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CENEPRED
Centro Nacional de Estimación, Prevención y
Reducción del Riesgo de Desastres

PISCO +5

Systematization of the most significant lessons learned on non-construction issues of the reconstruction process after the 2007 earthquake and scaling up of rural housing issues to national policy-making.



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Forward

The Centro Nacional de Estimación, Prevención y Reducción del Riesgo de Desastres (CENEPRED) is pleased to make available to the officers responsible for reconstruction processes and general public, the learnings and recommendations of the paper "Pisco + 5", that addresses non-construction issues of the reconstruction process -often underestimated, if not forgotten- but that make a difference in terms of quality and sustainability in this sensitive social process, whose purpose is to serve people who have lost their homes, material assets, livelihoods and personal affections after an adverse event.

As there is no document-based evidence on social and management issues in reconstruction processes in Perú, the document "Pisco + 5" is a valuable resource produced as a joint effort of reflection and learning made by multiple public and private actors involved in the reconstruction of the areas affected by an 8° on the Richter scale earthquake on August 15 2007, that left 80,000 families homeless in Peru`s Southern coast. Additionally, it presents one of the issues that attracted the attention of civil society in 2007: the lack of government programs on rural housing, and the valuable experience gained by civil society to place emphasis on, and advocate for, the inclusion of rural areas in the agenda of the Housing Sector policy makers.

M^a Mercedes de Guadalupe
Masana García
Chief Officer CENEPRED

Introduction

The purpose of this document is to present the systematization of the most significant lessons learned on non-construction issues of the reconstruction process after the earthquake that severely affected the regions of Ica, Huancavelica and Lima (Peru) in 2007; and to share the experience of scaling up rural housing issues to a national policy, based on advocacy actions taken by the Safe and Healthy Houses Work Group.

The loss of houses as a consequence of the earthquake showed the need for an adequate housing policy for different geographical areas in the country, which can be implemented in reconstruction contexts. The housing reconstruction projects implemented by the Government, International Cooperation and Universities in various districts of the affected regions, and the opportunities to reduce the gap in access to the universal right to a decent, safe and healthy house, made the development of rural housing advocacy actions possible.

This document includes an assessment of perceptions of agencies and organizations that were involved in reconstruction and advocacy processes, and collects the main lessons learned and challenges to be dealt with. Reflections were focused on priority thematic areas that facilitated discussion and consensus. Priority thematic areas included physical and legal regularization of properties, technical assistance and training, participation and organization of communities in reconstruction contexts, advocacy, main variables and strategies, and citizen participation, incorporating crosscutting issues as gender and disaster risk reduction.

The document describes the systematization objectives and key stakeholders involved in the assessment, the methodology and tools used. The main lessons learned and challenges to be addressed - in both reconstruction and advocacy - are described in detail based on these topics. This information is expected to be used as a benchmark for good practice in other seismic risk countries.

Systematization objectives

The goal of the systematization was to jointly build on the most significant lessons learned on non-construction issues of the reconstruction process and scaling up rural housing issues to national decision-making, and disseminate them among stakeholders. For this purpose, the following specific objectives were set:

- ▶ Gather information from secondary sources to determine thematic priority areas in both processes.
- ▶ Assess stakeholders' perceptions about both processes, to build consensus on results, recommendations, and challenges to be addressed.
- ▶ Systematize the results of both processes in a document and a video

Stakeholders:

The target audience involved in the assessment of perceptions includes the following stakeholders:

Governmental agencies at the national level	Dirección Nacional de Vivienda (MVCS) Fondo Mi VIVIENDA (FMV) Sistema Nacional de Gestión del Riesgo de Desastres (SINAGERD) Instituto Nacional de Defensa Civil (INDECI) Centro Nacional de Estimación, Prevención y Reducción de Riesgo de Desastres (CENEPRED) Servicio Nacional de Capacitación para la Industria de la Construcción (SENCICO) Programa Nacional de Tambos del MVCS
Governmental agencies at subnational level	Gobierno Regional de Ica Dirección Regional de Vivienda, Construcción y Saneamiento de Ica SENCICO Ica Gobierno Regional de Huancavelica Dirección Regional de Vivienda, Construcción y Saneamiento de Huancavelica Municipalidades Provinciales y Distritales de la Región Huancavelica Oficinas de defensa nacional de los Sectores Cultura, Salud y Transporte INDECI de la Región Huancavelica
Non-Governmental organizations	CIDAP SER PREDES Cáritas del Perú CARE Perú CESAL ASPEm INDERS Huancavelica
Universities	Facultad de Arquitectura, Universidad Nacional de Ingeniería (UNI) Centro de Energías Renovables, Universidad Nacional de Ingeniería (UNI) Dirección Académica de Responsabilidad Social de la Pontificia Universidad Católica del Perú (DARS-PUCP) Universidad Nacional San Luis Gonzaga de Ica (UNICA)
International Cooperation Multilateral cooperation	USAID/OFDA GIZ United Nations Office for the Coordination of Humanitarian Affairs (OCHA)

Methodology

The methodology used for the systematization was:

- ▶ Review of secondary sources and related literature.
- ▶ Development of priority thematic areas and specific aspects of reconstruction and advocacy for the institutionalization of rural housing.
- ▶ Assessment of stakeholders' perceptions through interviews and/or structured surveys, work meetings in Lima and participatory workshops in the regions of Ica and Huancavelica.
- ▶ Sharing the main lessons learned, recommendations, and challenges to be dealt with in a national discussion forum.
- ▶ Development of a systematization document and video .

Priority **thematic areas** include:

Post-disaster house reconstruction	Advocacy for institutionalization of rural housing
Financing and access to credit	Concepts
Legal regularization of properties and lots	Institutional aspects
Community training and participation	Participation
Sustainability	Sustainability
Institutions and roles	

The following primary data collection tools were used for the **assessment of perceptions**:

Interviews and/or surveys

Thirteen in-depth interviews and eighteen surveys were carried out with forty three representatives from governmental, non-governmental and cooperation institutions. For this, two surveys and/or interview guides were used: the first one was intended to learn about the institutions' perceptions on contributions and learnings, advantages, limitations, and recommendations for future reconstruction processes in specific issues such as financing and access to credit, training, community participation, holistic interventions, and sustainability. The second guide was intended to discuss the role of the GVSS in the rural housing advocacy process and relevant learning, and to delve into the role of civil society and the factors that contributed to achieving advocacy objectives.

The interviews in Lima were conducted in small focus groups from January to February 2014. During participatory workshops held in Ica and Huancavelica, interview guides were used to design surveys and to facilitate discussion groups.

Work meetings in Lima

The objective of the first meeting was to introduce the "Pisco + 5" initiative, and provide information about the progress made in collecting data through interviews. Participants recommended bringing together all the relevant stakeholders in a single work meeting. The objective of the second workshop was to share the main findings of the systematization for feedback and improvement. This meeting included representatives from national governmental agencies, universities, multilateral and bilateral agencies, as well as NGOs.

The information provided in the discussion guides and the preliminary results of interviews were used for this meeting. The discussion about the reconstruction principles and the visioning of a housing policy and reconstruction program took place in the plenary. The discussion about specific issues of the reconstruction process, such as financing and access to credit, legal regularization of properties and lots, community participation, sustainability, and general aspects of the rural housing policy, took place in smaller working groups.



Specific issues on reconstruction and advocacy were enriched as a result of work meetings, providing feedback for the decentralized events that subsequently took place.

Participatory workshops in Ica and Huancavelica

The goal of participatory workshops was to collect relevant data on the issues put forward in the discussion guides from key actors involved in the reconstruction process. Additionally, findings obtained from interviews and work meetings in Lima were shared and discussed further. The participation of Regional Governments in these workshops played a key role as they co-organized the events, were responsible for convening public and private sector strategic actors, and provided logistical support. Brainstorming and group work methodologies were used in Ica and Huancavelica to develop the specific issues. Surveys and/or interview guides were completed by each institution at the end of the meetings.

The participatory workshop in Huancavelica was coordinated by the Regional Office for Civil Defence and Protection and the head of INDECI in Huancavelica. Thirty-five representatives from different stakeholders attended: Provincial Municipalities of Huaytará and Castrovirreyna, District Municipalities of Mariscal Cáceres, Cuenca, Churpampa, Tambo, Chocllaccasa, Sotopampa, Tantará, Huachos, Huamatambo and Cresapata; from the civil defense offices under the Culture, Health and Transport sectors, the Regional Office for Housing, Construction and Sanitation, and the INDECI regional office.



The participatory workshop in Ica was coordinated by the Regional Office for Housing, Construction and Sanitation in Ica. Twenty participants attended, including CESAL, GIZ, Universidad Nacional San Luis Gonzaga, SENCICO, Regional Government officers at different levels, and grass-root organizations such as FREDEJUP.

The **sharing of the main lessons learned**, recommendations, and challenges to be addressed took place in a national forum intended to disseminate learning and discuss post-disaster reconstruction processes in Pisco and advocacy for rural housing. It was attended by representatives of national governmental agencies such as the National Risk Management System (under the Office of the Prime Minister), CENEPRED, National Offices for Construction and Housing under the Ministry of Housing, Construction and Sanitation, Ministry of Women and Vulnerable Populations, and Ministry of Economy and Finance; association of professional societies, bilateral and multilateral institutions, as well as non-government organizations.



The following presentations were made as part of the program:

- ✓ "General reflections on the reconstruction process" by CENEPRED.
- ✓ "Main learning from advocacy activities for rural housing" by CARE Peru's National Director.
- ✓ "General reflections on the Housing sector reconstruction policy" by the National Office for Housing (MVCS).
- ✓ "Main learning from the reconstruction process" by CARE Peru.

Conclusions were presented by the USAID/OFDA-LAC consultant; and the closing speech was made by the representative from the National Risk Management System, under the Office of the Prime Minister.



Lessons Learned

As a result of the appraisal of perceptions and the discussions that resulted from the forum, a set of lessons learned and recommendations were obtained which are presented below. These recommendations are directed to different public actors such as members of SINAGERD, CENEPRED, Ministry of Economy and Finances (MEF), MVCS, regional and local governments, and private actors including representatives of NGOs, International Cooperation Agencies, and businesses associated with the housing sector.

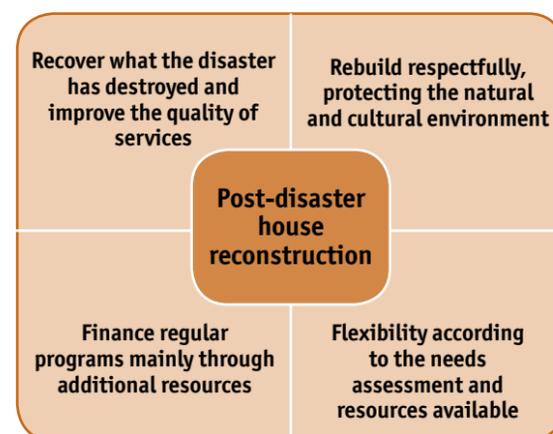
Non-construction issues of the reconstruction process:

To address non-construction issues of the reconstruction process, an analysis of the following specific issues was made:

- ▶ Reconstruction principles and plans
- ▶ Financing and access to credit
- ▶ Legal regularization of properties and lots
- ▶ Community training and participation
- ▶ Sustainability and institutionalism

Reconstruction principles and plans

To initiate the reflection on the general guidelines for reconstruction processes a paper produced by UNDP Chile on post-disaster recovery and reconstruction was used. The paper puts forward four basic guidelines:



Source: PNUD Chile, Diciembre 2012. Pág. 11

Representatives of the agencies and organizations interviewed agreed that all four principles are equally important, but when they were invited to establish priorities, the general consensus was: “Rebuild respectfully and protecting the natural and cultural environment” and, “recover what the disaster has destroyed and improve

quality of services”. This suggests that the framework of general principles for every reconstruction process should be based on the respect for diversity and should be considered as an opportunity to bring order, to improve quality of life and services, and better preparedness for rapid- and low-onset events, so as to not reproduce risks or create new vulnerabilities.

Representatives of the agencies and organizations interviewed also agreed on the need to build on principles and guidelines adapted to the national context, where participation and ownership among the affected people and potential beneficiaries, social inclusion, subsidiarity, research, information and communication, gender equality and equity, transparency, accountability, and sustainability should all be taken into consideration. It’s imperative to develop holistic reconstruction plans based on these cross cutting principles.

Peru has no national reconstruction plans so far. Since 2012, however, the country has an agency responsible for reconstruction processes, CENEPRED, which has produced policy guidelines, and regulations for the “Population resettlement in cases of Unmitigable High Risk Areas” Law, that represent significant steps forward for reconstruction processes in different contexts in Peru.

As a result of surveys, interviews and discussions, some suggestions for the development and implementation of reconstruction plans have been made:

- ▶ Develop plans in a participatory manner and prior to disasters, according to risk scenarios.
- ▶ Include enabling mechanisms into housing sector policies to implement these plans.
- ▶ Form multi-sector technical teams with specific roles and responsibilities, responsible for the implementation of plans, where regional and local governments are key players in the reconstruction process.
- ▶ Promote the participation of universities and professional societies to provide technical support.
- ▶ Conduct technical-scientific studies that make effective and efficient decision-making easier.
- ▶ Facilitate inter-sector and inter-government articulation to implement plans, and involve International Cooperation (NGO), universities and the private sector.
- ▶ Create mechanisms to disseminate adequate and updated information for decision-making; for finance and resource allocation (by the Ministry of Economy and Finances - MEF); and for monitoring and evaluation of the implementation plan.

In order to identify and solve specific problems within government agencies that are related to the implementation of these potential reconstruction plans, participants of the assessment suggested piloting a comprehensive reconstruction plan.

They also suggested that plans should have emphasis on the following issues:

- ✓ Finance and access to credit.
- ✓ Legal regularization of properties and lots.
- ✓ Community training and participation .
- ✓ Sustainability and institutionalization.

"...the problem lays in the fact that credit and programs are only available for regularized properties, which are a minority. So, what do we do with people that do not have their properties regularized and have been affected? "

Lucy Harman, DRR Manager - CARE Peru

Some lessons learned and general recommendations are provided for each issue

Lessons learned

- ✓ Immediately after the 2007 earthquake, there were difficulties to access grants and loans for the reconstruction of houses due to a lack of clarity in determining the status of the affected and beneficiary people.
- ✓ Improvisation, irregularities and negative impacts were made evident during the implementation of the 6000 soles reconstruction grant provided by the Government.
- ✓ One of the main irregularities was that many grants were given to families that were not really affected by the earthquake.



General recommendations

- ✓ The status of beneficiary and the selection criteria are critical problems that should be included in every reconstruction plan.
- ✓ Local and community authorities and families themselves should be involved in the selection of beneficiaries.
- ✓ Elements of transparency, accountability, supervision and control need to be included.
- ✓ The involvement of impartial mediators, such church authorities, is also suggested
- ✓ Selection criteria may be based on SISFOH's household register, proof of residence by number of years, proof of non-possession of other properties, etc.
- ✓ Register the affected people that have benefitted in previous reconstruction processes should be included to avoid duplication.
- ✓ Access to a housing loan for affected families should not require being removed from SISFOH's records, as this enables them to have access to other Government social programs.



- ✓ The houses built with Central Government grants through private companies in regularized and formalized properties were not adapted to the rural environment, where other forms of communal property exist.

- ✓ Gestionar, regular y supervisar procesos administrativos de la ejecución de los subsidios de vivienda y de la intervención del sector privado en contextos de reconstrucción a fin de evitar irregularidades.

Lessons learned

✓ Regional and local governments do not have housing finance mechanisms as it is a private 'good'



General recommendations

✓ Develop mechanisms to facilitate the financing of houses from regional and local governments.

✓ Increase in local prices of construction materials had a negative effect on the reconstruction budget



✓ Take into account the risk of rising prices of construction materials in reconstruction plans.

✓ Many people affected by the earthquake had no access to loans or grants due to lack of information / awareness of housing programs.



✓ Promote the involvement of private sector in the reconstruction of houses, and dissemination of alternatives for access to credit.
 ✓ Carry out information campaigns on housing programs and possibilities to access credit and loans

"...in rural communities, the owner of the land is the community, community members are all owners. If anyone or the community itself makes the decision to implement a housing program, upon mutual (and signed) agreement between the parties, that piece of land is set apart and allocated to a housing program ..., only then are titles handed over to the families that are going to participate in the housing program"

Nora Chacón – National Office for Housing, MVCS

"Whatever the scope of reconstruction, it is essential to ensure legal and physical safety of houses".

Lucy Harman, CARE Peru Risk Management Coordinator

Lessons learned

✓ The requirement of ownership titles of properties to access Central Government housing programs made reconstruction impossible in rural areas that were severely affected by the earthquake.



General recommendations

✓ A variety of mechanisms for the formalization of lots in affected rural areas should be explored in order to provide access to housing programs, with the participation of COFOPRI and the Ministry of Agriculture. For example, turn rural areas into urban centers, transfer community lands to municipalities, or transfer of land by communities themselves.

✓ It is necessary to incorporate the registration of agricultural land in property formalization processes

✓ Based on a damage assessment, the affected families that do not have regularized properties may have other benefits, such as livelihood protection/restoration.

✓ The lack of data on actual population in damaged and destroyed houses made it more difficult to know the actual number of affected families that needed houses.



✓ To have updated land registers and surveys with the number of families and persons per house.

Lessons learned

✓ One of the main difficulties to rebuild houses after the 2007 earthquake was the lack of knowledge on the different forms of property, the difference between urban and rural sites.



General recommendations

✓ It is important to understand the difference in ownership patterns in urban and rural environments. Urban environments have owners and non-owners; formal and informal settlers (squatters, tenants). In rural environments it is required to consider communal property ownership, agricultural land, and other rural population dynamics.

✓ The complexities, costs and timeframes for property formalization processes hindered the reconstruction process.



✓ To streamline and/or improve the Government administrative procedures about formalization, and inform, train and provide accompaniment for families in these processes.

✓ In some cases, women's property rights were violated as only male household heads were considered as beneficiaries of housing grants.



✓ To consider women's rights to property, and prioritize assistance for vulnerable people

"There is a tendency to forget the capacity of affected people, of how to capitalize the potential of communities. There is capacity in construction, but what needs to be done is to teach people how to build correctly, and not repeat the things they are doing wrong because they lack knowhow." "

Raquel Barrionuevo, Universidad Nacional de Ingeniería

Lessons Learned

- ✓ According to NGOs' experience of reconstruction projects, the affected families played a key role in building their own houses. Emphasis was placed in women's active participation.
- ✓ In some interventions it was difficult to have family labor in the construction of houses on an ongoing basis due to their multiple tasks, including farming on plots.
- ✓ The lack of organization hindered the implementation of housing projects, and was the reason why some communities did not receive assistance.



General recommendations

- ✓ The organization and management of communities are essential for the implementation of reconstruction projects. Therefore relevant and permanent communication strategies and mechanisms to access information should be implemented.
- ✓ To organize family participation in construction processes according to the construction technologies used and the time available.

- ✓ A positive aspect of reconstruction projects was the generation of social cohesion around the disaster.



- ✓ Strengthening traditional community ties, such as Minga or Ayni, contributes to greater social cohesion and more effective implementation of reconstruction projects.

Lessons Learned

✓ A negative aspect that worked against the project implementation was the fact that the general population and public authorities had a vested interest associated with the disaster.

3 →

General recommendations

✓ It is important to prevent conflicts and assess the interests of actors involved in the implementation of reconstruction projects.

✓ The knowledge by the affected families of the area was not considered in the design of the interventions.

4 →

✓ Strengthen community capacities and knowledge of the region and natural hazards, that may happen.
 ✓ Prepare specialized land registers with the participation of families.

✓ The use of various seismic construction technologies adapted to the context of the affected areas in the reconstruction projects, and the use of local materials, made it easier for families to get involved in building processes, to learn, and to take ownership.

5 →

✓ Take into account local cultural and material aspects in house reconstruction projects, and promote the value of ancestral knowledge of construction technologies and the recovery of local identity.
 ✓ Support and encourage research in different construction technologies.

Lessons Learned

✓ There were cases where beneficiary families vacated their new houses and returned to their damaged houses.

6 →

General recommendations

✓ Beneficiaries of new houses should imply obligations, such as the commitment to leave a damaged house permanently, active participation in reconstruction projects, etc.

✓ House rebuilding projects focused trainings on construction methods and did not always include issues such as legal regularization, gender equity, disaster risk management, use and maintenance of houses, healthy habits, etc.

7 →

✓ It is important to provide different trainings for authorities and families in a number of housing issues, such as use, maintenance and related facilities, disaster risk management, gender equity, building technologies, psycho-social assistance, etc.

✓ Trainings in building skills and training of construction workers in reconstruction contexts make replication of safe houses easier, contribute to the dissemination of technologies, and increase local employment.

8 →

✓ Disseminate the new labor offer generated by specialized trainings on reconstruction projects for construction workers

Lessons Learned

- ✓ Not all the housing projects had adequate/sufficient technical supervision before and after construction.



General recommendations

- ✓ Establish mechanisms for monitoring quality of buildings, with the participation of regional and local governments, universities and professional societies, to ensure the right to a safe house. It is also suggested that experts be accredited by regional and local governments for monitoring activities

“Reconstruction should not be seen from an engineering or architecture point of view; I think reconstruction, as we see it now, is upon the path of institutionalism, where regional governments should be leaders in reconstruction.”

Douglas Azabache, PNUD Peru - DIPECHO Project

“Reconstruction is an urgent necessity that should not be the source of new risks or vulnerabilities; quite the opposite, it should put forward prevention and/or mitigation measures”.

Lucy Harman, CARE Peru Risk Management Coordinator

Lessons learned

- ✓ Informal construction increased in the context of reconstruction.



General recommendations

- ✓ Implement actions to prohibit and penalize informal construction work, control licenses, implement corrective measures by local governments; and, promote formal construction of houses according to the national building regulation.

- ✓ The lack of land use and urban development plans, and social, economic and cultural studies, impeded decision-making for house reconstruction and resettlement processes. The same scenario occurred with the existing availability and use of soil studies that were not used.



- ✓ Prioritize the formulation of land use and urban development plans to include local safe areas, and social, economic and cultural studies at local level. These plans and studies should be developed before an adverse event as the implementation of housing projects should not depend on these.
- ✓ Use the existing studies on soil use and availability.
- ✓ The results of plans and studies should be publicly available, for example on web sites of municipalities.

Lessons learned

✓ After the 2007 earthquake, it was found that technical-administrative areas of local governments are not equipped to take part in reconstruction projects.

3 →

General recommendations

✓ Strengthening local government technical-administrative areas that are related to house construction.

✓ Some reconstruction projects were focused on house construction issues, neglecting other essential issues such as recovery of livelihoods and healthy environment concept.

4 →

✓ Reconstruction projects should be associated with the reduction of poverty and vulnerability.

✓ Reconstruction should be seen as a comprehensive and systemic process (step-by-step implementation of projects) based on the concept of a safe and healthy environment.

✓ It is important to take into account other socio-economic impacts of a disaster and the recovery of livelihoods. In rural areas, for example, a house is also considered as a production space.

✓ Disinformation and lack of spaces for dialogue and consultation hampered the implementation of reconstruction projects.

5 →

✓ Organize information management, create spaces for dialogue, and implement grievances/complaints mechanisms in public spaces.

Lessons learned

✓ Regional and local governments faced difficulties in developing and implementing investment projects to supplement housing projects, due to frametimes in administrative procedures.

6 →

General recommendations

✓ It is suggested that public investment projects in reconstruction contexts should be given a special treatment.

✓ Strengthen institutionalism of regional and local governments in reconstruction contexts.

✓ After the 2007 earthquake, a need to produce technical documents on houses that are adequate to different geographical areas was identified.

7 →

✓ Have pre-established technical documents of housing models according to the areas and recurrent events, in regional and local governments.

Advocacy for rural housing

“One week after the earthquake, CARE convened a group of organizations, particularly NGOs and universities, and created the Safe and Healthy Houses Work Group (Grupo de Viviendas Seguras y Saludables – GVSS). This was the group that actually undertook advocacy activities; it was a long, four-year process that went through many changes ... the final results were different from those initially expected, but this always happens in advocacy processes.”
Milo Stanojevich, CARE Peru National Director.

For systematization purposes, this issue was addressed through interviews with some members of the Safe and Healthy Houses Work Group (GVSS) and in the discussions held in work meetings at Lima and the forum. Lessons learned and general recommendations are described below.

To discuss the variables that helped achieve GVSS’s advocacy goals for rural housing, the “Basic Advocacy Manual” published in 2002 by the Washington Office on Latin America (WOLA) was used. The document puts forward the following five variables:

- ▶ Political will in line with the goal of advocacy
- ▶ Legitimacy of the "driving group"
- ▶ Development of adequate advocacy strategies
- ▶ Flexibility in the implementation of context-specific advocacy activities
- ▶ Funding for the implementation of advocacy actions

On one hand, representatives of the organizations interviewed agreed that all five variables are equally important, but when they were invited to prioritize using a hierarchy the general consensus was: “Political will in line with the goal of advocacy”. This will was expressed by the government’s interest to prioritize rural housing issues through the incorporation of adobe construction rules in the National Building Regulation, the continued invitations for the driving group (GVSS) to participate in technical spaces, the investment in pilot projects together with CARE Peru, the rapid enactment of the following regulations: Decreto Supremo N° 008-2009-VIVIENDA, Reglamento Operativo (Resolución Ministerial N° 320 – 2009 – VIVIENDA, y su modificatoria, Resolución Ministerial N° 066 – 2010 - VIVIENDA) y Ley de Vivienda Rural N° 29589, among other milestones.

On the other hand, participants felt that the legitimacy of the driving group was strengthened by inter-institutional work among international cooperation organizations, NGOs and academic institutions with authority, prestige and a long history of working on advocacy issues such as sustainable development, risk management, development of construction technologies, etc. All the organizations stated that they had prior experience in implementing, either individually or jointly, advocacy actions for health, education, etc. Unity was found in the inter-institutional work to establish common objectives ranging from the preparation of technical documents on rural houses built using seismic construction technologies to the inclusion of rural housing issues in the country’s public agenda.

In connection to the development of adequate advocacy strategies, participants felt that the main strategy used in the experience was the “technical assistance” for the government. The driving group was able to provide technical assistance for the Government due to the knowledge gained from experiences prior to the 2007 earthquake, such as the Rural Housing Pilot Project in Ruruca, the research into seismic construction technologies by universities, and the evidence of a rural housing management model, which was gained from reconstruction projects after the 2007 earthquake. The assistance included the development of rural housing models, the incorporation of a technical standard for adobe in the National Building Regulation (Annex No° 1 “Geomesh Reinforcement for

Adobe Houses” accompanying the Technical Standard E.080 Adobe), the contributions to developing a regulation that establishes the procedures to access housing grants, the suggested amendments to the text of the Rural Housing Law N° 29589, the suggestions for issues to be considered in a housing policy for the rural sector, etc.

Other strategies used were: partnership of organizations of the “driving group” with key central and local government agencies to implement a rural housing pilot project and to carry out reconstruction projects in affected areas; and, involvement of the media which demanded the prioritization of assistance for rural housing issues. Information campaigns were launched, the delay in house reconstruction was associated with a lack of adequate rural housing policy.

Though they had had adequate strategies, the participating organizations felt there should have been more flexibility in the implementation of context-specific actions. Actions were planned according to the opportunities offered by the reconstruction context. This enabled the issue to remain on the public agenda for some time.

The last variable in the WOLA document is funding. Some organizations considered this as another key factor to achieve advocacy goals. Most organizations had funding for their reconstruction projects in the areas affected by the 2007 earthquake and within that framework they were able to participate in advocacy actions. However, when projects were completed, it was difficult for the driving group to support and continue actions. It should be noted that a large number of advocacy activities were led by CARE Peru due to the funding provided by International Cooperation, particularly OFDA/USAID.

With regard to the impact of this advocacy experience within organizations, it is important to note that most of them agree that it had an “intermediate to low” impact, with the exception of universities where new learning on construction technologies for the rural sector and concepts of safe and healthy environment are recognized. In one university, for example, new under and post-graduate courses were re-designed and implemented.

Finally, it is recognized that rural housing issues are now high on the national public agenda as a result of the Rural Housing Law, but it has not been possible to implement a sustainable housing grant program for the rural sector.

“... we are always moving up from one level to another but we have not been able to solve the problem that initially brought us to this initiative. It has been a rather vigorous process because we have moved in line with the opportunities presented. But in the end, people say great progress has been made and the country has now a rural housing program at national level. But, are we ready for another earthquake? I do not think so”. (Milo Stanojevich, CARE Peru National Director)

In this context, the organizations involved in the systematization stress the importance of considering conceptual, institutional, participatory and sustainable aspects in the rural housing policy, which are broadly described in the Discussion Guide 4 of Annex 3. They also suggest that the current status of the rural housing policy and the main problems and alternative contributions and assistance should be known, and that partnerships with the housing sector should be formed so that actions can be continued.

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Annex 1

Guides for interviews and/or surveys

Guide 1: Post- disaster house reconstruction processes
<p>1. Your institution is::</p> <ul style="list-style-type: none"> ✓ A national government agency ✓ A regional- and/or local-level government agency ✓ A non-government organization ✓ An International Cooperation agency ✓ An academic and/or research institution
<p>2. How many times has your institution participated in house reconstruction processes?</p> <ul style="list-style-type: none"> ✓ One ✓ Two ✓ Three or more
<p>3. Once you have read the proposed variables about your institution's contributions to the post-earthquake reconstruction process, give a score from 1 to 6 in order of priority as you see fit, with 1 as the most important:</p> <ul style="list-style-type: none"> ✓ Funding for house reconstruction ✓ Research on building technologies ✓ Implementation of training projects for affected families ✓ Implementation of regularization projects for properties and lots ✓ Implementation of economic development projects to supplement those of house reconstruction ✓ Inter-institutional articulation
<p>4. Once you have read the proposed principles for housing reconstruction, give a score from 1 to 4 in order of priority as you see fit, with 1 as the most important:</p> <ul style="list-style-type: none"> ✓ Recover what the disaster has destroyed, improving quality of services ✓ Rebuild respectfully and protecting the natural and cultural environment ✓ Finance government programs with additional resources ✓ Flexibility according to the extent of damages and resources available
<p>5. Check one of the following alternatives to the relation between reconstruction programs and housing policies::</p> <ul style="list-style-type: none"> ✓ Housing policy should have a separate mechanism from reconstruction programs ✓ Housing policy should have internal mechanisms to allow the implementation of reconstruction programs ✓ Housing policy should have mechanisms articulated with those of an independent reconstruction program
<p>6. Answer "true" (T) or "false" (F) on how your institution has addressed funding and access to credit issues. If your answer is "False" (F), add (+) or (-) as you find the statement either positive or negative for future reconstruction projects..</p> <ul style="list-style-type: none"> ✓ Did you have (do you have) protocols to articulate projects using grants provided by the government or International Cooperation? ✓ Have you implemented reconstruction projects funded with your own-resources? ✓ Have you implemented reconstruction projects that provided cash or in-kind grants for families? ✓ Mention the most significant learning on this issue for your institution: _____

<p>7. Answer "true" (T) or "false" (F) on how your institution has addressed the issue of legal regularization of properties and lots. If your answer is "False" (F), add (+) or (-) as you find the statement either positive or negative for future reconstruction projects.</p> <ul style="list-style-type: none"> ✓ Have you encountered difficulties in the legal regularization of properties and lots where you have implemented projects? ✓ The projects you implemented have guaranteed the legal ownership of the rebuilt houses? ✓ Have you implemented projects that included training for the affected families on the formalization of their properties? ✓ Mention the most significant learning on this issue for your institution: _____
<p>8. Once you have read each of the training aspects, give a score from 1 to 6 in the order of priority assigned to your reconstruction project, with 1 as the most important:</p> <ul style="list-style-type: none"> ✓ Earthquake-resistant construction technologies ✓ Economic-productive initiatives ✓ Disaster risk management and prevention ✓ Formalization of properties ✓ Psycho-social assistance ✓ Healthy habits, use and maintenance of houses ✓ Other: _____
<p>9. Answer "true" (V) or false (F) on how your institution has addressed community training and participation issues. If your answer is "False" (F), add (+) or (-) as you find the statement either positive or negative for future reconstruction projects.</p> <ul style="list-style-type: none"> ✓ Did you have (do you now have) protocols to select target communities and beneficiaries? ✓ Has the participation of families in construction processes been more important /greater than that of construction workers? ✓ Given the high level of women's participation in reconstruction projects, has your institution provided family counseling regarding overload of work and division of labor? ✓ Have families participated in the design of houses? ✓ Mention the most significant learning on this issue for your institution: _____
<p>10. Answer "true" (V) or false (F) on how your institution has addressed sustainability. If your answer is "False" (F), add (+) or (-) as you find the statement either positive or negative for future reconstruction projects.</p> <ul style="list-style-type: none"> ✓ Have you developed economic development projects to supplement house reconstruction projects and/or provided counseling for affected families? ✓ Have you incorporated disaster risk management, mitigation and prevention components in local management tools and/or communities served? ✓ Have you made arrangements with local governments and other agencies present in the area of your project before the implementation of construction works? ✓ Have you included patterns of growth in the housing sector and public spaces in the development of your projects? ✓ Have you carried out any intervention on informal housing production in the area of your projects? ✓ Mention the most significant learning on this issue for your institution: _____

Guide 2: Rural housing institutionalization process	
1. Your institution is:	<ul style="list-style-type: none"> ✓ A non-governmental organization ✓ An International cooperation agency ✓ An academic and/or research institution
2. How many times has your institution been involved in advocacy actions for house, education, health or other issues?	<ul style="list-style-type: none"> ✓ One ✓ Two ✓ Three or more
3. Once you have read each of the following variables for advocacy, give a score from 1 to 5 in the order of priority that your institution see fit, with 1 as the most important:	<ul style="list-style-type: none"> ✓ Political will in line with the advocacy goal ✓ Legitimacy of the driving group ✓ Development of adequate advocacy strategies ✓ Flexibility in the implementation of context-specific advocacy activities ✓ Funding for the implementation of advocacy actions
4. What have been your institution's major contributions to the institutionalization of the rural housing policy? Once you have read each statement, give a score from 1 to 5 in the order of priority that your institution sees fit, with 1 as the major contribution.	<ul style="list-style-type: none"> ✓ Implementation of reconstruction projects that provided evidence of the validity of a rural housing model ✓ Advocacy strategies (lobby, public mobilization, media, etc.) ✓ Technical assistance to the government for the development of a housing policy ✓ Funding for advocacy and visibility actions ✓ Planning, implementation and monitoring of advocacy activities.
5. If you were to rate your institution's contribution to the full advocacy process, what would the level of contribution be?	<ul style="list-style-type: none"> ✓ Low ✓ Medium ✓ High
6. If you were to rate the impact of advocacy actions for rural housing within your institution, what would the degree of impact be?	<ul style="list-style-type: none"> ✓ Low ✓ Medium ✓ High
7. What is the major learning on advocacy for the institutionalization of rural housing for your institution?	_____

Annex 2

Number of respondents and/or interviewees by organization

Stakeholders	Agency / Organization	Nº individuals	Total of participants
National Government agency	Dirección Nacional de Vivienda (MVCS)	3	13
	Fondo Mi VIVIENDA	1	
	INDECI	2	
	CENEPRED	4	
	SENCICO	2	
	Programa Nacional de Tambos del MVCS	1	
Sub national Government Agency	Municipalidad Distrital de Cuenca	1	13
	Centro Poblado Sotopampa, Huancavelica	1	
	Secretaría de Defensa Civil de la Municipalidad Distrital de Tantará	1	
	Dirección Regional de Vivienda, Construcción y Saneamiento de Huancavelica	1	
	Municipalidad Mariscal Cáceres	1	
	Municipalidad Provincial de Castrovirreyna	1	
	Red de Salud de Churcampa - Huancavelica	1	
	Municipalidad Distrital de Huamatambo	1	
	DDI INDECI - Huancavelica	1	
	Gerencia Sub Regional de Churcampa	1	
	SENCICO - Ica	1	
Dirección Regional de Vivienda, Construcción y Saneamiento de Ica	1		
Gobierno Regional de Ica	1		

Non-Government Organization	CIDAP	2	11
	SER	2	
	PREDES	2	
	CARE	1	
	Cáritas del Perú	1	
	CESAL	1	
	INDERS (Instituto de desarrollo e investigación social – Huancavelica)	1	
	FREDEJUP (Organización social de base)	1	
University	Facultad de Arquitectura, Universidad Nacional de Ingeniería	1	4
	Centro de Energías Renovables, Universidad Nacional de Ingeniería	2	
	Universidad Nacional San Luis Gonzaga de Ica	1	
International Cooperation	USAID/OFDA	1	3
	GIZ	2	

Annex 3:

Discussion Guides

**Guide 2:
Housing Reconstruction and Policy**

Guide 2 has two parts: the first one is intended to generate reflection on, and discussion of, the basic guidelines for the processes of house reconstruction and institutionalization of a rural housing policy, among stakeholders; the second one is aimed to collect beneficiaries' perceptions about the ways in which they see both processes: in a parallel manner and separately, one included in the other one, or overlapped processes.

For discussion:

Recover what the disaster has destroyed and improve the quality of services

Rebuild respectfully, protecting the natural and cultural environment

Post-disaster house reconstruction

Finance regular programs mainly through additional resources

Flexibility according to the needs assessment and resources available

Source: PNUD Chile, Diciembre 2012. Pág. 11

Long-term policy that takes into account the complexity of the housing problem

Actions should contribute to increased productivity and sustainability of economic activities in the rural environment

Housing Policy

Promotion of access to decent housing for poor families

Housing programs have the capacity to create employment, and help to overcome poverty

Source: Plan Nacional de Vivienda 2006-2015. Marzo 2006. Pág 43

For visioning the processes:

Housing Policy

Post-disaster house reconstruction program

Housing Policy
 Post-disaster house reconstruction program

Housing Policy
 Post-disaster house reconstruction program

1.Guiding questions for discussion:

- ✓What do you think of the principles for each process? How do you see the housing policy and reconstruction program? What implications do you think the selected variables may have?

Discussion Guide 3: Post-disaster housing reconstruction

The purpose of Guide 3 is to put forward, modify or validate specific post-disaster house reconstruction issues, including funding and access to credit, legal regularization of properties and lots, community training and participation, sustainability, institutions and roles. The topics and ideas that are listed below match the information obtained from the secondary sources reviewed.



Funding and access to credit

- Bonus 6000 (few bonuses delivered, none for Huancavelica) and its articulation with housing programs or cooperation projects
- Kit of materials for the basic module on adobe + geomesh not approved
- Delivery of an Earthquake-Affected Family Certificate and management of BANMAT card – various local irregularities, unknown number of affected people
- Financial support in addition to regular housing programs, forms of subsidy, management and supervision of processes
- Increase in building material prices; the building materials delivered by the government are sold by affected families to meet other needs
- Funding for International Cooperation projects or other non-governmental projects



Legal regularization of properties and lots

- Certificate of Lot Possession issued by local government
- High level of informality vs. guarantee of legal certainty
- Training on the formalization of properties
- Ownership in the name of the man and woman.
- Multi-family housing for collective use
- Other forms of local and communal property ownership, agricultural land, rural population dynamics.



Community training and participation

- Building capacities in earthquake-resistant construction technologies, economic-productive initiatives, prevention and risk management, formalization of properties.
- Conflict, disrupted community vs. families as leading actors, and strengthening of community ties.
- High demand for houses, and prioritization of beneficiaries (criteria for selection of beneficiaries).
- Participation of affected families in reconstruction processes vs. presence of construction workers.
- Overload of work for women, roles associated with the use and maintenance of houses, segregation of roles and gender equity
- Various housing solutions based on cultural and physical characteristics of the area, participation in the design of houses



Sustainability

- Reconstruction projects associated with the reduction of poverty and vulnerability, including other economic development components.
- More information and tools available on recovery for affected families.
- Incorporation of prevention, mitigation and management of disaster risk in local development plans.
- Dissemination of healthy habits, use and maintenance of houses.



Institutions and roles

- Inter-institutional articulation between International Cooperation and governments.
- Consideration of timeframes for the implementation of International Cooperation projects vs. government projects.
- Supervision of house construction works.
- Organization of International Cooperation presence in the same affected areas.
- Definition of roles and responsibilities of governments at central, regional and local levels.
- Reconstruction plan – consideration of patterns of settlement and housing growth.
- Involvement of institutions in informal housing production processes
- Participation of private sector

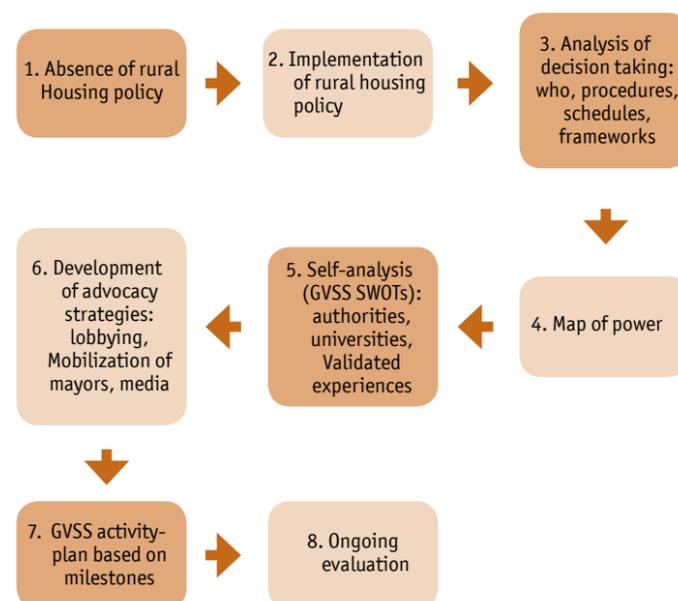
1. Guiding questions for discussion:

- ✓ Do you think there are any additional issues that have not yet been addressed? If yes, indicate which ones.
- ✓ Within each issue you should identify: What are the key aspects to be stressed? What is the learning? What are the recommendations for the Government and International Cooperation? What are the challenges to be dealt with and the course of action to be taken? What measures has your institution adopted to address these issues, bring us closer to these issues, and/or delve into the discussion?

Discussion Guide 4: Advocacy process

The goal of Guide 4 is to carry out a joint review of the advocacy process to institutionalize the rural housing policy. It is therefore suggested to use WOLA's advocacy tool as a reference, and analyze the variables that allow developing the experience of advocacy for rural housing.

Summary of advocacy milestones achieved by the Safe and Healthy House Work Group (GVSS)



Source: Pasos a seguir para la incidencia política de acuerdo a propuesta de WOLA, 2013.

1. Guiding questions for reflection:

- ✓ What conditions and characteristics helped to achieve milestones in advocacy for the housing policy?
- ✓ What were the main learnings and challenges of the process of institutionalizing the rural housing policy?
- ✓ What is the civil society's role in the formulation of public policies?

Discussion Guide 5: Rural Housing Policy

Guide 5 is designed to put forward, modify or validate concepts, institutionalism, participation and sustainability.. The topic and ideas proposed for each aspect were obtained during the review of secondary sources.

Key issues:

- Housing is a universal right that helps ensure dignity.
- It responds to dynamics that are specific to the rural environment.
- Households are a production and reproduction space
- Consideration of various settlement patterns and forms of communal property ownership, including agricultural land.
- Use of traditional knowledge.
- Environment and public spaces.
- Enhance the diversity of house models.
- Guarantee of physical and legal certainty.
- Promotion of community and family development.

Institutional aspects

- Comprehensive management of rural housing and inter-sector articulation.
- Different forms of funding for houses in rural areas, at different government levels.
- Involvement of regional and local governments and civil defense committees as key players
- Enhance research in seismic construction technologies adapted to cultural and geographical diversity, and its inclusion in legal regulations.
- Expedient administrative procedures adapted to the rural context.
- Dissemination of the rural housing program and forms of access.
- Supervision of administrative and construction processes that ensure access to housing.

Participation aspects

- Prioritization of beneficiary communities and families on the basis of poverty and housing deficit.
- Dissemination of, and confidence building in, seismic construction technologies.
- Training for families on seismic construction technologies at operational level, and specialized training for other community members at technical and professional levels.
- Definition of the time and budget required for trainings.
- Promotion of community participation, strengthening of social relations and ties of solidarity.

Sustainability aspects

- Annual budget allocation according to the priority assigned to tackle fiscal deficit.
- Use and maintenance of safe and healthy houses.
- Participation of private sector.
- Enhance risk management, healthy habits and safe construction practices that respect technical standards.

1. Guiding questions for discussion:

- ✓ Do you think there are any additional issues that have not been addressed? If yes, indicate which ones.
- ✓ Within each issue you should identify: What are the key aspects to be stressed? Have any other ideas been not mentioned? What are the most important ideas that have been mentioned? What are the most important and most complex courses of action? Do you think your institution may take action to bring us closer to these issues and/or delve into the discussion?

Frequently Used Acronyms

CENEPRED	Centro Nacional de Estimación, Prevención y Reducción de Riesgo de Desastres (Risk Management & Planning Office)
COFOPRI	Organismo de Formalización de la Propiedad Informal (Titling Property Office for Informal Settlements)
DRVCS	Dirección Regional de Vivienda, Construcción y Saneamiento (Sub national Housing, Construction and Sanitation Office)
DNV	Dirección Nacional de Vivienda del Ministerio de Vivienda, Construcción y Saneamiento (National Housing Office @) Ministry of Housing, Construction and Sanitation)
GVSS	Grupo de Viviendas Seguras y Saludables
INDECI	Instituto Nacional de Defensa Civil (National Civil Defense)
MEF	Ministerio de Economía y Finanzas (Ministry of Finance)
MVCS	Ministerio de Vivienda, Construcción y Saneamiento (Ministry of Housing, Construction and Sanitation)
OFDA	Oficina de Asistencia para Desastres en el Extranjero – USAID (Office Foreign Disaster Assistance- USAID)
ONG	Organización No Gubernamental (non government organization)
PNUD	Programa de las Naciones Unidas para el Desarrollo (UNDP, united nations development program)
SENCICO	Servicio Nacional de Capacitación para la Industria de la Construcción (national training office for construction)
SINAGERD	Sistema Nacional de Gestión del Riesgo de Desastres (National Risk Management System)
SISFOH	Sistema de Focalización de Hogares (national system to target poverty alleviation initiatives/programs)
USAID	Agencia de los Estados Unidos para el Desarrollo Internacional (US Agency for International Development)
WOLA	Oficina en Washington para Asuntos Latinoamericanos (Washington Office on Latin America)