

**Mid-term Evaluation of  
the Programa Bienvenido a Casa  
(Welcome Home Program)  
in El Salvador**

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## Evaluation Rationale

This is a mid-term project evaluation of the Program Bienvenido a Casa (Welcome Home Program) in El Salvador for the period between February, 1999 to August, 1999. It should be pointed out that the planning for the PBC began officially in November of 1998. However, the various program components were not fully handed over to the NGOs involved until July, 1999. Thus while technically a mid-term project evaluation, for the major program components, the NGOs involved have been participating for less than three months.

This evaluation is aimed at assessing the progress attained in the implementation of the PBC for El Salvador, comparing the global objective and project purposes with actual results and analyzing strengths and weaknesses as evidenced to date.

## The Project and its Context

### *The Context:*

It is estimated that approximately 20% of the Salvadoran population lives outside of El Salvador. The vast majority of these international migrants live in the United States with a wide range of legal status<sup>1</sup>. During the last several years, the number of Salvadorans deported from the United States has been increasing. While far from being considered “massive”, this increase is significant for the country. Since January of 1996 14,166 Salvadorans have been deported<sup>2</sup>. This is a predominately male population, of working age, some with social and psychological problems, or criminal records<sup>3</sup>. The majority arrive in El Salvador without money, clothing, and little idea of where they will even spend their first night. Some speak little Spanish, as they were raised predominately in the United States, which also means that most of their immediate family live in the U.S. Many of those who are forcibly returned to El Salvador arrive disoriented, fearful and without shelter or family support.

The Salvadoran government as well as a sector of civil society linked to the topic of migration coincide in their concern for this vulnerable population for which there has been little support, and much negative publicity. It is in this context that the *Programa Bienvenido a Casa* (PBC) (the Welcome Home Program) was initiated in February, 1999 in order to provide immediate emergency assistance to those Salvadorans who return to their country in extreme vulnerability. The PBC links not only Salvadoran government efforts but also local NGO and church concerns together with the support of the IOM, to address the emergency needs of this population.

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<sup>1</sup> Estimates of Salvadorans and their corresponding legal status are shown in the following table.

Legal Status of Salvadorans in the U.S.	Number	Percentage
United States Citizens	110,000	10%
Permanent Residents	319,597	29%
Asylum applicants (regular process)	85,000	8%
TPS/ABC Beneficiaries (asylum)	260,000	23%
Undocumented	335,000	30%
Total	1,109,597	100%

Various sources as cited in: Ulloa, Roxana (1999) “De Indocumentados a Residentes Permanentes: Los Salvadoreños en los Estados Unidos” **Colección Aportes**, No. 7, FLACSO-Programa El Salvador.

<sup>2</sup> Díaz, Oscar (1999) “Más de 14 mil deportados desde 1996”, **La Prensa Gráfica**, jueves, 7 de octubre, pagina 4.

<sup>3</sup> Of the 14,166 deportees since 1996, 3,560 or 25% have criminal records. Ibid.

### ***The Scope of the Project:***

The program is a pilot project of one year, which seeks to attend to the immediate needs of approximately 4,500 Salvadoran return migrants who enter the country in a state of vulnerability.

The overall objective of the project as stated in the initial proposal is to:

- Improve the emergency humanitarian attention of returned migrants from the United States with an emphasis on vulnerable groups, through coordinated action by the Salvadoran Government and strengthening the existing capacity of Salvadoran civil society already linked to the issue.

The specific purposes of the project are:

- Satisfy the immediate needs of the returned population, in terms of information, shelter, food, health care, clothing, psycho-social orientation, location of housing, documentation and educational equivalency, through an integrated system of services.
- Strengthen the capabilities of Non-Governmental Organizations (NGOs) and churches that are already working with the target population, in order to broaden the coverage of services to those returned migrants from the United States that are the most vulnerable.
- Facilitate the articulation of efforts of different sectors of Salvadoran civil society and the Government in order to strengthen the impact of their actions regarding the target population and address the problem in a coordinated manner.
- Serve as a pilot project and provide lessons for other initiatives which are being formulated, oriented at providing lasting solutions in terms of labor and social reinsertion of the returned migrant population.

### ***The Strategy of the Project:***

This pilot project set out as results the following elements:

- Provide attention to 4,500 forcibly returned Salvadorans from the United States in a period of one year (according to official projected statistics), providing emergency assistance related to the basic needs of the individuals upon their arrival in El Salvador.
- Civil Society organizations working on the topic of migration, in coordination with the Salvadoran Government and the IOM will implement and consolidate a system of emergency attention and humanitarian assistance for the target population, while they (the target population) become settled in El Salvador.
- Substantially improve the immediate attention that the Nation, understood as governmental, civilian, political, social, economic and cultural sectors of El Salvador, offers the migrant population that has been returned from the United States.
- Document and systematize the lessons learned during this stage of emergency attention for those repatriated Salvadorans, which can serve as resources for other projects related to the sustainable social and economic integration of the returnees, in El Salvador as well as other countries of the region facing similar situations.

### ***Comparative advantage of IOM:***

IOM as an intergovernmental organization focused on the issue of migration has lent its significant expertise on the issues related to repatriation and migration as well as being able to facilitate the participation of Salvadoran government and civil society in a joint effort to support the target population.

Additionally, the project design has incorporated the participation of Salvadoran civil society and the government, all of who have expressed and demonstrated a growing concern and interest in the issues related to migration. It has been in this context that Catholic Relief Services (CRS) has also played a pivotal role not only through the Technical Commission as one of the NGO representatives but also as the coordinating institution of the project, and between February and June of 1999, implementing the initial components of the program. CRS continues to play a facilitating and coordinating role in the program and since its mission is to strengthen the local institutions rather than be a direct service provider, it has been uniquely positioned to assume responsibilities, and hand over program components to the other NGOs participating in the program.

### **Major Evaluation Findings and Potential Success**

The project as implemented has met and exceeded expectations in terms of the emergency services and humanitarian reception offered for those Salvadorans who are forcibly returned to El Salvador from the United States. Offering a warm welcome, a brief orientation, transportation, clothing, food, shelter and other support services is a dramatic change from what many of these members of Salvadoran society have faced. Histories recounted by the social workers at the airport confirm the importance of this initial service, especially for those people who have few if any social networks upon which to rely, and who come empty handed<sup>4</sup>. Family members from the U.S. and El Salvador have contacted the program to express their appreciation and thanks for the reception of their loved ones, even offering to reimburse the program for the services rendered. While far from offering longer term stability, this initial response offers a certain level of peace of mind for family members of the returnees as well as those who are being forcibly returned. Additionally, beneficiaries of the program have a high regard for the program as demonstrated by a recent study carried out by the program where 90% of those surveyed considered the services offered by the PBC to be very good.

The services offered to the target population are clearly of a high quality. However, due to varying phases in implementation, there is a lack of coordination and understanding of the overall components and history of the program by the various NGOs involved. Some services that have been technically contracted out are being fulfilled through other mechanisms or by other NGOs involved in the project. Additionally, some of the services offered were not contemplated and therefore not included in the initial terms of reference. Yet the NGOs involved have been using their individual networks and programs to help meet some of the needs that could not necessarily have been anticipated.

The incorporation of a variety of NGOs in providing services, together with the oversight through the Technical Commission incorporating IOM, Salvadoran government, church, NGOs, academic institutions and private enterprise is a unique and particularly important aspect in the success thus far of this project. However, it is not clear the level of ownership of the project by each of the institutional participants. This appears mainly to be due to the need to develop more coordinated mechanisms of communication. Among the members of the Technical Commission, there is a strong level of commitment and ownership. However, those NGOs involved in the direct implementation of the program do not have this same clarity. Catholic Relief Services (CRS), the NGO responsible for coordinating and overseeing the entire project, is working to bridge this gap.

Additionally, efforts have begun to seek longer term social and labor reinsertion of the target population, evaluating potential mechanisms as well as logistical and financial feasibility. It is clear that all actors involved

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<sup>4</sup> There have been individuals who have arrived in pajamas without street clothing, or without shoes; some have even come with jail uniforms from the U.S. and many do not even have enough money to use the public bus system to arrive at their home towns.

see the need to consolidate, institutionalize and develop more fully not only the emergency aspects of this program but also longer term solutions for the target population.

## Lessons Learned

- While it is clear that the vast majority of the forcibly returned population is male and between the ages of 20-35 years of age, the similarities end there. **The target population is not homogenous but rather quite diverse.** The needs of a diverse population need to be taken into consideration and programs developed which address this diversity focusing on sub-groups of the target population. The program has identified several subgroups of people that imply different levels of support at different moments and mechanisms for accessing this support:
  - Those who attempted to enter the United States without documentation within the last year or so (some of whom are being returned because they were apprehended while crossing into the U.S.). These people tend to have stronger social networks of family and friends in El Salvador who provide them longer term support.
  - Those who lived in the US for an extended period of time (more than 5 years) either with or without legal documentation and for some reason have lost their permanent or temporary legal status, usually due to criminal problems. The majority of these people have few connections in El Salvador. Short term emergency support that functions as a sort of substitute social network for this group of people is vital. With no relatives waiting to provide shelter upon arrival or the need to locate more distant relatives and friends who may no longer live at the addresses provided, this sub-group of returnees requires more support in terms of orientation, shelter, etc. For those returnees who lost a permanent legal status in the U.S. due to criminal problems, the difficulties of assimilation may be even more traumatic since many have spouses and children in the U.S. The reasons for the loss of their legal status in the U.S. may not have the same criminal implications in El Salvador, but certainly raise concerns about social behavior. This includes alcoholism, drug addiction, interfamily violence or abuse, etc.
  - Those who have more serious psychological and social problems. This group of people includes young people with criminal records and/or previous gang activity; those with clear psychological problems; and young people including minors with no family in El Salvador (and who may not even speak much Spanish).
- While it is important to take into consideration the diversity of the target population, it is also important to recognize that **not all the needs can be attended to.** El Salvador has a weak system of social, medical and psychological services for the general population. Trying to fulfill all the needs of the target population in these areas must be prioritized based on clear criteria related to existing structures, identifiable sub-groups of the target population, and logistical feasibility, among other issues.
- It is important to recognize that each of **the institutions involved in this pilot program have diverse and sometime opposing interests.** Recognizing and even identifying these interests from the outset can facilitate the process of establishing common ground upon which to build other programs. At this same time, the active participation of the various sectors of Salvadoran society is one of the key elements that has ensured the success of this program.
- This program has **brought the issues concerning international migration to the political forefront,** providing spaces for interaction between intergovernmental agencies, Salvadoran Government bodies

(especially the Central Government) and Salvadoran civil society. This is an important achievement given the magnitude of international migration in Salvadoran society and the relatively narrow focuses historically analyzed on the topic.

- It is important to incorporate **both the initial emergency reception while at the same time developing initiatives that will facilitate the longer term social and economic integration** of the target population into Salvadoran society. Without this later component, it is much more likely that even more of those who are provided with this emergency reception service will again leave the country and look for alternatives in the United States. This also means that the “pilot” nature of this project needs to be institutionalized in order to fulfill this longer term objective.

#### **Mechanisms and materialized used for evaluation:**

- Written materials
  - Project Proposal
  - Meeting Minutes
  - Program Reports
  - Data base generate statistics
  - Terms of Reference
- Observation of program at airport
- Informal conversation with program beneficiaries at airport
- Interviews carried out:
  - Miguel Lopez, Program Coordinator, Catholic Relief Services
  - Ada Marizzella Alvarenga, IOM El Salvador
  - Ana Elizabeth Cubías Medina: Director of Social Unit, Ministry of Foreign Affairs
  - Enma Dinora Mendez, Executive Director of Asociación para la Organización y Educación Empresarial Femenina de El Salvador (OEF)
  - Debora Rodriguez, Social Worker, OEF
  - Milagro de Jesus Rauda, Psychologist, OEF
  - Rosa Elana Valencia, Coordinator, OEF
  - Emilia Echevarria, Legal Worker, Fundación de Estudios para la Aplicación del Derecho, (FESPAD)
  - Norma Pereira de Martell, Director, Asociación Balsamo
  - José Luis Pérez, Concertación Nacional de ONGs
  - Evelyn de Martinez, Employee of PBC at airport
  - Carlos Hernández, Employee of PBC at airport

**MATRIX 1 : EFFECTIVENESS OF THE PROJECT**

**Analysis through project results and indicators**

- *A. Overall Objective* Improve the emergency humanitarian attention of returned migrants from the United States with an emphasis on vulnerable groups, through coordinated action by the Salvadoran Government and strengthening the existing capacity of Salvadoran civil society already linked to the topic.

<i>Planned Results [R] &amp; Indicators of Achievement [I]</i>	<b>Verification of progress towards achieving results and towards Indicators of Achievement</b>	Analysis of Effectiveness	Recommendations
<p><b>[R]:</b> Attend to the emergency needs of approximately 4,500 forcibly returned Salvadorans from the United States through integrated services provided during a period of one year.</p>	<p><b>[I]:</b> A reception area in the airport was established and furnished. Coordination with all government entities, airlines, US INS, and Salvadoran NGOs was implemented. From February 1999 to September 17, 1999 a total of 2,748 forcibly returned Salvadorans from the United States have received emergency attention. Salvadoran NGOs, churches, and government institutions have worked together to implement this program.</p>	<p>The reception in the airport of the target population and providing of emergency services is considered to have met and exceeded expectations. Coordination between the NGOs, churches and government bodies has functioned well with some specific observations detailed below. It is clear that the emergency assistance has been of vital importance but that longer term more institutionalized responses are necessary.</p>	<ul style="list-style-type: none"> <li>• Develop a plan to institutionalize the emergency services provided.</li> <li>• Develop a longer term social and economic reinsertion program for the target population.</li> </ul>

- *B. Project Purpose 1.* Satisfy the immediate needs of the returned population, in terms of information, shelter, food, health care, clothing, psycho-social orientation, location of housing, documentation and educational equivalency, through an integrated system of services.

<i>Results [R] &amp; Indicators of Achievement [I]</i>	<b>Verification of progress towards achieving results and towards indicators</b>	<b>Analysis of Effectiveness</b>	Recommendations
<p>[R]: Attend to the emergency needs of approximately 4,500 forcibly returned Salvadorans from the United States through integrated services provided during a period of one year.</p> <p>[I]: None were established in the program proposal</p>	<p>[R]:Results between Feb. 2 and Sept. 17, 1999: 2,748 people attended through a program of coordinated services. Components implemented by various NGOs include:</p> <ol style="list-style-type: none"> <li>1. Information/Initial Orientation</li> <li>2. Shelter, food and clothing</li> <li>3. Psycho-social orientation</li> <li>4. Medical attention</li> <li>5. Transportation to place of origin</li> <li>6. Procurement of Identification documents</li> <li>7. Educational equivalency services</li> </ol> <p>[I]: Per component:</p> <ol style="list-style-type: none"> <li>1. 2,748 people</li> <li>2. 647 people</li> <li>3. 12 people officially (7/99-8/99)</li> <li>4. 0 officially</li> <li>5. 1,825 people</li> <li>6. 9 people officially</li> <li>7. 1 person officially</li> </ol>	<p>The reception and warm welcome of the target population in the airport is recognized as a very effective and quality component of the program. However, despite the excellent quality of services provided initially, there are some clear gaps relating particularly to program coordination between the various organizations providing services outside the airport. For example, while very few people have officially received some services, each of the NGOs involved mentioned providing not only the services they have been contracted for but others as well, in addition to referring people to other NGOs who provide more specialized services. None the less, the overall numbers for medical, psycho social, identity documents and educational equivalency are extremely low.</p> <p>Regarding the shelter provided, this is currently done through a network of small guest houses and could better be characterized as <b>lodging</b> rather than what the term <b>shelter</b> implies. Given the time frame of implementation and the pilot nature of the project, this mechanism has probably been the most appropriate; however it does present limitations in terms of the quality of follow-up for those individuals who are most in need of this support. Additionally there have been incidents where individuals receiving the shelter services have caused problems for the guest houses and thus this design may not be feasible over the long term.</p>	<ul style="list-style-type: none"> <li>• Improving program coordination and communication between the various organizations involved would greatly facilitate a more integrated sense of project components. Initial steps in this direction are being taken but need to be strengthened.</li> <li>• The Technical Commission together with the NGOs responsible for providing services should evaluate how various program components are organized and currently operating and how they can be structured in a way which builds upon the strengths of each organization providing the service while not duplicating efforts and/or structures. This should also involve reviewing component objectives based upon the experience obtained during the first six months of this project.</li> <li>• The Technical Commission together with the NGOs should evaluate the form in which shelter is provided weighing the pros and cons of institutionalizing this component by offering these services through a single space dedicated solely for the purpose of attending the target population most in need.</li> </ul>

**B. Project Purpose 2 Strengthen the capabilities of Non-Governmental Organizations (NGOs) and churches that are already working with the target population, in order to broaden the coverage of services to those returned migrants from the United States that are the most vulnerable.**

<i>Results [R] &amp; Indicators of Achievement [I]</i>	<b>Verification of progress towards achieving results and towards indicators</b>	<b>Analysis of Effectiveness</b>	<b>Recommendations</b>
<p><b>[R]:</b> Organizations of civil society linked to the topic of migration, in coordination with the government and IOM implement and consolidate a system of humanitarian assistance and attention for the target population, while they return to their places of origin.</p> <p><b>[I]:</b> None were established in the initial proposal</p>	<p><b>[R]:</b> Services are currently provided by 5 national NGOs, coordinated through CRS.</p> <p><b>[I]:</b> Between February 2 and June 30, 1999, the program was administered by CRS focusing on reception and initial orientation, transportation to place of origin, and shelter (which was coordinated through Asociación Balsamo and ASDI). Attention related to other program components was resolved ad hoc. As of July 1, 1999 the program components were contracted to the various NGOs who participated and won the licitation carried out. These include:</p> <ol style="list-style-type: none"> <li>1. Information/Initial Orientation: Concertación Nacional</li> <li>2. Shelter, food and clothing: Asociación Balsamo</li> <li>3. Psycho-social orientation: OEF</li> <li>4. Medical attention: OEF</li> <li>5. Transportation to place of origin: Concertación Nacional</li> <li>6. Procurement of Identification documents: FESPAD</li> <li>7. Educational equivalency services: FUNDESA</li> </ol>	<p>The program components were not turned over to the NGOs until July 1999. This was due in part to several factors: 1. At the beginning of the program it was unknown when deportations from the US would be reintiated due to Hurricane Mitch. 2.The actors involved (Government, Salvadoran civil society and IOM) had never embarked on a project of this type. The process of developing trust in each other, and especially related to a fairly controversial topic has involved time. 3. The local political context involved a Presidential election period (March, 1999) . Once the elections were decided, this allowed all actors to move forward and on more stable ground. But this also permitted a period of “trail and error” where instruments were refined. However, it has also meant that these organizations have effectively only been involved in this process for 2 to 3 months. As mentioned above there are clear gaps in communication and understanding of the overall program by the NGOs. Despite these difficulties, those involved have provided quality services. Additionally, it should be pointed out that none of these organizations have previous experience working with the target population, but rather have worked with similar groups or are experts in the area of services they provide.</p>	<ul style="list-style-type: none"> <li>• A workshop or orientation for the staff members and directors of the NGOs implementing the various components regarding the topic of Salvadoran migration in general, specific issues related to the target population, as well as the history and context of the pilot project would provide a better understanding and background for the people involved and help to coordinate services more effectively.</li> <li>• The establishment of periodic meetings for troubleshooting, planning, coordination, etc. would greatly improve the service delivery of the NGOs involved.</li> <li>• The technical commission should evaluate the possibility of incorporating the only Salvadoran NGO that does have a history of working with a sub-group of the target population, specifically deportees with a history of gang related activity.</li> </ul>

- *B. Project Purpose 3* Facilitate the articulation of efforts of different sectors of Salvadoran civil society and the Government in order to strengthen the impact of their actions regarding the target population and address the problem in a coordinated manner.

<i>Results [R] &amp; Indicators of Achievement [I]</i>	<b>Verification of progress towards achieving results and towards indicators</b>	<b>Analysis of Effectiveness</b>	Recommendations
<p><b>[R]:</b> Substantially improve the immediate attention the Nation (understood as government, civil, political, social, economic and cultural sectors of Salvadoran society) offers the migrant population that has been forcibly returned from the United States.</p> <p><b>[I]:</b> No indicators were included in the project proposal.</p>	<p><b>[R]:</b> Salvadoran NGOs are carrying out the program components with the facilitation and cooperation of Salvadoran government entities.</p> <p><b>[I]:</b> The Technical Commission is composed</p> <ul style="list-style-type: none"> <li>• Members of the Government (2 representatives from the Interior Ministry, 1 Representative from the Ministry of Foreign Relations, and 1 Representative from the Office of Modernization of the President)</li> <li>• IOM representatives (El Salvador Coordinator and Central American regional coordinator)</li> <li>• NGOs (CRS and ASDI)</li> <li>• Churches (Episcopal and Catholic Church)</li> <li>• Academics (IDHUCA and Don Bosco)</li> <li>• Private Enterprise (ANEP)</li> </ul> <p>Salvadoran NGOs carryout the program components with collaboration and coordination from the respective government authorities at the airport.</p>	<p>It can easily and clearly be stated that the Nation has substantially improved the immediate attention provided to the target population. The Technical Commission has shown a great deal of effectiveness, cooperation and collaboration in this project. The expertise and facilitation of IOM has been important in bringing each of the players to the table. The level of coordination between the civil sectors and government has been not only a example of how these sorts of efforts can be carried out in the country but has been commented upon by other countries observing the program. However, it appears that not all the members participate in the meetings or in follow up efforts with the same level of interest. This is particularly true in terms of private enterprise participation.</p> <p>CRS has played a valuable role in implementing as well as coordinating the program. The mechanisms for coordination and meetings have been functioning as planned in the early stages. However, what was planned for initially needs some “fine tuning,” as there has been virtually no communication between the NGOs involved in the program components and the non-NGO members of the technical commission.</p>	<ul style="list-style-type: none"> <li>• The Technical Commission should evaluate the participation of the various members and determine if some should be substituted or if the membership should be expanded to incorporate other organizations that would positively contribute to the program.</li> <li>• Period meetings between the Technical Commission and the NGOs involved in the program implementation would facilitate better communication and understanding of the initiatives and activities of each entity involved.</li> <li>• The creation of a broader referral system with other institutions which offer more specialized services would be of great benefit for the target population as well as the service providers.</li> </ul>

- *B. Project Purpose 4.* Serve as a pilot project and provide lessons for other initiatives which are being formulated, oriented at providing lasting solutions in terms of labor and social reinsertion of the returned migrant population.

<b>Results [R] &amp; Indicators of Achievement [I]</b>	<b>Verification of progress towards achieving results and towards indicators</b>	<b>Analysis of Effectiveness</b>	<b>Recommendations</b>
<p><b>[R]:</b> Document and systematize the lessons learned during this stage of emergency attention, to serve as a resource for other sustainable social and economic integration projects for returnees, in El Salvador as well as other countries of the region affected by similar situations.</p> <p><b>[I]:</b> No indicators were included in the project proposal.</p>	<p><b>[R]:</b> Documentation and systemization of the program is being carried out.</p> <p><b>[I]:</b> A database with socio-demographic information on individuals served, program component reports, workshops, meeting notes and formal studies have been carried out to meet this goal. This mid term evaluation will also help to serve this purpose.</p>	<p>The program components and mechanisms of implementation seem to be well documented. Further systemization at a later date will be important to ensure the full realization of this project objective. The negative and often yellow press concerning deportees should be taken into account in order to use successful program experiences to counteract the discrimination and stigmatization suffered by the target population, which also undermines the program’s efforts to work towards longer term social and economic integration. Additionally, the NGOs and members of the Technical Commission have already begun analyzing longer term social and economic insertion programs although these have not yet been implemented</p>	<ul style="list-style-type: none"> <li>• Continuation and improvement of the documentation process of the program.</li> <li>• A full and well developed year end report incorporating not only programmatic evaluation but further analysis of the socio-demographic characteristics of the target population should be adequately planned for and can serve as a basis for a well formulated plan of longer term social and labor insertion of the target population.</li> <li>• Incorporation of press and publicity components throughout the program could not only counter act the negative images of deportees but also move towards the longer term goal of social insertion.</li> </ul>

## MATRIX 2 : OTHER EVALUATION CONCERNS

### General Analysis and Recommendations

CONCERN	RECOMMENDATION
<p><b><u>Relevance</u></b> : The overall program objectives continue to remain relevant but it is clear that all actors involved see the relatively urgent need to move beyond emergency services to longer term social and labor insertion. Salvadorans will continue to be deported from the United States to El Salvador; it is not anticipated that the rate of deportations will rise or fall dramatically in the coming years. The incorporation of these Salvadoran citizens into the country is a task that all sectors of Salvadoran society should be working towards and is an important step in developing a more cohesive and integral policy regarding Salvadoran migration.</p>	<p>Continuation of the already initiated discussions regarding longer term social and economic insertion of the target population, developing specific initiatives.</p> <p>Institutionalize the PBC, strengthening the complimentary components provided outside the airport. This implies moving beyond the pilot phase and using the experiences to design longer term and more integrated service components.</p>
<p><b><u>Impact</u></b> : The project has clearly met the established objectives and opened the space for discussions of longer term insertion needs of the target population as well as other issues relevant to Salvadoran migration.</p>	<p>Same as above.</p>
<p><b><u>Efficiency</u></b> : Overall, the program appears to have used resources well to carry out the various components of the project. Funds have been used to design the reception space at the airport, and provide direct services in terms of transportation, lodging, food and clothing. Additionally resources have been channeled to the organizations carrying out the various program components.</p> <p>Whether or not the number of people served through the medical, psycho-social, documentation, and educational equivalency components can justify the expenses is not clear. Despite the low numbers of people served, some specific cases may provide longer term advocacy benefits. For example, several of the municipal government offices have arbitrarily and illegally demanded additional requirements for obtaining identity documents. Advocacy on behalf of one individual has changed this practice in the municipal government of San Salvador thus benefiting all individuals of the target population in the largest city of the country. Additionally, staff members involved in the delivery of the various services stressed that often times they perform additional services not included in the original pilot project design.</p> <p>The health and educational equivalency components have been incorporated on a per client basis. The health component has not been adequately defined in terms of breadth or depth of services to be provided and requires greater clarity in order to make this component operational. The educational equivalency component should be reviewed in light of the actual activities of each of the NGOs involved, some of whom have assisted in this process despite not being financially recognized for the services offered.</p>	<p>As part of a longer term institutionalization of the PBC, a collective discussion between the NGOs and the Technical Commission as to possible alternatives for program design with corresponding funding implications should be initiated.</p>

CONCERN	RECOMMENDATION
<p><b><u>Validity of design :</u></b></p> <p><b>Globally:</b> The overall project design given its nature as a pilot program with the incorporation of the IOM, Salvadoran government and civil society has proven to be highly successful.</p> <p>If this project moves beyond the pilot phase as recommend and works towards institutionalizing not only the emergency components but addressing longer term social and economic reinsertion initiatives of the target population, the coordination of services outside of the airport, and specifically the services referring to shelter, should be evaluated.</p> <p>Publicity and outreach concerning the program as well the role of the media in fomenting negative and discriminatory images of the target population were not taken into consideration at the outset.</p>	<p>Discussion of program design alternatives incorporating all individuals involved in service delivery as well as the members of the Technical Commission should be initiated if it is determined that the program move from the pilot phase to a more permanent program.</p> <p>A publicity and outreach program highlighting the benefits of the program not only for the target population but also for family members and Salvadoran society as a whole should be incorporated through out the program. Drawing attention to the positive potential offered by Salvadoran returnees can also help counter the stereotyping of the target population and facilitate the social insertion.</p>
<p><b><u>Causality :</u></b> While the program design was discussed thoroughly and for the most part well thought out, the real needs and mechanisms for program implementation for certain aspects of the program components could not have been anticipated. It was assumed that the target population would proactively seek out the services they needed. However, the level of vulnerability, depression, low self esteem and stigmatization of being labeled a deportee was under estimated, as well as disorientation for certain sub-groups of the population who have few social networks and have been absent from the country for many years.</p> <p>Additionally certain decisions were made based on the temporal nature of the project. It is fairly clear that the program should become institutionalized and move beyond being a pilot program. This implies corresponding changes to program design.</p> <p>In terms of press coverage, it must be recognized that the program initiated in February of 1999 when the U.S. reinitiated deportations of “criminal aliens” who were not covered under the suspension of deportation provisions implemented due to Hurricane Mitch. The first month more returnees were received than in any other month (516 people compared with an average of 309 people between March and August). Practically all of those individuals returned that first month had criminal records. Thus the images and histories of those who were forcibly returned were greatly colored by the criminal past of these individuals.</p>	
<p><b><u>Unanticipated effects :</u></b></p> <p>Family members of returnees have been particularly appreciative of the services provided, calling to thank staff members of the PBC. This type of support was unanticipated and should be utilized to obtain continuing political and social support for the program.</p> <p>The participation of multiple NGOs in the project has also indirectly incorporated referrals among their networks of service and program providers as well as built upon</p>	

<p>other complimentary programs each NGO offers. For example, referrals for alcoholism have been made to organizations specializing in this area; several people have participated in vocational training programs, etc.</p>	
<p><b><u>Sustainability :</u></b>  <i>Globally and project purpose 1:</i> The emergency services established will continue to require sustained support. Longer term labor and social reinsertion programs will also need to be funded. The Salvadoran government has already initiated discussions with various potential funders, especially regarding the longer term social and reinsertion efforts. Results concerning these efforts are as yet unknown. There is also the possibility that the NGOs involved could solicit alternative support through their contacts but this requires greater ownership by the NGOs of the overall program and the separate components.</p> <p><i>Project purposes 2-4:</i> The positive experiences of coordinating this program among the members of the Technical Commission has set the ground work for continued future collaboration between the Government and Salvadoran Civil Society. Additionally, the design of this program focusing of forcibly returned migrants has also opened political space for discussion of other concerns related to Salvadoran migration. All of these experiences will provide multiple lessons and examples of efforts related not only to the target population but also concerning migration in general.</p>	<p>The program and target population would be greatly benefited by receiving a second year of support while the organizations involved continue to consolidate the program and seek alternative funding sources. If funding is not extended a second year, the institutionalization of this program may not have advanced enough to ensure its continuity, especially given that many of the NGOs involved were only recently incorporated into the program.</p> <p>A discussion of potential mechanisms for continuing financial support of the program as well as strategies for obtaining this support should begin as soon as possible, incorporating the Technical Commission as well as the NGOs involved.</p>