 Huehue 6 Sololá 1 Chimalt 1 Escuint	 1 6 1	88
	4. Number of radio programs or spots transmitted regarding risk mitigation and action plans for emergencies	4	16	400
	5. Educational and training material (guidebooks)	300	N/D	
	6. Number of risk and vulnerability maps per municipal district	4 Huehue Sololá Chimalt Escuint	 1 1 1	75

* The results table for the terms of reference regarding the evaluation establishes the interventions conducted in the Department of Chimaltenango. Notwithstanding, SADEGUA and PAMI indicated that they did not propose any intervention in this Department.

In general terms, the table above shows that the number of activities undertaken and goals achieved surpassed those established in the project. There is a significant difference for the indicator related to educational material. The activities reports presented by SADEGUA states that the methodological guide "We children also participate in risk reduction" was produced, but the amount of material distributed was not registered.

Regarding the scope of the risk mitigation plans that were developed, it is fitting to establish their content and the territory for which they are valid:

> The plans developed by SADEGU include the localities of San Juan Atitán and Palín, which is where the project was carried out. They are not

municipal risk maps. Therefore, as a result of the training processes carried out with the population, the maps identify the location of the dwellings at risk, the location of the shelters, and the evacuation routes, among other data that can be useful during an emergency. SADEGUA delivered copies of these maps to the municipal authorities of San Juan Atitán and Palín.

The contents of the risk maps developed by PAMI for the six municipal districts in Sololá are diagnoses of risk and vulnerability, and include the mitigation plans that were developed by the young students that participated in the training courses. Included in the mitigation work is the establishment of clean-up activities and reforestation undertaken by the students themselves. The student committees delivered copies of these diagnoses and action plans to the municipal authorities. Additionally, a few of the students interviewed indicated that some of the municipal governments cooperated with the development of the activities they carried out.

3.2.5 IMPROVEMENTS IN THE PRODUCTIVE ACTIVITIES OF THE WOMEN WEAVERS OF SANTIAGO ATITLÁN

The following table summarizes the activities and proposed indicators to establish the extent of the results under each heading, as well as the foreseen goals that have been accomplished, and the percentage of performance achieved in accordance with SC-USAG's proposal.

ACTIVITIES	INDICATORS	GOALS		
		FORESEEN No.	ACHIEVED No.	DIFFERENCE (%)
• Quick study to identify the needs of the weavers regarding the reestablishment of their productive activities • Interview to determine their incomes and vulnerabilities • Establishment of a plan to restore the productive activities of the affected women • Reactivate the affected production and commercialization systems • Purchase and distribute a subsidized kit for weaving activities • Monitoring of weaving activities • Interview to determine if their income had increased	Santiago Atitlán and San Lucas Tolimán			
	1. Number of weaving kits distributed	200	247	124
	2. Number of women that reported an increase in their income	120	N/D	

In general terms, the above table shows that the number of activities undertaken and goals achieved were superior regarding the delivery of kits to women weavers. The results of the intervention regarding an increase in their level of income was not yet apparent at the time this evaluation was conducted, as the delivery of kits had just recently concluded. However, some preliminary data obtained from the beneficiaries indicated that an increase in their income had occurred.

Likewise, it is important to mention some of the aspects of SC-USAG's intervention in this component. One of the goals established in the original proposal was to produce *güipiles* (the blouses used by Indigenous women); that is, a product destined for the local market that, according to a study undertaken by SC-USAG, had decreased in demand as a result of the population's drop in income after the loss of material resources caused by the hurricane. In view of this situation, the SC-USAG team proposed changing the manufacture of this product for others that are attractive to tourists, especially foreign tourists, and foster commercialization strategies for said products, such as organizing the women, establishing a "materials bank,"[9] and other plans. This is what delayed the delivery of the kits.

However, it appears to be a proposal that –although for the long term— can sustainably improve the income of the women involved with the organized groups.

3.2.6 IMPROVE THE DWELLINGS OF THE AFFECTED FAMILIES

The following table summarizes the activities and proposed indicators to establish the extent of the results under each heading, as well as the foreseen goals that have been accomplished, and the percentage of performance achieved in accordance with SC-G's proposal.

ACTIVITIES	INDICATORS	GOALS		
		FORESEEN No.	ACHIEVED No.	DIFFERENCE (%)
• Study of the risks and vulnerabilities for the construction of permanent dwellings	In 35 communities of the Tacaná municipal district, San Marcos			
	1. Accomplishment of the study	1	1	100

For this component SC-G only programmed one activity. Said activity had only been partially completed when this evaluation was carried out. In this way, SC-G's

[9] The "materials bank" maintains an inventory of threads and other materials used for weaving. It replaces the materials it hands to the weavers by deducting their cost from the selling price of the finished product, thus retaining it as work capital. In other words, the retained value is used to purchase more materials to maintain a stock.

activities report indicates that by September 30, 2006 (the project's date of conclusion), the terms of reference had been defined and the consultants had been hired to undertake the studies. The final document had not yet been received by SC-G when the report for this evaluation was written.

4 PROJECT'S QUALITATIVE RESULTS

The SC entities that executed the project under evaluation acted promptly when helping to relieve the urgent needs of the affected population. They provided the population that had been mobilized to the shelters and those who, for different reasons, remained in their homes, with food, water, medication, and additional household items. The immediate effect of this aid was to reduce sanitation risks, as it is known that in situations such as the one caused by Hurricane Stan and the eruption of the Llamantepec volcano, the risk of developing epidemics increases significantly.

After concluding the abovementioned phase, the SC entities began formulating projects aimed at extending the benefits to the affected population.[10] One of the projects is the subject of this evaluation, whose activities and quantitative indicators were reviewed in the preceding chapter. However, the project's execution presents qualitative aspects in relation to the solutions and goals proposed by the entitites for the locations they intervened, and it is important to review and comment on them.

In El Salvador

In the affected areas of El Salvador, SC-USAES's participation was a determining factor in the attention to the population, as there is limited institutional presence – including governmental presence— in the region in which the disaster occurred. In this way, the SC-USAES project was the population's only option for recieving humanitarian aid through the following means: a) the investment of resources obtained by SC-USAES; and b) the resources obtained through SC-USAES's coordination with other institutions. For example, within the project's framework, SC-USAES delivered metal sheetroof and bricks, whereas a governmental institution provided the construction materials for the latrines.

Within this context, and after surmounting the first phase of the emergency, SC-USAES undertook to resettle the persons it had sheltered[11] in two different ways:

a) Ease the anguish of the affected families, especially the children's, for which it offered psychosocial support. This support was highly valued by the community, as can be seen in the following opinion expressed by a

[10] The projects were financed by different SC donor entities, in both El Salvador and Guatemala.
[11] According to the testimony of SC-USAES personnel and the people themselves, the majority of the population sought refuge at the shelters.

female leader on the Community Emergency and Welfare committee, in the township of Altos del Beneficio:

> "A very important part covered by this project was the moral area; shall we say that, although in the case of adults we knew how to conceal it somewhat, it was not really something we were going to easily forget. Therefore, I believe that the types of talks they gave us helped, they especially helped us adults to sort of manage the situation, and also how to talk to the children [about it] so as to not scare them... [Regarding] the moral area, shall we say, I believe that we have nothing to say (*Sic.*); not to mention the types of aid that have greatly benefited the community."

b) Support the safe return of the population to its communities, offering advice to identify the areas and homes at risk, as well as providing initial support for the resettlement of the inhabitants.

After completing the abovementioned activities, SC-USAES focused on generating the conditions to restore or improve the living conditions of the population, providing support with materials and technical assistance for the repair of dwellings, and when necessesary, the transfer of families to housing located in less vulnerable areas. It also lent support for the installation of latrines, and additionally aided agricultural production to save crops and establish vegetable gardens, so that the families could have both food supplies and/ or commercial agricultural commodities with which to generate an income at crop time.

Training programs were required for the population in order to accomplish these activities. In this way, before and after their return to the communities from the shelters, SC-USAES developed training programs for the population in the identification of the areas and dwellings at risk, finding solutions to the problems detected, and reactions to situations of risk.

With these activities, SC-USAES opened spaces for analysis and understanding so that the now organized population can make decisions when at risk, which --in the opinion of the evaluators-- is a valuable result. The comments made by one inhabitant of the La Chacarita community demonstrate the significance of having created a space for analysis in which the population can take action during future threats:

> "We saw the existing threats, and that's why we were doing evaluations and also house visits and then… and gatherings… that we often did here and then… and we were looking at reality [the situation] and there were many risks, and that is why we transferred some of the families over there."

However, in the opinion of the evaluators, the support offered for housing, latrine and agricultural activities could have been approached with a criteria that offered greater stability and, consequently, greater benefits to the population. That is to say, the assesorship and delivery of resources to the population could have been

approached with a longer term vision, to obtain greater social profitability from the project's execution.

In this way, the dwellings were reconstructed by the beneficiaries themselves using basically two types of materials: Wood (generally logs) and sheetmetal roofing delivered by the project. The sheetmetal was used to cover both roofs and walls.

However, taking into consideration the project's financial restrictions and the ecomonic limitations of the families, the housing solution lacked a plan to establish the homes' functionality and [future] enlargement. For example, the inhabitants could have been presented –with support from an assesorship-- with a progresive modular design system in which the living areas could be upgraded in accordance with the families' financial capacity. In other words, there lacked a housing construction proposal embodying better features for family expansion and development that could be adapted to the prevailing conditions in the community.

The evaluators consider that this void in the housing design demonstrates that the project granted the population limited technical assesorship on construction aspects. This statement is based on the following observations:

a. The dirt floors inside the dwellings suggests that the population was not encouraged to use resources to cement them, and walls were made from wood or materials obtained locally, even used metal sheeting, for example. It is worth remembering that dirt floors constitute a health risk factor for the population, in particular for children.[12]

b. The use of sheet metal for roofing and walls indicates that the abrupt changes in temperature within the dwellings --which are also health risk factors-- were not considered.

c. The majority of the dwellings lack a rise in the construction's perimeter. It is fitting to mention that the lack of this rise creates a risk to human health because its purpose is to deter water, mud, insects, and other animals from entering.

d. The placement of the dwellings demonstrates that the population was not encouraged to consider the existing environmental conditions, such as the sun's position, air currents, and other factors.

The latrines, meanwhile, were constructed in a modality that separates liquid from solid waste, causing the first to filter through the soil, and the second to be retained in a relatively deep pit. Although the pit has a well curb (protected walls), this does not stop the water or humidity from eventually filtering through the walls or the bottom, which can defeat the advantages of the dry solids treatment. Therefore, in

[12] The evaluators observed that the population, for example, is familiar with the construction of mud walls called "bajareque," which is an adequate, low-cost, technical solution.

addition to filtering toward the superficial freatic mantle, there is a risk that the humid conditions in the pit may cause foul odors and the presence of flies and other vectors.

Regarding the vegetable gardens, the evaluators observed that they were very limited in both number and products to cause important changes in the localities' agricultural productivity. The activity was undertaken as a seemingly temporary and experimental phase, as no colateral activities were observed that could, for example, promote the insertion of the experience in the traditional agricultural practices of the families. In this way, it was evident that for this activity not all of the beneficiary population planted or collected any seeds, nor was there a plan to repeat the cycle as, for example, with the creation and maintenance of a seed bank.

In Guatemala

In Guatemala, as in El Salvador, the different SC entities that executed the project under evaluation undertook actions for the immediate assitance of the affected population. Emergency delivery of food and psychosocial care was carried out to assist the victims.

During the phase following the emergency, the SC entities undertook the activities they proposed under basically two modes: a) the periodic delivery of resourses for survival; and b) the restoration and improvement of the families' situation.

In constrast, the presence of other institutions in the affected zones in Guatemala varied. Many institutions converged on Santiago Atitlan, both governmental and non governmental, of which several still maintain a presence, although minor.[13] On the other extreme, institutional presence in Palin (under assistance by SADEGUA) was almost nonextistent. Under these conditions, the challenge of accomplishing a quality intervention was contingent on attaining effective and opportune institutional coordination.

As to accomplishing the activities under the first mode —periodic delivery of resources for survival, such as food and hygenic products— the SC entities did not face any significant difficulties, even in the areas in which few institutions were present, such as in SADEGUA and SC-G's areas of intervention. They faced a few challenges in Santiago Atitlán, as other institutions were delivering the same resources. For example, at the time of SC-USAG's evaluation, a few sanitation kits were still in storage because other institutions were delivering similar products.[14]

[13] For example, according to estimates by the Santiago Atitlán health center, during October, November, and December 40 institutions were present in the municipal district, of which only 17 are still left.

[14] It must be noted that, although in Santiago Atitlán SC-USAG did not deliver food in this project, one of the municipal officials said that –although they value the delivery of food— he recommends that institutions include corn in their food rations, as it is the main foodstuff of the population.

Regarding the accomplishment of activities undertaken under the second mode -- restoration and improvement of the families' situation— it must be mentioned that their sustainability requires the convergence of two elements: a) capacity building in the population and volunteer personnel; and b) the establishment of institutional coordinations, particularly with central and local government institutions.

In the opinion of the evaluators, and in general terms, the activities that were undertaken generated capacity building in the population and established levels of coordination, especially toward achieving the results that were established in the project. Among one of the most significant results was that the affected populations of San Lucas Tolimán and Patulul had already been permanently resettled, and a speedy process of housing and other community infrastructe work had begun in November of 2006. An adverse situation was observed in Santiago Atitlan, where in November 2006 the affected population was still living in shelters and permanent resettlement areas had not yet been defined.

The project's results, however, run the risk of dissolving in the short term if they do not exert suffient incidence on institutional policies. Regarding the development of activities for the project under evaluation, this statement can be evinced in the following:

a. In the areas under the project's influence, preventive healthcare networks had been activated by community members such as health promoters and midwives. The continuity of the network of services now depends on the sustainability promoted by the executors of the project. For example, in the area of Patulul there was formerly no community healthcare network. Now that it has been formed by intermediation of the SC-USAG work team, its sustainability depends on the healthcare center of the Ministry of Public Health. However, officials at the healthcare center told the evaluators that there are no public resources allocated for the sustainability of healthcare attention for these residents because the official community healthcare extension programs are aimed at the rural population and the project's beneficiary population is classified as urban.

b. The psychosocial interventions managed to organize self-help groups, especially of women. The sustainability of these groups depends almost exclusively on their capacities and habilities, because the official healthcare programs in Guatemala do not include any mental health components.

c. As for disaster prevention and risk mitigation, plans and diagnoses were developed with the participation of the population in the project executed by SADEGUA, and by high-school students in the project executed by PAMI. Their application and functionality, however, requires the support of community organizations and administration by public institutions, at least by municipal governments. For example, the mitigation plans

developed by the students for the six municipal districts in Solola include two basic actions in every case: Reforestation and solid waste management. These are activities that should nornally be carried out by the municipality as part of its work, but the groups of students trained by PAMI took on this responsibility during 2006; in some cases, without receiving support from municipal authorities.

d. The risk of occurence for disasters can be reduced with community organization —unlike the population's situation of vulnerability— as the later is determined by factors existing in the country's social structure. For example, the inhabitants of Palín being assisted by SADEGUA within the framework of this project, have a history of being affected by natural disasters. The majority of them come from urban areas that have been devastated by other hurricanes, such as Hurricane Mitch, which occurred in November 1998. However, the area they are currently occupying is also vulnerable due to the terrain's topography of steep slopes. Mitigation work on these slopes would require a high-cost investment in infrastructure; an unthinkable proposition considering that even the minimal infrastructure work has not yet been completed (territorial organization, drainage, water distribution, street pavement, etc.), nor have the inhabitants been provided with resources to improve their dwellings.[15]

5 PROJECT IMPACT

In accordance with the analyses of the data collected in the reports that were presented by the executing agencies, field observation and interviews, the relevant impact of the project is the following:

i. **Development of the population's abilty to respond to emergencies.** The organization and training processes of the population are significant elements in the attentiion to emergencies. In the project's current areas of intervention several population, student, and teacher committees have been formed. Likewise, the diagnoses and the contingency plans that have been developed are useful instruments for public and private institutions interested in the problem. The existence of the *Comisión de Educación en Emergencias de Patulul, Suchitepéquez (CEEPAS)*, the commission for emergencies education of Patulul, must also be mentioned. It is formed by public-school teachers who have expectations of continuing to execute educational activities regarding the attention to disasters. In any case, the SC entities must take into account that after the emergencies, and under normal conditions, the population's alertness declines, which tends to make the plans become less effective. For that reason, and so that the effort displayed can maintain its

[15] The area mentioned is part of a place known as "*Cañón de Palín*," because of its strong wind currents, especially in November to February. During the field visit, the evaluators observed that many houses –the majority weakly constructed— lost their roofs during the days in which the wind blows strongest.

effectiveness, the projects to attend emergencies must contemplate support for the population, so it can keep its plans current through updates and by undertaking simulations, renovation, etc.

ii. **Confidence in the population to do the work themselves** The support aimed at forming community organizations with the capacity to act during an emergency, and the intention of continuing to resolve the community's development problems is —in the evaluators' opinion-- one of the major achievements of this project. The impact has ample significance because it generates confidence in the population regarding its ability to act organically to resolve or actively participate in the solution of the community's problems. Notwithstanding, the organizational process must receive the necessary support to develop in a legitimate manner; or else the internal conflicts and external threats could topple the incipient process. In view of the above, the evaluators opine that the SC entities must continue supporting the organizational processes that begun with the execution of the project.

iii. **Female participation.** For the activities executed within the project's framework, the participation of the female population of the communities was fundamental. The women were involved in leadership work, group organization, training, psychosocial attention, and even in tasks requirering physical work, such as the construction of dwellings.[16]

iv. **Risk identification for its reduction.** The diagnoses and mitigation plans that were developed are useful instruments for identifying the risks; mainly for the groups of organized residents. But they can also be used to disseminate information to larger groups of the population. For example, the groups that were trained by PAMI and SADEGUA disseminated messages on disaster prevention through community radios. The identification of the risks also allowed establishing shelters within the zone limits of the communities and routes for evacuation. For example, in the communities assisted by SC-USAES, the emergency committees marked the access routes to the shelters, and the response and mobilization capabilities were tested in a simulacrum.

v. **Self-help as a means to resolve psychosocial conflicts.** The risk for psychosocial disorders is high in the communities cared for within the project's framework, and can be attributed not only to the occurrence of disasters but also to other factors, such as violence. The self-help groups are a fundamental element in which their members can identify social and psychological problems, and recognize the disorders that could eventually

[16] The women's level of participation can be summarized in the following words pronounced by one of the people that works for the community healthcare system in one of the communties assisted by SC-USAES: "You should have seen the women with bricks for their homes… the women really [worked hard]; we took the things [materials] on work days and many of the husbands were working in the fields at [that hour], then the women looked like ants taking everything little by little; some took calabash gourds… cups on their heads, the cart…"

require individual therapy. The project formed these types of groups in several communities. For example, in the Palin populations attended by SADEGUA, the emergency committees —which are made up mainly by women— also function as psychosocial self-help groups. However, the development and sustainability of the self-help groups requires a specific link-up strategy to the public health and community healthcare systems.

vi. **The economic organization of women.** The project that was executed in Santiago Atitlan with women weavers generated a network of mutual support which, although in its initial phase, offers the possibility of increasing the level of income for the participants. In the opinion of the evaluators, the strategy has three accomplishments: a) an increase in productive capacity derived from the delivery of looms and materials to the women that lost all their resources in the disaster; b) the use of appropriate technology, for example, the looms are hand manufactured with local resources; and c) the establishment of groups to administrate the use of the materials and the cash from sales, as well as the commercialization of the products. At the time of the evaluation, some of the weavers, that were interviewed, indicated that they had recieved more money for their products through the marketing mode fostered by the project then when selling the products individually.

6 POPULATION'S PARTICIPATION IN THE PROJECT

The population's participation in the execution of the projects has special significance for women and young people. Women and young people enjoy few spaces for participation; above all, when it comes to decision-making regarding transcendental social issues.

In the project under evaluation, women and young people's participation was highlighted by their presence in the different types of groups, both in groups of interest for community development, and in groups with other specific interests. Following are some expressions of the outstanding experiences regarding the participation of women and young people, as was observed in both countries.

In El Salvador

The methodology used by SC-USAES —periodic visits to the community— brought about the ample participation of all the social sectors, but especially the participation of women and young people. Being part of the process in which the problems are identified –in this case, the areas and dwellings at risk— and, additionally, participating in the decision-making process regarding the actions to be taken, set a remarkable precedent for women and young people concerning their participation in the attention to emergencies. As explained by a leader of the La Chacarita communtiy during an interview with the evaluators:

"We began by undertaking a quick diagnosis to establish what the main needs were, and from that point got an idea more or less of what it was we needed the most in each community. Some problems were similar but others were different. [The women pointed out that] the problem with the well and the flooding was [the main] problem in that community. Participative runs were made so that the community could identify its needs… the community decided which houses should be fixed…"

It is a well-known fact that emergency projects are aimed at relieving the conditions caused by disasters. However, taking advantage of the social dynamics and solidarity that is awakened in a population that has experienced a catastrophe, and managing to open non-traditional spaces to establish democratic and participative processes, is an achievement that the evaluators would like to highlight.

The community organization that arose from the emergency is still alive in the communities under the care of SC-USAES, and is now used to implement an early warning system as well as to take action on other problems that require collective solutions, such as caring for the playgrounds that were recently installed, or carrying out pest control measures. The comments of a woman that is a member of the Altos del Beneficio committee serve as an example of the above-mentioned:

"Here in the community, one of the things that gave us most work was to situate the children's playground. This created a lot of movement; so this is what has taken the most time... But, look here, we are meeting and we have discussed how to give it maintenance... We have undertaken activities [and] one [of these activities] is still pending. As a community we have an urgent need to [fence it off], because of this [there was] a problem... Before, it was like a garbage dump, but with the help of the community a good plan was made... it was all done with just a hoe. , Now some families have wanted to surpass their limits; they want it to become a public [street] which would [defeat] its purpose. Here in the community we are about to enter into the coffee harvest [season], where everyone makes a few bucks here; then we are waiting for people to have some money to organize a raffle, and with this raffle buy –if not all—a good part of the material."

In Guatemala

Women and young people's participation in the projects executed by the SC entities within the framework of this project can be pictured in the following examples:

a. In the population assited by the project in Palin, the emergency committees are made up by women. These committees participated in the decision-making process regarding the delivery of food by identifying the families with the greatest difficulty in generating income, so that they could be expeditiously assisted. Likewise, the emergency committees oversaw the participation of the children in the activities undertaken for them within the project's framework.

b. Of the 35 communities assisted in Tacana, some of the women's organizations that were formed now have legal status. These organizations

participate in the distribution of food that is undertaken within the framework of the project under evaluation. They indicated that they are currently managing a regional food security project promoted by the UNDP.

c. In Santiago Atitlan the women members of the weavers network participated in the identification of the beneficiaries to whom looms were delivered. The women that participate in the weavers network are also leaders in other local organizations, such as the *Asociación de Desarrollo Comunitario del Cantón Panabaj (ADECCAP)*, which unites the residents of this *cantón* (quarter) that was severely affected by the disaster.

d. In the municipal district of Patulul, the majority of the CEEPAS members are female teachers. The members of the CEEPAS told the evaluators of their expectation of becoming an organization that supports education in disaster prevention.

e. Youth organizations were created in six of Sololá's municipal districts in 2006 that undertook distaster mitigation activities. The young people are high school students who, through SC-N's support, promote the establishment of policies in favor of children and youth at the municipal government level.

7 LESSONS LEARNED

i. **Coordination with other institutions is a necessary condition to achieve superior results.** It is evident that, faced with the magnitude of the humanitarian plight that catastrophes can generate —such as those assisted by this project— there do not exist sufficient institutions with the capability of tending to the situation in an isolated manner. Coordinated work among institutions is fundamental, and in this respect, the project registers the following lessons learned: a) the participation of institutions lacking a minimal plan for coordination reduces the achievements of the cooperation, as in the case of Santiago Atitlán in Guatemala; b) the limited participation of some institutions forces the executants of the emergency projects to assume leadership; the risk is that the achievements could dissolve once the projects are concluded, such as occurred in Patulul with the healthcare programs and the improvement of living conditions in the communities of El Salvador; c) the promotion of activities in which the institutions have proven experience, and are highly valued and accepted by the people, is fundamental to achieve specific goals, such as in the case of attention to psychosocial problems; d) the development of activities aimed at reestablishing the productive capacity and, in general, modifying social structures, require a longer term of assistance and understanding of the political, economic, and social environment, such as that noted in the project to organize networks of women

weavers in Santiago Atitlan, Guatemala, and the construction of dwellings in the communities of Sonsonate in El Salvador.

ii. **Community participation is fundamental for developing local capacity.** Even within an emergency, it is possible to work toward developing the local capacity of the affected population, as was demosntrated in the cases registered in this project. "Taking advantage" of a crisis must be understood as a way of jumpstarting the strengthening process of local organizations to manage and promote mechanisms that may sustainably improve living conditions in later phases.

iii. **There are different phases during an emergency that demand different types of support.** During the attention to an emergency, two phases can be distinguished: In the first, the attention paid to the affected population is aimed at achieving three results: a) provide the necessary conditions to acceed to the basic goods and services at the shelters; b) provide psychosocial assistance, which helps the population overcome the traumatic condicitons generatged by the emergency; c) support safe resettlement to help recolonize the communities and reconstruct dwellings. The second phase must define the strategies to insert the activities undertaken in the first phase into long-term solutions. Defining, visualizing, and executing these strategies and activities, however, is much more difficult in the second phase. For example, providing the necessary support to reestablish family incomes to equal or greater levels than before the crisis demands a greater presence, training, and specific technical assistance. In this way, the lesson learned in this project is that linking both phases requires three elements: a) institutional coordination; b) the organization of the population into groups that have specific goals; and c) the appropriate technical assistance.

iv. **Housing and resettlement require greater technical support.** Activities aimed at resettling communities and improving housing requires a long term design effort to achieve better results. Without doubt, a firm step towards obtaining sustainable results in emergency projects is to deliver stable housing project solutions, as the loss of dwellings during a catastrophe is highly significant for the affected population.