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EVALUATION

PERFORMANCE EVALUATION OF THE PARTNERSHIP FOR GROWTH IN EL SALVADOR

March 2017 (Revised July 2017)

This publication was produced at the request of the United States Agency for International Development for the E3 Analytics and Evaluation Project. It was prepared independently by Management Systems International, A Tetra Tech Company.

ABSTRACT

This report presents the results of a final performance evaluation of the Partnership for Growth (PFG) in El Salvador, a shared development framework promoting economic growth. The evaluation used desk review and interview data to answer three questions:

1. What has been the overall impact of PFG in El Salvador, and how did the various lines of action contribute to this outcome?
2. How did the PFG approach affect the bilateral relationship – including U.S. Government (USG) and Government of El Salvador program implementation and dialogue – in each partner country, both in intended and unintended ways?
3. What best practices and lessons can be learned from the PFG approach to: a) apply to the bilateral relationship in El Salvador and b) apply to future USG assistance efforts worldwide?

The evaluation team concludes that PFG enabled legislative reform, established new institutions, and supported international agreements. PFG's approach strengthened bilateral cooperation, improved trust, and directed greater attention to priority issues. Challenges included the lack of new funding and an excessive number of goals. There were mixed opinions on the scorecard completion process, and concern that PFG was overly optimistic regarding its potential for effecting change.

The evaluation recommends that U.S. participation in the Growth Council continue, and the council expand to include other actors. Future multiagency collaborations of this type should empower leadership at the highest levels, and include more coordination resources and centralized recordkeeping. Similar activities should include the host government at the planning and reporting stages to encourage higher levels of participation.

PERFORMANCE EVALUATION OF THE PARTNERSHIP FOR GROWTH IN EL SALVADOR

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Cover Photo Credit: USAID/El Salvador

Photo Caption: At-risk youth participate in after school classes at "¡Supérate!" (Succeed!), a public-private alliance that provides educational opportunities to high performance students with scarce economic means. USAID's partnership with a Salvadoran foundation and Microsoft provides youth from violence-plagued communities extracurricular courses to prepare for college or better employment.

DISCLAIMER

The author's views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.

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ACRONYMS

A4P	Alliance for Prosperity
ADS	Automated Directives System (USAID)
ARENA	Nationalist Republican Alliance
CA	Constraints Analysis
CVPP	Crime and Violence Protection Project
DOS	Department of State
DOJ	Department of Justice
dTS	Development and Training Services
E3	Bureau for Economic Growth, Education, and Environment (USAID)
EP	Office of Economic Policy (USAID/E3)
EQ	Evaluation Question
FBI	Federal Bureau of Investigation
FMLN	Farabundo Martí National Liberation Front
GCI	Global Competitiveness Index
GDP	Gross Domestic Product
GOES	Government of El Salvador
IAPI	Institute for Access to Public Information
INL	Bureau of International Narcotics and Law Enforcement Affairs (DOS)
INSAFORP	Salvadoran Institute for Professional Training
JCAP	Joint Country Action Plan
KII	Key Informant Interview
LOA	Line of Action
MCC	Millennium Challenge Corporation
MSI	Management Systems International
PFG	Partnership for Growth
PNC	National Civilian Police
PPP	Public-Private Partnership
PROESA	Export and Investment Promotion Agency of El Salvador
SME	Small- and Medium-sized Enterprises
SOW	Statement of Work
TOC	Theory of Change
TBD	To Be Determined
UCA	Centroamericana José Simeón Cañas University
USAID	United States Agency for International Development
USG	United States Government
WGA	Whole-of-Government Approach

EXECUTIVE SUMMARY

Evaluation Purpose

This report presents the findings, conclusions, and recommendations from the final performance evaluation of the Partnership for Growth (PFG) in El Salvador. The United States government (USG) commissioned this evaluation to learn if: (1) the PFG approach led to changes in the effectiveness of interagency and bilateral coordination; and (2) PFG achieved verifiable results in target goal areas, and impacted economic growth. This evaluation will determine if the PFG model or its components could be applied to future foreign assistance efforts. Potential users of the findings include USG agencies, the Government of El Salvador (GOES), nonprofit organizations, private sector entities, and other donors. Lessons learned will also inform upcoming final evaluations of PFG in Ghana and the Philippines.

Background on PFG in El Salvador

PFG was a bilateral partnership that leveraged USG and GOES resources to support a shared development program and aimed to accelerate and sustain broad-based economic growth. PFG improved coordination, leveraged private investment, and focused the political commitment of both governments to achieve better development results,

PFG was implemented in El Salvador from 2011 to 2016, and included the United States Agency for International Development (USAID), the Department of State (DOS), the Millennium Challenge Corporation (MCC), the Department of Justice (DOJ), the Federal Bureau of Investigation, and the DOS Bureau of International Narcotics and Law Enforcement Affairs (INL), as well as corresponding GOES institutions and private sector entities. PFG encompassed nearly all USG activities in El Salvador from 2011 to 2016.

The PFG approach included five components:

1. **Constraints Analysis (CA):** rigorous, jointly conducted analysis and identification of the principle constraints to economic growth in El Salvador.
2. **Joint Country Action Plan (JCAP):** a mutually developed agreement between the USG and GOES that includes 20 goals to alleviate the 2 principle constraints to growth identified by the CA.
3. **Whole-of-Government Approach (WGA):** joint decision-making to target resources, based on transparency and accountability among all cooperating institutions.
4. **Twice-Yearly Scorecards:** meetings every six months within and between the USG and GOES to assess progress on meeting the 20 JCAP goals.
5. **Non-Program Assistance:** a broad range of tools that do not carry program-specific funding, including interorganizational resource sharing, institutional reform, diplomatic engagement, and other “non-assistance” policy tools.

Evaluation Design

Evaluation Questions

This report answers the following evaluation questions (EQs):

1. What has been the overall impact¹ of PFG in El Salvador, and how did the various lines of action contribute to this outcome?
2. How did the PFG approach affect the bilateral relationship – including USG and GOES program implementation and dialogue – both in intended and unintended ways?
3. What best practices and lessons can be learned from the PFG approach to: a) apply to the bilateral relationship in El Salvador and b) apply to future USG assistance efforts worldwide?

Evaluation Methodology

This evaluation design was informed by lessons learned from a 2014 midterm evaluation of PFG in El Salvador. The evaluation team conducted key informant interviews and a desk review of existing PFG-related reports to develop and validate findings. Interviewees included PFG architects from USAID and DOS, PFG leadership from MCC and USAID/El Salvador, implementers and technical specialists from PFG goal committees (including USAID, MCC, INL, DOJ, DOL, and DOS), partners from the GOES Technical Secretariat and Ministry of Economy, public- and private-sector members of the Growth Council of El Salvador, and representatives from the American Chamber of Commerce in El Salvador. The evaluation team reviewed all available PFG reporting documents and associated projects and activities.

Evaluation Limitations

The information collected for the evaluation was susceptible to selection, recall, and reporting biases. The small size of the interviewee pool meant that random interviewee selection was not possible, so this pool may not be fully representative of the broader community of PFG stakeholders. Staff turnover and attrition may have introduced elements of recall bias into interviews, and a limited number of individuals with specific knowledge were available to verify certain perspectives. Due to the lack of a centralized interagency PFG document repository or a comprehensive document inventory, there were known and potentially unknown gaps in the materials available during data collection, exacerbated by the unplanned cessation of scorecard reporting during PFG's final 18 months. The evaluation team sought to mitigate data limitations by directly requesting reporting data from PFG implementers and conducting email and phone follow-ups with select informants. However, some information remained unavailable.

Findings and Conclusions

PFG aimed to accelerate and sustain broad-based, inclusive economic growth in El Salvador by mitigating two primary constraints: (1) high levels of crime and insecurity, and (2) the weak tradables sector. As of the writing of this report, crime and violence remain high in El Salvador, and economic activity has not experienced a robust increase since PFG began. Despite mixed and often negative indicators related to both constraint areas, this does not necessarily reflect a failure on the part of PFG to impact El Salvador's economic growth. Rather, it underscores the severity of the problem and highlights the ambitious nature of PFG's objectives. This report explores the areas in which the evaluation team identified strong evidence for PFG's effect on institutional and political changes that are expected to impact the larger national context of crime and insecurity and the tradables sector.

EQ 1: What has been the overall impact of PFG in El Salvador, and how did the various lines of action contribute to this outcome?

This evaluation focused on the outputs and outcomes most directly attributable to PFG, and not the activities that would have taken place regardless of PFG. The most clearly verifiable results of PFG are

¹ The term "impact" is used here to refer to results that flow from specific interventions, but this is not an "impact evaluation" as USAID defines that term, which would require a counterfactual that demonstrates what would have occurred in the absence of the intervention.

the **passage of legislation, establishment of formal institutions, and support for international agreements.**

Legislation Passed: PFG increased USG legislative advisory assistance to the GOES and incentivized more rapid passage of several pieces of legislation with a known or potentially favorable impact on crime and insecurity, the tradables sector, and overall economic growth. These include **civil asset forfeiture legislation, the Access to Public Information Law, the Public-Private Partnership Law, and major tax law revisions.**

Institutions Established: PFG created or reformed institutions capable of having a favorable impact on investment and economic growth. Three of these institutions are directly attributable to PFG. Two were new institutions: the **Institute for Access to Public Information** and El Salvador's **Growth Council. The Export and Investment Promotion Agency of El Salvador**, an existing institution, experienced major changes to its organizational structure, mandate, and operational independence.

International Agreements Supported: PFG played an important role in the promotion and support of international agreements and institutions that are expected to strengthen the justice sector and encourage economic development. These include the **reform of the criminal extradition process**, the finalization and signing of **MCC Compact II**, and the **Alliance for Prosperity (A4P)** in the Northern Triangle in Central America (Guatemala, Honduras, and El Salvador).

The absence of verifiable, quantitative changes in outcome indicators does not mean PFG had no impact; the establishment of institutions and passage of legislation appear to have influenced or are influencing positive outcomes across sectors relevant to PFG's goals. These outcomes should be regarded as progress towards alleviating the two principle constraints. It is reasonable to assume that positive changes in goals will help reduce constraints to growth. However, the myriad additional confounding and contributing factors that influence crime and insecurity and the strength of the tradables sector preclude quantitative measure of how much these reduced constraints to growth. Future quantitative assessments should target the goal level rather than the constraint level. A more accurate enumeration of PFG's true impact would be most accurately measurable through comprehensive evaluation of the institutional and legislative transformations that PFG directly or indirectly influenced. Given that the outcomes described in this report required extensive document review and more than two weeks of interviews just for identification and verification, that may not be a viable undertaking without more extensive integration of monitoring and evaluation activities throughout the entire life of an initiative of this scale.

EQ 2: How did the PFG approach affect the bilateral relationship – including USG and host government program implementation and dialogue – in El Salvador, in intended and unintended ways?

Bilateral Relationship: USG and GOES interviewees consistently asserted that the PFG approach (1) strengthened cooperation between the two governments, (2) improved trust, (3) enabled a joint setting of priorities, and (4) allowed greater attention to priority issues. Although there was near-universal agreement on PFG's positive influence on the USG-GOES relationship, not everyone considered the partnership an unalloyed success. Some felt that the lack of new funding and the large number of goals undermined PFG's implementation and long-term effectiveness by diluting rather than concentrating the collective capacity of USG and GOES actors. Respondents lauded the twice-yearly scorecard process for compelling bilateral goal setting and assessment of goal achievement, even by individuals who otherwise voiced concerns over its non-systematic approach.

USG Interagency Communication and Coordination: Respondents regarded the WGA as one of PFG's strengths. PFG improved interagency communication and cooperation; all USG agencies at post had to work together, often daily. This was facilitated by the **high-level support** guaranteed by PFG's status as a presidential initiative with committed country-level leadership. The **lack of new funding**

streams for PFG forced strategic decision-making to ensure that programs could move forward in ways that supported the PFG goals. This resulted in **cross-project leverage** where non-monetary resources could be shifted from projects with successful implementation to those that were experiencing delays, to further common goals. Even actors from USG agencies in sectors that had minimal contact with each other (e.g., trade and law enforcement) had greater awareness of USG activities in El Salvador as a result of PFG.

GOES Interagency Coordination: Unlike the USG, there is little evidence that the GOES internally embraced the WGA aspect of PFG. PFG improved coordination between the GOES and USG, but it appears to have had limited or no effect on interagency cooperation within the GOES. This was particularly due to limited government resources for incentivizing interagency coordination, and coordination problems between local and national government agencies. Additionally, GOES law enforcement institutions and officials are regular targets for gang violence, and as such tend to operate with a high level of secrecy and independence, which limited opportunities for engagement and coordination with other GOES agencies and offices.

The Growth Council: The Growth Council was one of PFG's most important contributions. Interviewees considered it the principal forum for public-private dialogue in El Salvador, resolving political polarization and gridlock, facilitating legal reforms to improve the business climate, promoting investment, and improving fiscal affairs. The mixed composition of government officials and prominent Salvadorian businessmen reassured business interests concerned that the predominantly left-wing government leadership would undermine free enterprise in El Salvador, while the council's collaboration demonstrated that El Salvador's private sector was willing to work with the incoming government, lowering tensions and diluting the confrontational positions of more extreme voices. However, the council's limited technical capacity and legislative influence, and the narrow range of participating private-sector actors, has led to a loss of confidence in its future effectiveness in facilitating private-sector growth, particularly in conjunction with the national government's limited support for private enterprise.

Recommendations

EQ 3: What best practices and lessons can be learned from the PFG approach to: 1) apply to the bilateral relationship in the partner country, and 2) apply to future USG assistance efforts worldwide?

Recommendations, Best Practices, and Lessons Learned for USG Bilateral Engagement in El Salvador

Anticorruption: The USG should continue to support the GOES in its efforts to root out corruption, based on the success of multiple activities related to building trust in government, improving accountability, and implementing anticorruption practices. Future efforts should aim to solidify these gains, and normalize accountability practices. Together the USG and GOES may be able to build on these successes to leverage public support for additional anticorruption activities at the regional and local levels to expand these practices into new areas.

Growth Council: Recent USG engagement has re-energized the Growth Council, and the USG should engage more closely with the council as it evolves over the coming years. In its next phase, the council should be more formalized, and standardize practices for incoming and outgoing members. Additionally, the council should expand its membership to include trade associations, entrepreneurs and firms from the tradables sector, and representatives from the security sector. The GOES should also establish a secretariat to facilitate coordination between the council and relevant GOES entities.

Recommendations, Best Practices, and Lessons Learned for USG Assistance Worldwide

Whole-of-Government Approach: A WGA poses a coordination challenge for diverse agencies with different mandates, cultures, and operating structures working in minimally overlapping sectors. To overcome these challenges, it is critical to have buy-in from high-level leadership at all agencies at a post, and leadership must be invested and empowered at the highest levels to motivate cross-agency collaboration, which is not conventionally incentivized. Additionally, the persistent demands of the twice-yearly reporting practices successfully build a sense of unity among involved USG entities in a way that it would not have otherwise.

Budget: PFG increased the workload for existing USG personnel and thus should have been accompanied by additional funding for increased workload and personnel needs. The unfunded nature of PFG also made it difficult to compete with funded activities, particularly for host government actors with limited bandwidth and resources.

Central Recordkeeping: Documentation and reporting practices are inconsistent among participating agencies, making comprehensive ex-post review and assessment difficult. USG activities with a WGA component must include a centralized recordkeeping system. Documentation and reporting should be consistent across participating organizations, ensuring central access to records, data, and reports,

Ambitiousness: Although the number of goals for PFG in El Salvador may have been overly ambitious, societal benefits like the improvements to El Salvador's judicial sector and the positive changes in secondary and tertiary educational enrollment suggest that, even where large-scale transformation is unlikely, real change remains possible and USG involvement can be an integral element of that change – even when not the principal driver. Future USG activities should still be cautious about selecting an overly large number of goals, which might have dispersed and diluted PFG's effects in El Salvador. PFG in Ghana and the Philippines used a smaller number and narrower range of goals, and subsequent evaluations on those efforts may provide further insights on this issue.

Joint Cooperation for Buy-In and Trust: Participation of the host government at the program and project design stages (including joint definition of reporting metrics) and thereafter ensures inclusion of host-country priorities, encouraging buy-in by that government. Because the GOES was involved in the CA process, the drafting of the JCAP, and the twice-yearly scorecard and goal-setting process, the interests of the GOES were intrinsic to PFG from the beginning.

Measuring Success: An overemphasis on quantitative metrics may detract from recognition of more qualitative factors that require a longer timeframe to effect measurable change. PFG was responsible for achievements like legislative reform, the establishment of fundamental institutions, and the steady growth of accountability mechanisms that have the potential to transform fundamental elements of governance. To fully capture outcomes and impacts, future definitions of success should not be restricted to measurements of quantitative effects.

INTRODUCTION

This report presents the findings, conclusions, and recommendations from a final performance evaluation of the Partnership for Growth (PFG) in El Salvador. The United States government (USG) commissioned the United States Agency for International Development's (USAID's) E3 Analytics and Evaluation Project² to design and implement the evaluation. The evaluation is intended to inform whether: (1) the PFG whole-of-government approach (WGA) improved the effectiveness of interagency and bilateral engagement and coordination, and (2) PFG achieved verifiable results in target goal areas increasing the country's growth rate. Annex I provides USAID's statement of work (SOW) for the evaluation.

The first section of this report provides background information about PFG in El Salvador. The second section describes the purpose of the evaluation, its intended audiences and uses, and the evaluation questions (EQs). The third section explains the evaluation methodology and its limitations. The last section presents the findings, conclusions, and recommendations for the three EQs.

BACKGROUND ON PFG IN EL SALVADOR

PFG was developed to leverage USG resources in support of a shared development program delivering accelerated, sustained, and broad-based economic growth in key partner countries. For each country, jointly conducted rigorous analysis identified primary constraints to economic growth, and each government mutually agreed on goals and lines of action (LOAs) to address these constraints. This process relies on high-level mutual accountability for implementation. Four countries – El Salvador, Ghana, the Philippines, and Tanzania – agreed to become the first set of PFG countries. Eligibility for PFG was based on each country's performance on Millennium Challenge Corporation (MCC) selection criteria, a track record of partnering with the United States, policy performance, and potential for continued economic growth.

PFG embodies the principles set out in the September 2010 Presidential Policy Directive on Global Development, and is based on a shared commitment to implementing the key institutional and regulatory reforms required for unleashing private investment. One of PFG's signature objectives was to engage governments, the private sector, and civil society with a range of tools to unlock new sources of investment, including domestic resources and foreign direct investment. By improving coordination, leveraging private investment, and focusing political commitment throughout both governments, PFG would enable its partners to achieve better development results.

In El Salvador, PFG was implemented between 2011 and 2016. The partnership employed a WGA that included actors from USAID, the Department of State (DOS), the MCC, the Department of Justice (DOJ), the Federal Bureau of Investigation (FBI), and the DOS Bureau of International Narcotics and Law Enforcement Affairs (INL), as well as corresponding institutions within the Government of El Salvador (GOES) and pre-eminent private sector actors.

² Management Systems International (MSI) implements the E3 Analytics and Evaluation Project for USAID in partnership with Development and Training Services (dTS, a Palladium company) and NORC at the University of Chicago. Since dTS is now part of the Palladium Group, which was involved in the implementation of PFG activities in El Salvador, it has recused itself from activities under this evaluation.

In November 2011, the GOES and USG signed a Joint Country Action Plan (JCAP) that identified two primary constraints to economic growth in El Salvador: (1) crime and insecurity, and (2) low productivity in the tradables³ sector. The GOES and USG jointly identified 20 goals, each associated with multiple LOAs, and the GOES and USG agreed to undertake 153 total LOAs. Annex V provides the agreed goals and LOAs for each constraint.

The PFG approach for El Salvador included five distinct components:

1. **Constraints Analysis:** The constraints analysis (CA) involved rigorous, evidence-based joint identification and analysis of the principle constraints to economic growth in El Salvador. Integrated USG-GOES teams conducted the CA in El Salvador, which was followed by broad consultation and dialogue on findings.
2. **Joint Country Action Plan:** The JCAP documented the bilateral agreement between the USG and GOES on 20 goals to address the 2 principle constraints to growth. The document included agreements by each government to pursue specific LOAs to achieve these goals over the five-year PFG period in El Salvador.
3. **Whole-of-Government Approach:** The WGA included joint decision-making on where to focus and prioritize resources, the establishment of goal-specific working groups with relevant representatives from both governments and all interested agencies, and transparency and mutual accountability between all cooperating institutions.
4. **Twice-Yearly Scorecards:** At 6-month intervals, the participating USG and GOES agencies met internally and across governments to assess progress on the 20 goals outlined in the JCAP and agree on targets for the subsequent 6-month period.
5. **Non-Program Assistance:** PFG relied on existing funds in conjunction with a broad range of tools, including catalytic policy change, interorganizational resource sharing, institutional reform, diplomatic engagement, and other “non-assistance” policy tools.

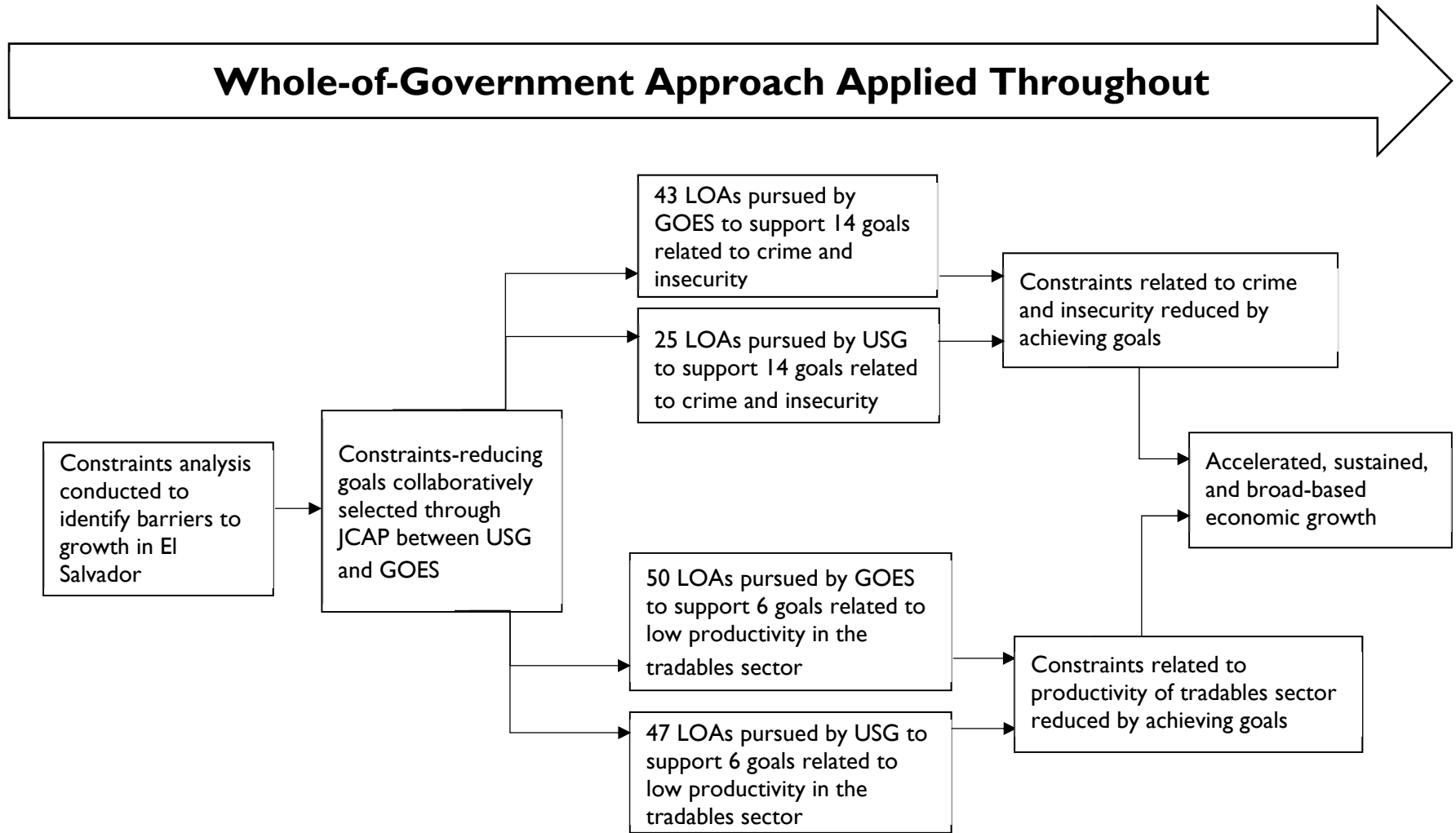
Figure 1 provides a theory of change (TOC) diagram for PFG in El Salvador that illustrates the processes and resulting activities that make up the partnership’s approach.

In El Salvador, PFG’s WGA extended beyond simple collaboration between USG agencies. It served as an overarching framework that aligned almost all USG-funded activity⁴ in El Salvador with the goals established in the JCAP. As a result, although PFG was an unfunded initiative, it represented almost the entirety of USG spending in El Salvador from 2011 to 2016. This included programs operated by USAID, MCC, multiple offices within DOJ and DOS, and others. Furthermore, although PFG did not include any new funding streams, it pooled and reallocated some preexisting funding streams to ensure that the agencies and offices were equipped to pursue the partnership’s goals. Annex VI provides the evaluation team’s extensive review of the PFG projects and activities.

³ Tradables are goods and services that can be traded on the international market. They include export products and services that can be delivered outside the country in question.

⁴ USG-funded health programs in El Salvador were concluding at the time this evaluation was conducted, and were not included in PFG. Additionally, limited bilateral cooperation between the U.S. Department of Defense and the military of El Salvador took place during this period, but was not included in PFG.

FIGURE 1: THEORY OF CHANGE FOR THE PARTNERSHIP FOR GROWTH IN EL SALVADOR



EVALUATION PURPOSE

Evaluation Purpose, Audiences, and Intended Uses

With the PFG performance period coming to an end, the USG commissioned final performance evaluations of PFG in El Salvador, Ghana, and the Philippines to ensure that lessons learned from PFG implementation can be utilized in future development efforts. El Salvador was the first country where PFG was implemented. Through this evaluation, the USG seeks to learn whether PFG demonstrated improvements over pre-PFG engagement and assistance approaches. This evaluation examined:

- The extent to which the WGA, the CA, and the JCAP led to changes in the effectiveness of interagency and bilateral engagement and coordination; and
- Whether changes to interagency and bilateral engagement and coordination ultimately achieved verifiable results in the targeted goal areas, which would lead to higher growth rates.

The PFG evaluations satisfy USG accountability requirements by producing findings and conclusions about the effectiveness of PFG programming in meeting intended country-specific goals.

This evaluation will inform development activities in El Salvador, and analyze which components of PFG can be adapted and applied to other USG foreign assistance contexts. The audiences for the evaluation include decision-makers at USAID and its country missions; DOS, MCC, and other USG agencies; relevant ministries and officials in each PFG country; other donors; civil society organizations; academia; and potential funding partners in the private and philanthropic sectors.

Evaluation Questions

Per USAID’s approved SOW (see Annex I), this report answers the following EQs:

1. What has been the overall impact⁵ of PFG in El Salvador, and how did the various lines of action contribute to this outcome?
2. How did the PFG approach affect the bilateral relationship – including USG and GOES program implementation and dialogue – in each partner country, both in intended and unintended ways?
3. What best practices and lessons can be learned from the PFG approach to: 1) apply to the bilateral relationship in El Salvador, and 2) apply to future USG assistance efforts worldwide?

In the Spring of 2014, Optimal Solutions Group conducted a midterm evaluation of PFG in El Salvador⁶ that addressed the following questions:

- For each of the constraints, are the goal-level commitments set forth in the JCAP capable of achieving the constraint-level objectives and outcomes?
- Is quantitative and objectively verifiable information being used to manage JCAP implementation in order to achieve and measure results?
- At the mid-term, are the performances of the selected PFG interventions on target and creating the necessary outputs to achieve the desired outcomes?

⁵ The term “impact” is used here to refer to results that flow from specific interventions, but this is not an “impact evaluation” as USAID defines that term, which would require a counterfactual that demonstrates what would have occurred in the absence of the intervention.

⁶ The midterm evaluation can be found at: <https://www.state.gov/f/evaluations/all/233959.htm>.

The midterm evaluation provided background information on PFG, and informed the final evaluation design, particularly the data collection process and the approach to selecting PFG goal areas for closer attention during field research.

EVALUATION DESIGN

Evaluation Methodology

The evaluation team used a combination of methods to answer the evaluation questions. Annex II summarizes the data sources, data collection and analysis methods, and sampling approach that the evaluation team employed for each EQ.

Data Collection Methods

The evaluation team conducted 37 key informant interviews (KIIs)⁷ and a desk review of existing PFG reports to answer the EQs. Interviewees included PFG architects from USAID, MCC, and DOS; high-level decision-makers from USAID/El Salvador; implementers and technical specialists from PFG goal committees (including USAID, INL, DOJ, DOL, MCC, and DOS); partners from the GOES Technical Secretariat and Ministry of Economy; private sector members of the Growth Council of El Salvador; and representatives from the American Chamber of Commerce in El Salvador. During the desk review, the evaluation team reviewed all available scorecards⁸ and PFG project and activity reporting documents.⁹ Annex III lists the documents that the team reviewed, and Annex IV provides the KII guides.

TABLE I: DATA COLLECTION METHODS BY EQ

Evaluation Question	Focus	Data Collection Method
EQ 1 (overall impact)	Constraints and goals	<ul style="list-style-type: none"> • Desk review of results by goal • Review of PFG indicator and performance data • KIIs with selected implementers and stakeholders
EQ 2 (effect of PFG approach on bilateral relationship)	PFG management and design (approach)	<ul style="list-style-type: none"> • KIIs with personnel involved in cross-PFG management and government-to-government coordination to capture perceptions about the PFG approach and what changes it caused • KIIs with selected implementers and stakeholders
EQ 3 (best practices and lessons learned)	Reflective of the entire El Salvador PFG	<ul style="list-style-type: none"> • Incorporation of material from research on EQs 1 and 2

Data Analysis Methods

The evaluation team used triangulation, wherever possible obtaining data from more than one source and noting divergence and convergence in findings to inform conclusions. Agreement between different types of respondents on a given question tended to suggest that the underlying data were accurate, while differences indicated inaccuracies or the possibility that an activity had different impacts on the different types of respondents questioned.

The evaluation team used content analysis to identify themes and trends relevant to each EQ and to better understand the meaning of and context in which statements were made. The team used

⁷ Approximately 45 individuals participated in the interviews, as several involved more than one interviewee.

⁸ No scorecards were produced for PFG's final 18 months (after May 2015).

⁹ These included workplans and reporting documents posted on USG websites, quarterly and annual reports provided by goal committee members, and midterm evaluation data and documents provided by Optimal Solutions Group.

MaxQDA, a qualitative data analysis software package, and extensively reviewed collected project data, interview notes, and other relevant documents for a variety of themes, topics, and ideas. These themes, topics, and ideas were then assigned descriptive “codes” that could be extracted and sorted based on contextual factors like “information source,” “informant institution,” or “relevant goal.” This gave the evaluators the capability to easily sort through large amounts of project data. This was primarily used because there were often multiple factors contributing to an explanation or description of a phenomenon. Content analysis can only provide insight on available text, so the evaluation team verified or clarified findings derived using this approach through KIs and the desk review.

Sampling Approach

The evaluation data collection focused on 2011 to 2016, the lifespan of PFG in El Salvador. The desk review considered all 20 goals, while the field research intended to focus on only four goals – two for each constraint category – in the interest of providing additional depth to supplement the breadth of the desk review within the limited timeframe. Based on the midterm evaluation and preliminary findings from the desk review, the evaluation team employed a systematic approach (described in detail in Annex VII) to select goals that were likely to provide the most useful and actionable information. The evaluation team selected the following four goals to focus its field research:

1. Tradables goal 1: Facilitate the establishment of a growth council to promote an environment of trust and improve the business climate and investments in activities or sectors regarded as strategic.
2. Tradables goal 3: Improve the quality of the education system in order to create a more highly qualified and technologically skilled labor force.
3. Crime and insecurity goal 8: Assist at-risk youth between ages 16-25 through efforts to afford them economic opportunities and engage them in productive activities
4. Crime and insecurity goal 10: Improve educational opportunities for in school and out of school youth in targeted high risk municipalities with high crime rates.

The narrow window for field research and limited responsiveness of some informants restricted access to some of the intended interviewees. After field research, the evaluation team followed up with informants as possible through phone, email, and its local researchers, and pursued additional interviews with individuals connected to other goal areas. As a result, this report also includes more detailed information on six additional goals:

- Tradables goal 4: Raise (net) tax revenues to 16 percent of GDP by 2015 and use public resources efficiently and transparently.
- Tradables goal 5: Support a strategy for attracting and promoting foreign direct investment and making El Salvador a more attractive place for foreign investment.
- Crime and insecurity goal 5: Remove assets from criminal organizations and fund and support security programs through the use of seized property and assets.
- Crime and insecurity goal 6: Professionalize El Salvador’s civil service and enhance public confidence in the government.
- Crime and insecurity goal 11: Prevent crime and violence in key municipalities of El Salvador and support reforms of the National Policy for Justice, Public Safety and Violence Prevention.
- Crime and insecurity goal 14: Promote the use of extraditions as a deterrent for crime and a means to reinforce national security.

Evaluation Approach

Utilizing the data collection and analysis methods described above, the evaluation team took the following approaches to answer each EQ:

EQ 1

What has been the overall impact of PFG in the partner country, and how did the various lines of action contribute to this outcome?

As EQ 1 is concerned with PFG outcomes and impacts, the evaluation team expected to rely heavily on all available reporting documents, including:

- Twice-yearly PFG scorecards;
- Quarterly and annual reports from individual projects and activities;
- Publicly available economic and crime data; and
- Other formal records related to activities and outputs.

Data from these documents captured the extent and variety of outputs and outcomes from the projects and activities that fall under PFG.

To compensate for reporting gaps and incomplete or missing data, the evaluation team conducted KIIs with implementers and high-level decision-makers as part of data collection for EQ 2. The team also engaged in formal and ad hoc communication with knowledgeable stakeholders to identify additional outcomes and impacts that could be directly or indirectly connected to PFG. Members of the PFG goal committees were a significant source for reporting documents and interview data. These committees are made up of 20 teams of 2 to 4 people from USG and GOES offices, and they met at 6-month intervals to review project data for the 20 goals and provide reporting information for the twice-yearly scorecards.

EQ 2

How did the PFG approach affect the bilateral relationship – including USG and host government program implementation and dialogue – in each partner country, both in intended and unintended ways?

The evaluation team primarily relied on KIIs to understand how the various PFG elements shaped and influenced inter- and intra-governmental relationships. The team conducted 23 individual and group interviews in El Salvador, speaking with 17 mid- and senior-level USG staff and contractors primarily from USAID, MCC, and DOS, as well as 7 GOES staff from comparable agencies and 6 El Salvador-based private-sector actors. Additionally, the team conducted five contextual interviews with current and former U.S.-based senior USAID and DOS decision-makers. The team also exchanged emails and phone calls with relevant individuals to supplement or clarify missing, incomplete, or ambiguous informant data. Where possible, the team used project or activity reporting documents and other public records to verify information that was contradictory or anecdotal. While the evaluation team initially selected 4 of the 20 goals for deeper investigation, due to limited informant availability it used an opportunistic approach and collected information on some additional goals based on the availability of informants.

EQ 3

What best practices and lessons can be learned from the PFG approach to: 1) apply to the bilateral relationship in the partner country, and 2) apply to future USG assistance efforts worldwide?

EQ 3 synthesizes the findings, conclusions, and lessons learned from EQs 1 and 2 to provide recommendations and best practices for USAID and other PFG stakeholders. This includes specific recommendations for EQs 1 and 2, and general recommendations that are valuable for USG and GOES actors. The evaluation team conducted a qualitative review of all collected evaluation data using MaxQDA, assigning information topical codes and sorting by themes. The team drew conclusions from recurring positive and negative factors tied to PFG's design and implementation. Based on these conclusions, the team developed lessons learned, best practices, and related recommendations.

Team Composition

The independent evaluation team consisted of two senior-level researchers, an evaluation specialist, and local researchers who also provided notetaking and logistical support.

- **Team Lead and Crime and Insecurity Specialist** – Dr. James Jones
- **Tradables Sector Specialist** – Francisco Molina
- **Evaluation Specialist and Activity Coordinator** – Isaac Morrison
- **Local Researchers and Logisticians** – Carlos Romero and Jose Montoya

E3 Analytics and Evaluation Project home office staff also provided support to the evaluation team, which included quality control assurance, technical guidance, research assistance, quantitative and qualitative data analysis, administrative oversight, and logistics. Evaluation members completed and signed forms disclosing any potential conflicts of interest, which are retained by the MSI home office and available upon request.

Evaluation Limitations

Selection Bias Due to Scale of PFG

PFG encompassed nearly all USG activity carried out in El Salvador between 2011 and 2016, including projects and activities from all USG agencies working in El Salvador during that timeframe. The lack of a centralized PFG authority limited efforts to collect comprehensive data, as no key individual or institution on the USG side was tasked with maintaining a central repository of documents or participant contact information. The evaluation team was unable to obtain all documents relevant to PFG, particularly reporting documents related to aspects of activities contained within goals and conducted by individual agencies. The team thus relied on online searches and direct email requests for documents and reporting material. This created an unavoidable selection bias for the evaluation as projects with better documentation and more responsive personnel received more attention in the report. Mission staff made efforts to provide updated contact information to the evaluation team and encourage responsiveness among current and former PFG personnel, but not all documentation was available online and not all contacts provided materials during the research timeframe, so background and reporting gaps exist in the collected material and evaluation coverage, though not for essential PFG documents.

Attrition and Recall Bias Due to PFG Timeframe

In addition to gaps in documentation, the five years between the start of PFG and the evaluation created challenges due to attrition and staff turnover. Some individuals who were heavily active in the goal areas during the earlier stages of PFG had migrated out by the time this evaluation began data collection, particularly GOES individuals who were affiliated with the administration of Mauricio Funes prior to the 2014 presidential election but left following the election of President Salvador Sánchez Cerén. This respondent attrition likely led to missing voices for the evaluation results, particularly GOES respondents who had been involved in the early PFG CA and design phases. Additionally, several officials interviewed had recently moved into goal areas and activities related to PFG and had limited knowledge of the larger PFG framework under which their activities fell. Many USG and GOES staff who had been most extensively engaged in PFG had moved to other posts, shifted to the private sector, or retired. This is a common challenge for large-scale evaluations of activities that spread across several years. The evaluation team made a concerted effort to locate key individuals with some success, but in many cases those individuals were unavailable or unresponsive within the evaluation timeframe.

Additionally, even when participants from the early days of PFG were available, the elapsed time between their participation and the data collection for this evaluation may have introduced elements of recall bias into their responses, as memory generally becomes less reliable as time passes. Wherever possible, the evaluation team took additional measures to verify significant interview findings with other sources, such as PFG documents and other interviewees who had overlapping knowledge in those areas.

Incomplete Reporting Data and Potential Reporting Bias

With PFG drawing to a close, USG and GOES interviewees tended to focus their attention on newer and higher-priority initiatives such as the implementation of MCC's Compact II and the regionally focused Alliance for Prosperity (A4P).¹⁰ As a result of these competing priorities, scorecard activities were not conducted during PFG's final 18 months. The scorecards were the most comprehensive form of PFG monitoring and reporting data, so their absence left a substantial data gap that could be only partially filled by other means. These data were not only not being reported, but the surrounding PFG goal-setting and goal-achievement measurement also stopped. Because the goals were cooperatively set by GOES and USG goal committee members at six-month intervals, much of this information was nonexistent, rather than merely missing. Where available, the evaluation team used quarterly and annual reporting data from known ongoing PFG projects and activities to fill gaps, along with direct data queries and review of mission activity tracker reports,¹¹ but some information was simply unavailable.

¹⁰ The A4P in the Northern Triangle is an economic, security, and civil society strengthening agreement between Guatemala, El Salvador, and Honduras that is intended to leverage inter-country cooperation and a shared commitment to grow their economies, create employment, and improve the life prospects of their citizens, particularly the poorest and most vulnerable.

¹¹ The mission activity tracker is a searchable internal database maintained by the Bureau of International Information Programs that supports the collection of data on U.S. public diplomacy activities worldwide.

EVALUATING THE WGA AND NON-PROGRAM ASSISTANCE

PFG presented unique evaluation challenges that shaped the research methodology and the final form of this report. The WGA and non-program assistance aspects of PFG are particularly challenging from an evaluation design perspective. WGAs are not commonly used globally or in the U.S., and performance evaluations of initiatives and projects based on a WGA are even less common. The evaluation team was thus largely unable to draw from established evaluation practice or precedent. The breadth of PFG in El Salvador, combined with the use of non-program assistance, made that task even more complex as much of PFG's efforts took place around and between a multitude of new and ongoing projects and activities. The midterm evaluation of PFG faced similar challenges, but USG stakeholders asked the final evaluation team to develop an alternate approach to evaluating PFG, rather than duplicating or expanding the midterm evaluation methodology.

The methodology presented here was intended to be a conventional mixed-methods approach combining qualitative and quantitative data from a desk review, a survey, and KIIs. The El Salvador evaluation was also expected to be a test run for two subsequent PFG final evaluations in Ghana and the Philippines. It was thus understood that the application of those methods would require adjustment based on whether and how they provided answers to the EQs, during and after their use in El Salvador. During the data collection process, it became clear that the quantitative approach to examining the WGA was less viable than expected. Non-program assistance under PFG took a variety of forms, including assistance with drafting legislation, convening planning sessions, providing technical insight, promoting project visibility, and applying political capital to pressure stalled projects. Although these were sometimes documented in project reports and other written material, they were not necessarily integrated into formal reporting for the projects they affected. In several cases, information on PFG actions that was important for the successes of individual projects was only anecdotally available from participants.

The scorecard metrics for PFG also eluded quantification, as they were subject to change at the goal level. Every 6 months, committees for each of the 20 goals would work together to assess what progress had been made towards the objectives that had been established 6 months' prior. Based on that information, the goal committee would draw up a tentative score for that goal (i.e., behind schedule/on track/ahead of schedule/completed), a short narrative description of accomplishments for that period, and a proposed set of new objectives for the next six-month period. Scores from each of the 20 goals were then combined into a single scorecard during a collective planning and review session. The metrics used to establish the scores for the individual goals were thus highly qualitative, as well as constantly shifting.

The evaluation approach was thus predominantly reliant on qualitative data, with other information sources providing supplementary insight and contextual background. Given that there is substantial variation in how PFG was implemented in the partner countries, it is not yet clear whether this qualitative component will be predominant in Ghana and the Philippines.

Cancellation of Staff Survey

The evaluation team intended to conduct a small online survey targeting goal committee members and other PFG-related staff who were unavailable for interviews. Unfortunately, individual emails produced limited responses from the targeted community, even after a letter of introduction from a mutual point of contact within the USG. The limited response to direct data requests raised concerns about the likely response rates to any subsequent emailed survey requests. Review of survey material from the PFG El Salvador midterm evaluation and discussion with the team that produced that evaluation reinforced those concerns, so this evaluation team determined that there was a strong likelihood that the survey would require significant resources with a low return on that effort, and could also delay the completion of the evaluation report with little added value.

Absent Theory of Change

An additional challenge for the evaluation was the absence of an explicit PFG TOC on either a conceptual or country-specific level. This was problematic because TOCs are a fundamental component of conventional evaluation practice. In drafting the evaluation design, the evaluation team developed a TOC to capture PFG's prevailing philosophy and objectives. This TOC captured PFG at a high level to be applicable to all three PFG countries covered in this set of evaluations, and was accepted by USAID reviewers in the initial evaluation SOW. However, given that the TOC was drawn up towards the end of PFG's lifecycle, it could not be used to assess progress, and was strictly illustrative for the evaluation.

No Baseline for Bilateral Relationships

EQ 2 is concerned with how the PFG approach affected the bilateral relationship between the USG and GOES. However, there was no established baseline for the state of the bilateral relationship prior to the PFG. Although some questions on the midterm evaluation survey were relevant to the topic, the survey was developed for a different set of EQs than those used for this final evaluation and it was not repeated in the same or modified form. Any discussion of how the bilateral relationship had been affected by PFG was thus entirely dependent on discussions with stakeholders. These insights are limited by the perception and memory of the informant. Fortunately, prevailing opinions were largely consistent, which suggest that this information can be regarded as credible, but it limits the range of what can be stated with confidence in regards to a changing bilateral relationship.

Gender

Per the requirements in USAID's Automated Directives System (ADS) 203 (when the evaluation SOW was drafted) and ADS 200 (which took effect when this report was being written), evaluations conducted for the Agency should adequately address gender considerations. At the time of the drafting of the evaluation design proposal, the evaluation team was interested in the role of gender in the JCAPs and LOAs as well as how the role of gender in broad-based economic growth was accounted for by the PFG approach and how gender-differential access to the levers of economic progress was accounted for by PFG processes. Data collection and analysis were also expected to be disaggregated by sex and age, as appropriate.

Although general considerations regarding the disaggregation of data collection and analysis was a straightforward task, assessment of gender impacts proved much more challenging. Nine of the 26 USG interviewees and 3 of the 20 Salvadoran for this evaluation were female. As noted previously, interviewees were selected in a purposive fashion, based on their knowledge and experience.

The evaluation team was unable to ascertain what impact PFG had on larger gender issues within the context of PFG. Neither the CA nor the goals laid out in the JCAP identified or targeted an explicit agenda for gender or women's issues. Five of the 14 goals under the Crime and Insecurity constraint contained activities explicitly oriented towards women or gender issues, as did 5 of the 6 Tradables goals. Although these activities were gender-specific in their targeting, project documents and KIs showed no indication that any aspect of that gender focus was directly or indirectly shaped by PFG.

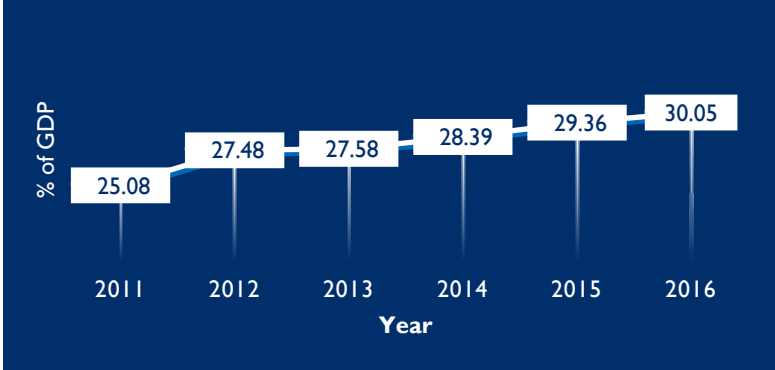
While there is no explicit PFG influence on the design of these projects, a review of the mission activity tracker as well as conversations with USAID and DOS staff indicate that the ambassador at that time, took a significant interest in activities related to women's empowerment and education. Comments from the ambassador, however, indicate that this interest and engagement was explicitly driven by her own passion for these issues, rather than by any specific aspect of the PFG.

FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS

The goal of PFG in El Salvador was to accelerate and sustain broad-based, inclusive economic growth by mitigating two principle binding constraints: (1) high levels of crime and insecurity, and (2) a weak tradables sector. Crime and violence remain high in El Salvador, and economic activity has not experienced a robust increase since PFG began.

El Salvador continues to suffer from significantly lower growth rates than neighbors Nicaragua, Honduras, and Guatemala, due to diverse and complex issues that include high crime, emigration, and low domestic investment. However, since PFG began, foreign direct investment has substantially increased and exports as a percentage of gross domestic product (GDP) have climbed steadily (see Figure 2). Unfortunately, fiscal risks are rising as well, and El Salvador’s credit rating has worsened. Moody’s Investors Service reducing the country’s 2016 credit rating from B1 to B3 with a negative outlook.¹²

FIGURE 2: GCI RATING OF EL SALVADOR’S EXPORTS AS A PERCENTAGE OF GDP, 2011-16



This is part of larger endemic fiscal problems. The GOES is experiencing a liquidity shortage, does not have sufficient revenue to cover its budget commitments, and is not able to transfer funds to local governments.

The government has made positive steps towards increasing net tax revenue by reducing tax evasion and avoidance, but slow economic growth and political deadlock over necessary fiscal and pension reforms have limited GOES’ ability to counter its illiquidity problem.

Crime also has been problematic in recent years. Despite an initial positive trend for many World Bank Global Competitiveness Index (GCI) indicators, 2016 showed a sudden downturn in critical areas such as the business costs of crime and violence, the severity of organized crime, and the reliability of police services.

These mixed indicators related to both constraint areas do not necessarily reflect a failure by PFG to impact El Salvador’s economic growth. Rather, they underscore the severity of the problem and highlight the ambitious nature of PFG’s objectives. PFG in general, and the JCAP in particular, are predicated on the idea that activities and LOAs, when consistently aligned, will have measurable impacts on the 20 identified goals. These goals, as suggested in PFG TOC (see Figure 1), are expected to positively influence the specific constraint under which they are categorized, which should produce real and lasting impact on El Salvador’s economic growth.

Quantitative assessment of the impact of the PFG framework on economic growth, or in fostering environments conducive to growth within the partnership’s five-year timeframe, may not be possible for the reasons outlined in the previous section. Instead, this issue can be understood through a review of

¹² Movement from B1 to B3 indicates a higher likelihood of credit default, relative to other domestic institutions.

the institutional and political changes that PFG influenced within the larger national context of crime and insecurity and the tradables sector.

Although the attribution chain from activity or LOA to goal area to constraint sector to economic growth cannot be verified, it is still worthwhile to explore the areas in which a causal relationship can reasonably be assumed to exist between the activities, the LOAs, and the PFG framework. This means activities and projects that fit at least one of the following characteristics:

- The project/activity exists because of PFG.
- The project/activity was improved due to PFG.
- Elements of the project/activity design or objectives were shaped by PFG.

The GCI

The GCI referenced in Figures 2 through 6 is a yearly product of the World Economic Forum, and integrates more than 110 macro- and microeconomic aspects of competitiveness into a single index. Covering more than 140 countries, two-thirds of its data come from the Executive Opinion Survey and is presented on a scale of 1-7, while the remainder come from public sources such as the United Nations. Many of the metrics presented in the GCI are directly relevant to goal areas that PFG addresses, so the index is used in this report to illustrate the changing year-to-year status for those factors in El Salvador during PFG (2011-2016).

The evaluation team initially intended to focus on deeper analysis for four goals. However, in response to conditions in the field, the team expanded its research, reaching out to knowledgeable stakeholders connected to other goal areas when time and availability arose. The goal areas discussed in this report thus extend beyond the initially selected four goals.

EQ 1

What has been the overall impact of PFG in the partner country, and how did the various lines of action contribute to this outcome?

This evaluation focused on the outputs and outcomes that were most directly attributable to PFG, rather than those that would have taken place regardless of it. To answer EQ 1, this evaluation presents two types of “impacts”¹³ emerging from PFG:

1. **Outcomes** verifiably resulting from PFG directly or indirectly. These include non-numeric achievements such as legislative and regulatory reform or the establishment of institutions.
2. **Project and activity outputs** that were verifiably influenced by PFG (as opposed to projects and activities that would have taken place without the existence or support of the PFG framework). These primarily include quantifiable elements such as number of classes offered, number of individuals attending events, and funding directed toward projects.

Annex V summarizes all goal areas and the projects and activities contained within them, including outputs where reported. Some PFG impacts touch on areas outside the 20 designated goals; where possible, those are also discussed here.

PFG’s most clearly verifiable results were those related to the passage of legislation, establishment of formal institutions, and support for international agreements. These results are often sequentially interconnected, with legislation driving the establishment or transformation of institutions or agreements, or institutions facilitating the passage of legislation or the pursuit of international

¹³ As stated in a footnote for EQ 1, the term “impact” here is synonymous with “results.”

agreements. In all cases listed here, however, the key aspect is a verifiable link from PFG to the outcomes.

Legislation Passed

One of PFG's biggest successes was its role in motivating, facilitating, and accelerating the legislative process. PFG was directly or indirectly responsible for the passage of several key pieces of legislation with a known or potentially favorable impact on crime and insecurity, tradables, and overall economic growth. In several cases, these pieces of legislation were also subsequently responsible for additional progress toward directly or indirectly mitigating constraints to growth. The passage of the legislation was sometimes an explicit PFG goal, while in other cases it was a precursor or subsequent effect of other PFG activities. The rest of this section provides findings on how PFG contributed to those pieces of legislation and how they subsequently influenced the constraints areas.

Civil asset forfeiture legislation. As part of crime and insecurity goal 5 (“Remove assets from criminal organizations”), asset forfeiture was intended to impact crime and insecurity by removing economic assets from corrupt individuals and institutions and strengthening public confidence in government institutions. High-level USG law enforcement staff working in El Salvador reported that existing criminal asset forfeiture laws were unwieldy and difficult to deploy, which made their use rare. When PFG was being developed, GOES legislators attempted to pass a more flexible civil asset forfeiture law, but the lack of motivation in some circles, compounded by resistance among potentially impacted parties, delayed or actively impeded its passage. The incorporation of civil asset forfeiture as a priority and explicit PFG goal helped USG and GOES actors generate additional pressure in support of the law. On the insistence of INL and the U.S. ambassador, passage of this law became a prerequisite for moving forward on other aspects of PFG, as well as the finalization of the second MCC compact. The law thus passed much more quickly than it would have otherwise. In 2016, the law's first full year of implementation, El Salvador saw the forfeiture of more than U.S.\$2 million in cash and other assets, with another \$8 million from that year currently under review.

Access to Public Information Law. Many direct and indirect PFG impacts that respondents frequently mentioned traced back to the drafting and passing of the Access to Public Information Law, undertaken through crime and insecurity goal 6 (“Professionalize El Salvador's civil service and enhance public confidence in the government”). Drafts of this law had previously encountered setbacks and delays. The completion of the JCAP helped reprioritize its finalization and signing in late 2011, making it one of the first high-profile PFG successes. The signing of this law triggered actions and outcomes affecting corruption, transparency, and the justice sector (see the “Institutions Established” section of this report).

Public-Private Partnership (PPP) Law. The passage of the PPP Law in May 2013 coincided with work supporting tradables goal 2 (“Reduce firms' costs due to infrastructure to improve their competitiveness”), and was developed with the guidance of the growth council established under goal 1 (“Creation of a growth council”). Further refinement and modification of the law took place in 2014. GOES and USG interviewees agreed that USG involvement was integral to the development of the law and its passage, and the law itself provides a framework for PPPs to develop major infrastructure projects and refine the responsibilities of the Export and Investment Promotion Agency of El Salvador (PROESA).

Tax law revision. In the first year of PFG implementation, the GOES reformed the tax code. This was in part motivated by tradables goal 4 (“Raise net tax revenue by 2015”). Although the increased revenue would have been a motivating factor even without the PFG, reporting documents suggest that increased attention to the issue and dedicated USG assistance helped the GOES adopt international public sector

accounting standards more quickly. These reforms enabled the GOES to successfully hit its tax revenue targets in 2015.

Other legislation. In addition to these laws, four of five pieces of legislation related to the PFG constraints passed during this time. This includes new regulations to promote investment and facilitate commerce, and reforms to the International Services Law, Free-Trade Zone Law, Construction Simplification Law, and Judicial Stability Law for Investments. Only the proposed Electronic Signature Law has not passed. Although these also took place within the PFG timeframe and were in alignment with the PFG goals, the evaluation team was unable to verify the degree to which they could be directly attributed to the partnership and if they would likely have taken place without it.

Institutions Established

The evaluation team concludes that PFG successfully created or altered institutions so they could have a favorable impact on investment and economic growth. This was particularly evident in three institutions whose existence or current form are directly attributable to PFG, which are described below.

PROESA. This agency existed prior to PFG, but PFG involvement contributed to major changes to its structure, mandate, and operational independence. In May 2012, PROESA was decentralized from the Presidency of the Republic and given an expanded mandate. This was further expanded in 2014 by legislative decree, which gave PROESA further independence through administrative and budgetary autonomy. Since then, PROESA has worked to promote and attract foreign and national private investments, promote exports of goods and services produced in the country, and evaluate and monitor the business climate and the contribution to investment and export policies. Although these actions could have taken place in the absence of PFG, implementers within PROESA credit PFG with motivating these steps, which have given the agency increased capacity and flexibility.

Institute for Access to Public Information. PFG and USG assistance was an important force behind the passage of the 2012 Access to Public Information law and the subsequent creation of the Institute for Access to Public Information (IAPI). The successes of this institution can therefore be credited as PFG impacts, albeit indirect ones. Two USG interviewees pointed to IAPI as a precursor to the increasing judicial independence that El Salvador appears to now be enjoying. This is notable as increased judicial independence is an area in which El Salvador has seen successful and sustained results.

Clear indicators of this success include the successful prosecution of corruption cases and the driving of other pending cases to the court, including current and former high-level government officials. The IAPI ruled in 2015 that the Supreme Court's Probity Unit should make public the patrimonial wealth statements of public functionaries and its audits of those statements, to determine suspicions of illicit enrichment. This compelled the courts to restart previously stalled audits, resulting in a series of suspected illicit enrichment cases flowing into the judicial system. The establishment of the IAPI led to significant cases of financial malfeasance being revealed, which catalyzed several recent high-profile anticorruption actions, including:

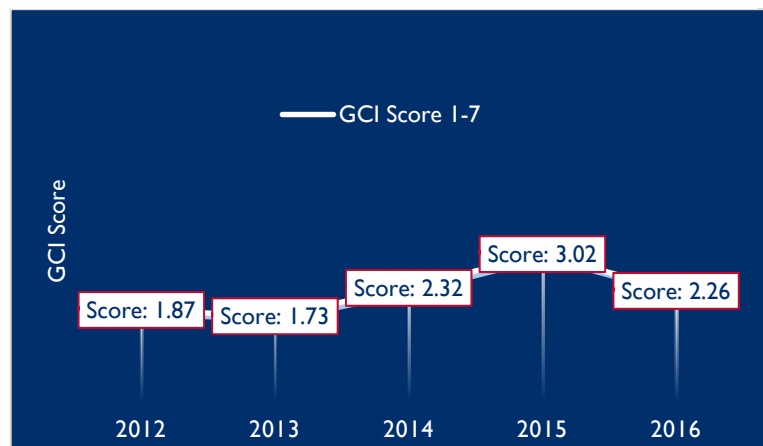
- On December 5, 2016, Leonel Flores, former director of the Social Security Institute during the Funes administration, and his wife were found guilty of illicit enrichment of \$800,000. Flores was made to return the funds and was banned from acting as a public official for 10 years. This was the first time in the country's history that a public official was found guilty of illicit enrichment under Salvadoran law. Several other high-level cases are currently underway as a direct result of the IAPI revelations.
- Three former presidents have been targeted:
 - Francisco Flores (1999-2004), accused of illicit enrichment and mismanagement of a \$10 million donation from Taiwan;

- Antonio Saca (2004-2009), accused of mismanagement of more than \$200 million from the presidency's bank account and illicit enrichment of \$3.9 million; and
- Mauricio Funes (2009-2014), accused of illicit enrichment of around \$700,000.
- Other former high-level officials have also been targeted:
 - Attorney General Luis Martínez (2013-2016), accused of judicial corruption and illicit enrichment of \$486,000;
 - Legislator Douglas Avilés (2009-2014) and his wife, accused of illicit enrichment of \$300,000; and
 - President Saca's private secretary, accused of mismanagement of funds and illicit enrichment of \$18 million.
- Current officials are under civil trial for illicit enrichment:
 - Legislator Reynaldo Cardoza for \$1.3 million; and
 - Mayor of Olocuilta Marvin Rodríguez for \$200,000.

Public trust in Salvadoran politicians has improved moderately since the beginning of PFG, though it fell in 2016 (see Figure 3). While successful targeting of high-level politicians suggests an improving environment for government ethics, it should not be assumed to correlate with increased public trust in political figures, as the public nature of these incidents may also contribute to a general perception of politicians as corrupt.

El Salvador Growth Council. PFG goal I for the tradables sector was the establishment of the Growth Council. Despite initial delays, GOES and USG actors now see the council as one of PFG's most important contributions. In addition to being an important influence on how the public and private sectors interact in El Salvador, the Growth Council has influenced several successful undertakings related to PFG and other significant actions related to the tradables sector and economic growth in El Salvador. Individuals from the Growth Council actively advocated on behalf of El Salvador in both San Salvador and Washington, D.C. during the drafting of the second MCC compact.

FIGURE 3: LEVEL OF PUBLIC TRUST IN SALVADORAN POLITICIANS, 2012 – 2016



Two high-level USG decision-makers stated that El Salvador would not have successfully reached the signing of the compact without the assistance and advocacy of the Growth Council. Through the council, the GOES and the private sector successfully collaborated to improve the business climate, promote investment, and strengthen legal and regulatory frameworks in El Salvador.¹⁴

International Agreements

PFG played an important role in the promotion and support of international agreements and institutions that are expected to strengthen the justice sector and encourage economic development.

¹⁴ A deeper exploration of how the Growth Council affected the GOES approach to economic growth can be found in the EQ 2 section of this report

Reform of the criminal extradition process. PFG initiated a major overhaul of the criminal extradition process from El Salvador to the U.S., under crime and insecurity goal 14. The law governing extraditions was more than 100 years old and had been successfully used only 1 time. DOS and El Salvador's judiciary collaborated to develop, implement, and utilize new legal instruments to extradite several major Salvadoran criminals who had committed serious crimes in the U.S. and then fled to El Salvador. The success of this reform process was attributed to the general prioritization of this issue through PFG, which led to sustained interaction and relationship-building between justice sector professionals from the USG and GOES. The process also benefited from the increasingly independent judiciary, an outcome derived from other PFG activities (as previously mentioned), as USG law enforcement officers collaborated with GOES judicial staff in a more direct and less formal fashion, which streamlined the process. Since the successful completion of these reforms, five individuals have been extradited and three additional cases are in process. Although the number of criminals extradited seems small and is unlikely to have a measurable effect on crime and insecurity levels in El Salvador or its economic growth rate, these new processes represent increased intergovernmental coordination and a symbolic warning to criminal factions who might use El Salvador as a haven from the consequences of criminal activity in the U.S.

MCC Compact II. In September 2014, MCC and El Salvador signed an investment compact to support infrastructure development, private-sector investment, and improved secondary and tertiary education. This program brings substantial grant funding for all three areas by the USG and GOES. Several USG decision-makers and implementers noted that it is unlikely El Salvador would have been positioned to participate in the drafting and signing of the compact during this timeframe without the knowledge and experience it gained from participating in PFG. Additionally, the compact encountered an unusual amount of resistance from certain U.S. legislators during its drafting, who opposed and delayed the compact. In response, private-sector members of the Growth Council traveled to Washington, D.C. to petition the resistant members of Congress in favor of the compact. MCC and DOS officials stated that without engagement and lobbying by members of the Growth Council and others connected to PFG, the compact could have been stalled or even derailed altogether.

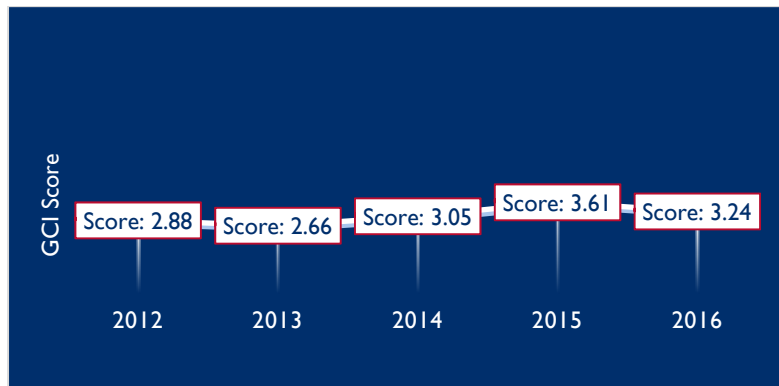
Alliance for Prosperity. The countries that make up the Northern Triangle in Central America (Guatemala, Honduras, and El Salvador) are working with the U.S. to implement the Alliance for Prosperity (A4P), a broad-based combination of security and economic-growth programs. The A4P borrowed many of its key ideas from PFG, supplemented with \$750 million from the USG and support from multiple USG agencies. USG decision-makers and technical specialists with experience across both PFG and the A4P consistently agreed that the cooperative multilateral fashion in which A4P's goals were developed and agreements were reached was derived from lessons learned in the development and implementation of PFG. Thanks to their previous experiences with PFG, GOES officials felt more comfortable going into negotiations with partner countries, and felt that they were better able to ensure that El Salvador's needs and interests were well represented in the final A4P agreement.

Other Outcomes and Results

Information obtained from interviews and the desk review suggests that the following changes (supported by GCI scores) can be linked to PFG:

Increasingly independent judiciary. Several interviewees attributed some of the increased level of judicial independence to the establishment of the IAPI. This is, of course, entirely perception based, but it is consistent with positive overall progress indicated by the GCI score for judiciary independence in the years following 2012, as Figure 4 shows.

FIGURE 4: LEVEL OF JUDICIAL INDEPENDENCE IN EL SALVADOR, 2012-2016



Improved matching of labor supply and demand. Interviewees from the Salvadoran Institute for Professional Training (INSAFORP) and the USAID/El Salvador Economic Growth Office stated that workforce research done during the CA at the beginning of PFG helped identify a mismatch between the skills developed in El Salvador’s education institutions and the skills needed by the country’s labor market. In response, as part of tradables goal 3 (“Improve the quality of the education system to create a more highly qualified and technologically skilled labor force”), INSAFORP’s training focus shifted. In close collaboration with USAID, INSAFORP adopted a new strategy for financing the training of potential employees in activities that are in high demand by private-sector firms. Additionally, newly implemented training activities were designed to yield increased competencies relevant to available opportunities in the Salvadoran job market that improve job placement success, often coupled with independent skills certification. Although it is too soon to assess the longer-term trends or economy-wide impacts of this changed focus on the Salvadoran workforce, in response to the PFG-driven research on El Salvador’s workforce needs INSAFORP has increased and diversified its course offerings by 15 percent and launched a virtual training platform for technical skills. Enrollment in English, highlighted as one of the highest-demand skills by the CA workforce research, has seen 30 percent increases 2015 to 2016

Greater USG-GOES cooperation for prison reform. Adding prison reform to the active goal list for PFG increased the level of cooperation between USG and GOES agencies working on this issue. Officials worked to reduce contact between inmates convicted of lesser crimes and those who were guilty of more serious offences. This was done through the construction of new prison facilities to reduce overcrowding, and changes to policies regarding inmate placement based on the type of crime committed. It is too soon to measure the effects of this activity, and other major prison law reforms are currently underway, so it may not be possible to disaggregate the impact of this action.

Increased Secondary and Tertiary School Enrollment

Education was a significant component of both constraints. In the case of crime and insecurity, PFG prioritized secondary school enrollment and its associated ties to post-school opportunities to reduce the likelihood of gang enrollment for at-risk youth.

This was particularly evident in crime and insecurity goals 8 (“Assist at-risk youth between ages 16-25 through efforts to afford them economic opportunities”) and 10 (“Improve educational opportunities for in-school and out-of-school youth in targeted high-risk municipalities with high crime rates”). Similarly, the workforce staffing needs highlighted in tradables goal 3 (“Improve the quality of the education system to create a more highly qualified and technologically skilled labor force”) spurred reforms and expansions to a range of post-secondary educational institutions.

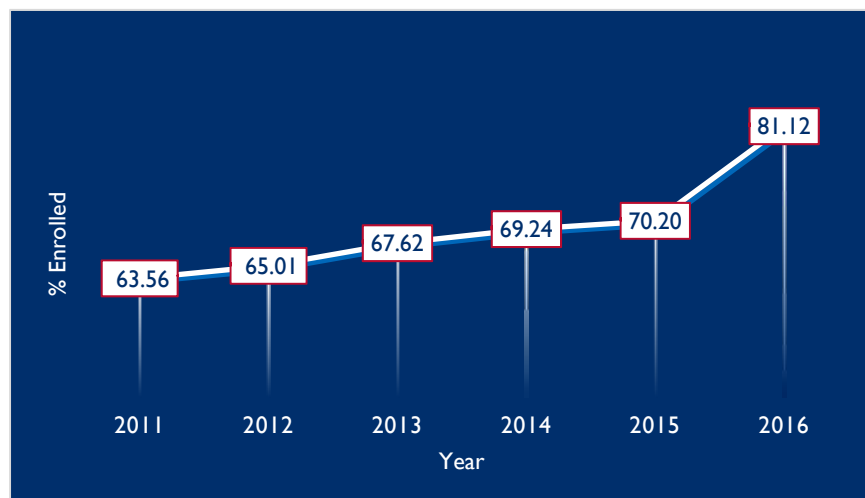


Micro-scholarship recipients show off their backpacks of school supplies. Credit: U.S. Embassy, El Salvador

As Figures 5 and 6 show, public records indicate that both secondary and tertiary education saw significant and steady improvement in enrollment percentages during the PFG period.

- 100,000 students and 9,000 out-of-school youth benefited from USG-sponsored crime-prevention activities. These activities encouraged out-of-school youth to return to formal education. The integrated system for full-time school expanded to 1,620 schools in 62 municipalities and reached more than 450,000 students. Tradables goal 3 was also seen as a hallmark PFG effort. Through this program, 268 students received scholarships to study abroad in the U.S. and 215 students received English access micro-scholarships. Thousands of students received job training through INSAFORP and USG combined support.

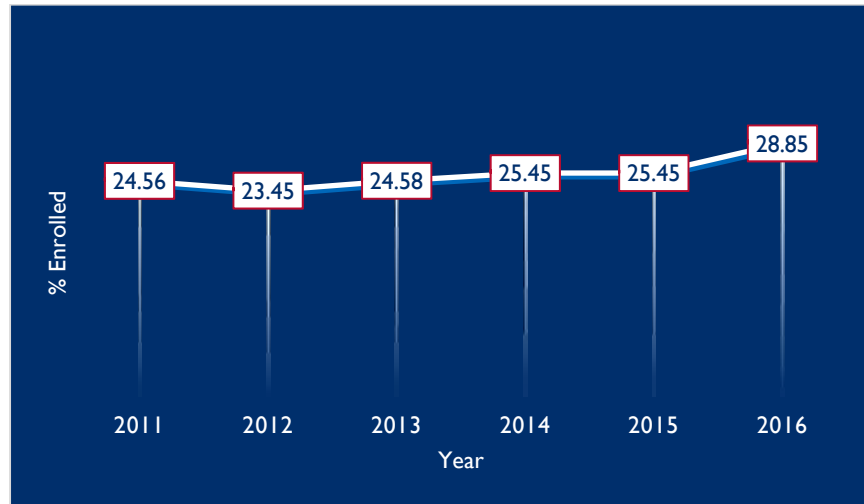
FIGURE 5: SECONDARY SCHOOL ENROLLMENT IN EL SALVADOR, 2011-2016



Source: GCI.

- Tens of thousands of youth benefited from technical skills training, vocational training, and life-skills training, including 152,000 youth who participated in the JUVENTOUR conference, which offered training and employment opportunities to interested youth.

FIGURE 6: TERTIARY SCHOOL ENROLLMENT IN EL SALVADOR, 2011-2016



The evaluation team could not verify the direct influence of PFG-supported increased school enrollment on the two constraint areas. Respondents recognized PFG as an influence on these programs, but there was no way to determine what those enrollment numbers would have been in the absence of PFG. However, PFG-driven studies identified preexisting demand for more skilled employees, and a subsequent increase in the number of skilled workers can be assumed to enable job growth in the tradables sector, which can then stimulate growth in other opportunity areas. Similarly, although the line from better-educated youth with increased job opportunities to reduced likelihood of gang membership or other criminal activity was not verified in this individual case, it is a principle broadly accepted by professionals working in this sector.

Outputs

PFG activities also were associated with the following outputs:

- The GOES and USG prioritized efforts to improve operations at the Salvadoran Ministry of Economy's Productive Development Fund, achieving a 90 percent increase in co-financing disbursements to small- and medium-sized enterprises (SMEs) in 2012. With USG support, the fund improved and simplified its funding procedures and provided almost \$5.2 million in financing for 185 SMEs in 2015.
- Associated with PFG crime and insecurity goal II ("Prevent crime and violence in key municipalities"), the Crime and Violence Protection Program (CVPP) supported 118 outreach centers providing counseling, job training services, and youth clubs for 25,000 youth, offering alternatives to crime and gang recruitment. An evaluation of USG implementation concluded that the CVPP was successful and a good model to replicate.¹⁵
- The PFG-inspired Growth Council advised and supported El Salvador's National Assembly in the drafting and approval of a \$550 million bond issuance to help close budget gaps for a variety of services, including several related to both crime/insecurity and tradables (e.g., law enforcement, education, and infrastructure).

¹⁵ See p. 39 "Impact Evaluation of USAID'S Crime and Violence Prevention Program" <https://www.usaid.gov/node/131331>.

Conclusions

Not all PFG results appear as verifiable large-scale quantitative outputs, which makes quantification of outcomes equally problematic. This does not diminish their significance. Instances like the reforms to the extradition process highlight the importance of improved coordination as an end unto itself, and not one that is best assessed through quantitative outputs. Similarly, the establishment of an institution like the Growth Council may not directly provide quantitative outputs beyond basic descriptive measures (e.g., number of meetings, demographic composition), and yet may indirectly influence or produce a range of outcomes across multiple sectors. This highlights the importance of qualitative approaches in understanding and discussing overall success.

Additionally, successive outputs and outcomes from multiple activities may be needed before significant impacts can be observed. This was particularly evident in several of the previously described activity sequences. For example, the passage of the access to information law drove the establishment of the IAPI, which resulted in an increase in public audits, enabling higher levels of public accountability for elected officials. In conjunction with the civil asset forfeiture law, it led to improved capacity for punitive measures against corruption. The actual dollar values confiscated from the corrupt individuals do not represent the final impact of this sequence, but rather serve as a disincentive to other current and potential elected officials who are inclined to abuse their positions for personal gain.

EQ 2

How did the PFG approach affect the bilateral relationship – including USG and host government program implementation and dialogue – in each partner country, both in intended and unintended ways?

Based on interviews with USG and GOES decision-makers, the evaluation team concludes that PFG: (1) strengthened cooperation between the two governments; (2) improved trust; (3) enabled a joint setting of priorities; and (4) allowed for greater attention to priority issues. This represents a new form of bilateral interaction in El Salvador that departs from the traditional reliance on donor-designed projects or activities guided by their own results frameworks and performance monitoring plans. The pursuit of each goal area and the scorecard target-setting and progress review depend on a higher level of bilateral cooperation.

Bilateral Engagement and Coordination

Strengthened Cooperation at Planning and Operational Levels

GOES and USG officials agreed that PFG strengthened the partnership between the governments. Goal committee meetings conducted for preparing the twice-yearly scorecards required frequent interaction between numerous institutions from both governments. These meetings set objectives and assessed progress toward goals as well as provided continuity through personnel changes, which required open dialog, trust, and a mutual recognition of the countries' respective agendas. The Growth Council also brought actors from both sides together, frequently outside of the scorecard process. As one high-level USG actor stated, "PFG made the bilateral relationship a working relationship." Interaction between officials from the two countries was especially strong during the tenure of Ambassador Aponte, and even the least generous assessment voiced in the interviews came from a critical GOES official who conceded that PFG kept the USG-GOES relationship from further deteriorating. This working relationship of participating partners began at PFG's inception, with bilateral preparation of the CA and JCAP, but it was continually reinforced through the scorecard activities.

Building Trust between Governments

PFG built trust between the USG and GOES from its initial stages and during a time when relations between the two governments were in danger of becoming frayed. PFG began in 2011 during the second year of the left-wing Farabundo Martí National Liberation Front (FMLN) government of President Funes, and continued into the current FMLN government of President Cerén. The FMLN replaced the Nationalist Republican Alliance (ARENA), which had enjoyed 20 years of USG support throughout the Salvadoran Civil War and the post-ceasefire era. GOES and USG actors expressed concern that the relationship between the new FMLN administration and the USG would be problematic or potentially unfriendly, as the FMLN engaged in armed opposition to ARENA and the U.S. during the civil war, and political opposition to both governments during the ceasefire period. PFG sent a strong message that the USG was willing to work cooperatively with the FMLN despite past animosity, and the FMLN's participation signaled its desire to preserve a constructive relationship between the two countries.

Mechanism for Jointly Setting Priorities

The CA and JCAP allowed for joint setting of priorities in the bilateral relationship. Decision-makers from both governments developed the goals and LOAs that resulted from the CA, and these individuals would not have otherwise had as many opportunities to sit down together and reach agreement on priorities, goals, and the LOAs needed to achieve them. Some interviewees suggested that the absence of new funding encouraged a more equal partnership for joint planning, since participation was motivated by factors other than money. One GOES official pointed out that because USG projects usually come with committed funding, the recipient government is motivated to participate regardless of how inclined they would otherwise be. A Salvadoran minister described this as a welcome divergence from traditional forms of USG assistance that prioritize agendas based on an outsider perspective:

“The traditional form of cooperation of agencies like USAID is based on what the North Americans think is best for our country. They issue tenders for programs, for evaluations, and whatnot, and the tenders are always awarded to consulting firms or specialists who have no links to the country. We have a situation of gringos working with gringos, trying to tell us what is best for us.”

A high-level USG official similarly noted that for a country to receive U.S. funds, it had to comply with U.S. pre-defined goals and metrics, whereas PFG represented a broader and more open strategy that conceded equal representation to the partner country. The absence of new funding streams in El Salvador thus meant that USG actors had to ensure equal buy-in to the partnership's goals and objectives through other means.

Increased Attention to Key Issues

Because PFG was the only USG presidential initiative exclusively targeting El Salvador, it carried a high level of status, and communicated to the GOES that the USG saw El Salvador's interests as a core component of its foreign policy in the region. This attention, which included multiple visits from high-level DOS and White House officials, allowed the U.S. ambassador, the USAID mission director, and other high-level USG officials to continue moving forward on PFG's priorities as outlined in the CA and the JCAP despite GOES skepticism regarding the absence of additional funding. As previously described, public demands for accountability, along with pressure from PFG supporters in the USG and GOES, led to the establishment of the IAPI, successful anti-corruption measures, new legislation, and progress on several other issues that had previously been moving slowly or had stalled altogether. The evaluation team concludes that clear communication on these issues was a priority for both the USG and GOES, and likely through that, PFG promoted significant improvements in government transparency and accountability vis-à-vis citizens, firms, and strengthened civil society.

Challenges

PFG improved cooperation and trust, and created a new type of working relationship between the USG and the GOES. However, PFG was not an unalloyed success. This was especially apparent in concerns that interviewees voiced regarding implementation and long-term success.

Funding: Pro and Con

The absence of a new or distinct funding stream had both positive and negative effects on the planning and implementation of PFG. Although the lack of funds certainly made interagency coordination more challenging and placed a heavier workload burden on existing staff in the absence of new support personnel, as previously noted USG and GOES interviewees also saw the lack of new funds as having a useful focusing effect. A high-level USG originator of PFG in El Salvador cited large budgets as sometimes being an obstacle to critical decision-making in the planning stage. He felt that large budgets can often result in “all of the above” decision-making: “Based on the constraints analysis, we were able to identify the key areas of action, and that was important because within USAID, that is the hardest thing to do owing to pressures of diverse origin to focus on several areas.”

Coordinating within and between agencies, governments, and sectors placed a greater burden on USG and GOES staff, requiring additional, wide-ranging coordination efforts between the White House and USG agencies in Washington; USG agencies and institutions in San Salvador; GOES agencies and offices throughout San Salvador; private-sector actors in the Growth Council; and local government offices and implementing partners of USG projects and activities. A lack of funding to support this effort meant that new staff could not be hired and existing staff had a significantly increased workload, a complaint that was also voiced during the midterm evaluation. In some cases where there was no designated coordinator, the coordinating duties competed with other daily priorities of GOES officials. This culminated with the total cessation of scorecard completion by the GOES in PFG’s final 18 months. During this period, GOES officials found the constant alternation between PFG and A4P implementation to be a substantial drain on their time and effort, and mostly stopped work on the former in favor of the latter.

USG and GOES time investment in PFG also waned following the introduction of the second MCC compact and the A4P, both of which were well-funded. USG and GOES decision-makers and technical staff consistently noted that having multiple similar major initiatives running concurrently could be confusing, particularly given the extensive overlap between individuals and issues, and these placed redundant demands on limited personnel and schedules. A diminished focus on PFG following the introduction of the MCC compact and A4P contributed to the non-completion of PFG’s final three scorecards. This highlights the consequences of decisions to shift or compound priorities without providing sufficient time for the maturation of other ongoing initiatives or projects.

Diluted Attention Due to Large Number of Goals

Interviewees regarded the large number of goals, particularly on the crime and insecurity side, as excessive and causing diffused attention from leadership. A smaller number of goals would have improved the focus and targeting of PFG. PFG leadership tried to use the scorecards to determine where to focus their attention, but interviewees from the tradables sector felt that the disproportionate number of security goals to tradable goals (14 versus 6) detracted from leadership support in their sector.

Some also voiced concern over the process of aligning the goals consistently from the CA to the JCAP, then to the projects and activities that fell under PFG. Two GOES interviewees cited weak integration between the CA and the JCAP and a need for improved synchronization between the two. A high-level

GOES official noted that, although projects were aligned with the PFG goals, an absence of funding meant that PFG did not foster the formulation of goal-specific projects and activities.

Divergent Opinions on the Scorecard Process

Notwithstanding a lack of clear metrics for some goals, many interviewees felt that the scorecard process was a notable success, not only in its cooperative nature but also in how it allowed participants to adjust their expectations in accordance with their view of the context and of what they thought achievable. Rather than setting concrete metrics and benchmarks for the entire PFG, the process required individual goal committees to meet and confer at six-month intervals. Participants in these meetings established goals for the next six months and reviewed progress toward the goals from the prior six months. However, some goal committee members felt the process was too subjective and should have included more time and attention to establishing baselines, concrete metrics, and explicit targets. GOES interviewees noted that PFG scorecards lacked a tight logical framework in which progress could be measured through clear metrics. Others opined that the metrics themselves were unclear, making it difficult to measure progress and causing a loss in momentum.

Overly Optimistic Ambitions

The uneven outcomes of PFG, its limited influence on the larger GCI metrics, and comments from several high-level USG officials point to a belated realization, during implementation, that the scale of El Salvador's crime and tradables problems may have been too large for PFG to surmount. This concern was voiced not in the sense that the actions should not have been undertaken, but whether they were ambitious enough to create measurable change in the constraints, and in economic growth.

This was voiced because El Salvador's small size and limited resource base make rapid large-scale economic growth more challenging, and because of the daunting scale of the violence that Salvadoran communities face. One high-level USG official said that any attempt to truly address the reality of El Salvador's crime and insecurity challenges would require an initiative comparable to Plan Colombia, rather than the small-scale PFG activities. Furthermore, PFG did not address certain aspects of El Salvador's economy that could have supported economic growth because, for example, of U.S. congressional prohibitions on USAID support for the country's important textile industry. Also, aircraft repair, an area in which El Salvador leads the region in jobs, was not included in PFG because it did not fit into the tradables category.

USG Interagency Engagement and Coordination

Within the USG, PFG resulted in a higher level of interagency cooperation. All USG agencies at post had to work together, often daily. The scorecard process demanded a consensus on what to do over each six-month period in regards to progress, goals, and targets. This facilitated performance measures, discipline, and coordination of resources. As one USG official summarized: "This was the first time in more than 30 years of government service that I have seen a U.S. country team work together like this."

High-Level Support

The USG's law enforcement, diplomatic, and development agencies have different mandates, cultures, and operational styles that can make cooperation difficult. However, PFG's status as a presidential initiative gave it the convening power to bring these entities together with a shared sense of purpose based on the CA, JCAP, and in coordination with the GOES. PFG's operational structure, which required different agencies to regularly work closely together fostered an environment of cooperation and teamwork. PFG's leadership structure, which emboldened the U.S. ambassador to be a convener

and motivator, was critical to assuage the skepticism of USG officials about the merits of PFG. Ultimately, the PFG WGA provided a solid foundation for the A4P.

Cross-Project Leverage

Since progress toward all 20 PFG goals was assessed twice a year, Mission leadership could regularly shift attention from well-performing goal activities to those that were falling behind in their six-month scores. USG officials described instances in which a lack of progress on a single project or activity within the larger PFG framework could be resolved by bringing to bear the attention of high-level leadership from other USG agencies at the Mission. The most dramatic example of this was the way in which the USG tied the completion of more popular activities to others that had stalled or slowed down, using the completion of the former as an incentive to encourage forward movement on the latter.



U.S. ambassador visits new International Law Enforcement Academy in Antiguo Cuscatlán, El Salvador, in July 2012. Credit: U.S. Embassy, El Salvador

GOES Interagency Engagement and Coordination

Unlike the USG, the GOES did not embrace a WGA. Increased cooperation manifested itself primarily in the relationship with the USG rather than internally. First, unlike the USG, GOES agencies were not co-located, which placed greater coordination demands for holding meetings and engaging in other multi-agency activities. Second, the GOES did not possess the same technical skills as the USG, which implied a steeper learning curve. Third, the GOES lacked a leader to coordinate PFG efforts, and the technical secretariat did not have the power to bring together government agencies.

Also, the effects of crime limited interagency collaboration within the GOES. Law enforcement agencies in El Salvador operate under heightened security conditions, sometimes even keeping identities and working locations secret to avoid punitive retaliation from elements within organized crime groups. This made it much more difficult for them to communicate openly with other GOES institutions, much less collaborate with them.

Finally, the GOES had limited government resources to devote to the increased workload brought on by PFG. As previously mentioned, the absence of new funds led to inadequate staffing and adversely impacted coordination across agencies. Additionally, coordination between local and national agencies was a challenge. Some local governments were dominated by political parties that were less inclined to work with the national government. In some instances, fiscal problems at the regional level impeded funding to municipalities, affecting commitments to align national and local political entities in pursuing PFG goals.

Bilateralism, PFG, and the Growth Council

Respondents saw the Growth Council as one of PFG's most important contributions. One leading council member stated that "The GC is the political expression of the PFG." Most council members consider it the principal forum for public-private dialogue, resolving political polarization and gridlock, facilitating the passage of laws to improve the business climate, promoting investment, and improving fiscal affairs. Another member said, "Although PFG was conceived of as a bilateral framework, the

establishment of the Growth Council and its ongoing success have created an environment that is, in some respects, trilateral rather than bilateral.”

Since its conception, the council has used its position to advocate for the passage of laws to promote economic growth, such as PPPs, reforms to the International Services, Free-Trade Zone, and Electronic Signature laws (the latter is expected to reduce time spent in customs). The real impact of the new legal and regulatory framework is not yet visible; results from improving the business climate and promoting investment are expected to begin bearing fruit over the next few years. The council initially included five public-sector representatives and five of the wealthiest and most influential businessmen and entrepreneurs (later expanded to seven). USG involvement was initially minimal, though it has recently increased. Private-sector actors regarded this as a positive step, as it puts additional pressure on the government to comply with council agreements and arrangements such as anticorruption actions.

A longtime participant in the council confirmed that it has played an important role in breaking political gridlock in the legislative assembly, lobbying for the approval of the Fiscal Responsibility Law.¹⁶ The law furthers fiscal consolidation and includes revenue and expenditure measures to bring required adjustments to reverse the upward trajectory of public debt, safeguard social spending safety nets, and create space to fund and fully implement the GOES’ crime prevention strategy. Another component of the law approved a bond issue of \$550 million and will provide much-needed liquidity to the GOES to meet payment of short-term debt.

Building Trust

Like PFG in general, the Growth Council built trust among participants. The council’s mix of left-wing GOES officials and conservative business leaders provided a bridge between the public and private sectors, diffusing tensions in a highly politicized environment. Following the 2009 election of the FMLN, members of the private sector were concerned that the new administration’s socialist-leaning political philosophy and the policies would negatively affect the country’s business environment. USG and GOES interviewees credited the council with helping to “manage” that left-right polarization, lower tensions, and dilute the confrontational positions of fundamentalists on both sides. This was possible, in no small part, due to the high-profile businessmen sitting on the council, all of whom are well connected with other Salvadoran business associations and professional groups. Despite the occasionally high levels of political confrontation, the interactions between council members helped maintain stable public-private dialogue, preventing the country from reaching the feared levels of left/right confrontation seen in the 1980s and early 1990s.

Evolving Role

Although PFG has concluded in El Salvador, the Growth Council continues to persist and evolve. One high-level GOES official described the council as “decisive” in strengthening U.S. relations with El Salvador following council members’ 2013 trip to Washington to advocate on behalf of El Salvador with U.S. members of Congress. Respondents also recognized the council for its role in negotiating the second MCC compact, which was also beyond its original objectives. PFG has further helped the GOES to be better prepared for future USG programs in El Salvador. For example, El Salvador is taking a leading role in the A4P, thanks to its experience with PFG, and Guatemala and Honduras are learning from El Salvador’s experience as the A4P rolls out. This has recently culminated with a request from President Cerén in late 2016 for council members to continue working as a vehicle for public-private dialogue.

¹⁶ The law was approved in November 2016 and is being rolled out.

The views of Salvadoran officials, however, were not unanimous. An official from the Economic Ministry observed:

“Today the council is less relevant than it was in the beginning. The initial stage of the council was the most productive. It was a council that was more active and involved. Also, it was a time of political transition and the council served as a ‘hinge’ that favored that transition. But now, with that era over, the council has gradually lost relevance, precisely because it has not offered new things to the country’s political agenda.”

A common point of discussion regarding the council is its potential evolution into a “competitiveness council,” since El Salvador lags behind its neighbors in national competitiveness. A USG official mentioned this shift as El Salvador is the only country in the Northern Triangle that lacks such an entity. Although other interviewees agreed that there was progress toward that role shift, they also cautioned that an emphasis on “competitiveness” would encounter resistance from the FMLN government, which prefers a smaller role for the private sector and a larger one for the state.

Sustained Relevance

The USG’s support and participation will be critical to the council’s sustainability moving forward. Interviewees suggested that pressures on the council from the Embassy have waxed and waned over the years. In the beginning, representatives from the public and private sectors met at least once a month to discuss challenges and develop options for improving the business climate. That frequency declined, but in recent months it has increased, with a push from the Embassy and support from the GOES. A USG official said that both the ambassador and the government recently requested a reactivation of the council. Another U.S. official noted that without U.S. participation, the council would collapse, as private-sector representatives have competing priorities for their time. A GOES official noted, “Today more than ever, such an entity [as the Growth Council] is needed to discuss – removed from the political arena – topics such as the fiscal crisis, the budget crisis, pensions, and whatnot.”

Challenges

The Growth Council is the most visible expression of PFG in El Salvador, and it clearly represents an important segment of the Salvadoran economy. Challenges that respondents noted include:

Limited technical capacity leading to loss of confidence. A GOES official said that some businessmen and entrepreneurs have lost confidence in the council, criticizing its limited technical capacity (e.g., to draft legislation and regulations) and its lack of a comprehensive strategy for economic growth.

Limited government support for the private sector. Growth Council members from the private sector felt that the council does not have the full support of the government, and as a body it lacks sufficient political will to follow up on the council’s recommendations or abide by council agreements. One private-sector interviewee complained that “Months can go by before we see efforts to implement [council ideas].” Even when the ideas move to the legislative assembly, approval there takes a long time, and proposed laws can undergo significant changes in text and substance after leaving the council.

Overly narrow council composition. A challenge for the Growth Council is that despite its establishment through PFG to address El Salvador’s weak tradables sector, none of its private-sector members are entrepreneurs in that sector. This limitation was part of a larger concern that the council lacks members from the trade associations and lacks individuals with expertise in security matters, despite security’s significant impact on economic growth.

EQ 3

What best practices and lessons can be learned from the PFG approach to: 1) apply to the bilateral relationship in the partner country, and 2) apply to future USG assistance efforts worldwide?

Although recommendations and lessons learned are presented here in two general groups (El Salvador-specific, and general USG assistance worldwide), these should not be regarded as mutually exclusive categories. No plans exist to undertake new manifestations of PFG in other countries,¹⁷ and PFG has largely drawn to a close.¹⁸ Nevertheless, several elements of PFG are available for adaptation and implementation in other USG assistance contexts. In fact, the use of a CA as a precursor to the country-specific development planning phase has already become more common within USAID, with nearly 40 country-specific analyses using CAs completed since the initial development of PFG.

Recommendations, Best Practices, and Lessons Learned for U.S. Activities in El Salvador

Anticorruption

Based on the reported successes of the transparency and anticorruption activities outlined under EQ 1, USG agencies should continue their support for the GOES in this area and help solidify those achievements. The increased normalization of these accountability practices may generate increased public expectations of and support for such practices, which may be an opportunity that the USG and GOES can leverage and expand.

Growth Council

The evaluation team's findings and conclusions related to the Growth Council suggest that the council has succeeded in certain areas and in unexpected ways. However, participants and partners in the USG, GOES, and the Salvadoran private sector noted shortcomings that suggest that some recent changes are worth retaining and additional changes are in order:

- The USG and GOES should continue to increase USG involvement in the Growth Council process, as preliminary action in this area appears to have re-energized the council.
- The USG and GOES should encourage expansion of participation in the council to other actors, particularly trade associations, businessmen from the tradables sector, and representatives from the security sector.
- The GOES should consider establishing a secretariat for this expanded council to facilitate better coordination with elements of the GOES outside of the council.
- The GOES should take steps to formalize the continuation of the council, including the establishment of a continuity mechanism to formalize practices for incoming and outgoing members, ensuring a culture of transition. The council represents an important venue for maintaining open lines of communication between the public and private sectors, and its long-term continuation is clearly worthwhile.

¹⁷ Based on conversations with the originators of the PFG framework.

¹⁸ PFG in Ghana is discussing a possible two-year extension, but there is no other expansion, extension, or expected other locations.

Recommendations, Best Practices, and Lessons Learned for U.S. Activities Worldwide

Whole of Government

USG actors pursuing future applications of the WGA for development assistance must be mindful of the challenges this poses for diverse agencies working in minimally overlapping sectors. To this end, the evaluation team provides the following recommendations to those USG actors:

- Empower invested leadership at the highest levels to ensure greater collaboration than is traditionally incentivized. In El Salvador, the combination of PFG's status as a U.S. presidential initiative and the wholehearted engagement by the U.S. ambassador and the USAID mission director was integral to its success as an operative framework. Without those elements, respondents broadly agreed that PFG would not have worked, particularly given its non-program assistance format.
- Look for ways to build shared awareness of parallel activities, even across organizations that do not usually collaborate. The persistent demands of PFG's twice-yearly reporting practices built a sense of unity among involved USG entities in a way that it would not have otherwise.

Budget

Any future USG WGA-oriented efforts, particularly those that intend to use non-program assistance, should account for the coordination workload demands that a WGA requires, and specifically designate and fund personnel to manage it. PFG's most common weakness noted by respondents was its lack of new revenue streams. This was problematic largely due to the need for funding coordination activities by both governments. Even a relatively small amount of money budgeted for a few dedicated coordination staff would have reduced the work obligations of engaged decision-makers and implementers, making coordination less onerous and more systematic.

Additionally, USG leadership should be aware that it is difficult for unfunded mandates to compete with other funded activities. Host-country governments often have limited bandwidth and resources; when faced with multiple programs, they are likely to prioritize those that carry additional resources.

Also, USG actors should note that PFG's high-profile status as a presidential initiative provided some counterbalance to the lack of new funding streams, and regular attention from the White House ensured both status and accountability within El Salvador. Even so, high-level USG decision-makers in Washington, D.C., and San Salvador agreed that a program of this type must be led at the country level rather than out of Washington.

Central Recordkeeping

Future WGA activities – particularly those that purport to conduct periodic multiagency accountability activities like the scorecards in El Salvador – should consider some measure of centralized recordkeeping that would allow access to reporting records and other data from multiple agencies without each agency having to report separately. Despite unitary coordination, the dispersed, multi-agency and multilateral nature of PFG brought together institutions that each had their own project documentation and reporting practices.

Ambitiousness

The five-year scope of PFG is preferable to the more traditional two- or three-year planning and implementation timeline for some development activities. Interviewees at all levels recognized that PFG's goals in El Salvador may have been overly ambitious and potentially unachievable within the designated

time, but the notable improvements to El Salvador’s judicial sector and the positive changes in secondary and tertiary educational enrollment suggest that, even in circumstances where large-scale transformation appears to be unlikely or overly optimistic, real change remains possible and USG involvement can be an integral element of that change even when not the principal driver.

USG actors undertaking similarly ambitious activities in the future should be cautious about selecting an overly large number of goals, as that can disperse activities and dilute their effects.

Joint Cooperation for Buy-In and Trust

Development activities should encourage participation of the host country government at the project or activity design stage (including joint definition of reporting metrics), as this can encourage the ongoing commitment of that government. This, in conjunction with frequent meetings (at least as often as that seen for the scorecards in El Salvador) between U.S. and host country parties charged with project or activity implementation at the operations level has great value in creating trust, reaffirming commitment, and keeping a bilateral effort on track.

Measuring Success

Evaluation of USG development activities with expectations of long-term sustainable institutional change should avoid overemphasis on short-term quantitative metrics, which can detract from recognition of less measurable qualitative factors that may be precursors to the intended change. Many of PFG’s notable successes were not seen in large-scale economic growth, reduced crime and insecurity, or an expanding tradables sector. Rather, the most substantial changes that PFG brought or supported were incremental and seen in achievements like legislative reform, the establishment of fundamental institutions, and the steady growth of accountability mechanisms with the potential to transform fundamental elements of governance.

“Does [the PFG approach] result in better outcomes? You might as well ask, ‘If I eat better and get exercise will I be healthy?’ It’s a reasonable assumption, though you still might get cancer. But it was a good excuse to force people to make tough decisions.”

-Senior USG PFG Supervisor and Architect

ANNEX I: EVALUATION STATEMENT OF WORK

Final Performance Evaluations of the Partnership for Growth in El Salvador, the Philippines, Ghana, and Tanzania

I. Background on the PFG

The Partnership for Growth (PFG) seeks to leverage United States government (USG) resources in support of a shared development program delivering accelerated, sustained, and broad-based economic growth in partner countries. It involves rigorous joint analysis to identify constraints to growth, the development of Joint Country Action Plans (JCAPs)¹⁹ to address these constraints, and high-level mutual accountability for implementation. PFG employs a ‘whole-of-government’ approach that includes USAID, the U.S. Department of State (State), the Millennium Challenge Corporation (MCC), and other USG agencies, as well as host country governments. Currently, PFG is being implemented in four partner countries: El Salvador, the Philippines, Ghana, and Tanzania.

In November 2011, the USG and the Government of El Salvador (GOES) signed a JCAP that targeted two primary constraints to economic growth in El Salvador, 1) Crime and Insecurity, and 2) Low Productivity in Tradables, and established 20 goals aimed at easing those constraints. Each goal is associated with multiple lines of action (LOAs) to be undertaken by the GOES and the USG. It is believed that carrying out the agreed-upon LOAs will lead to goal achievement, which, in turn, will mitigate the effects of currently binding constraints and accelerate and sustain El Salvador’s rate of broad-based, inclusive economic growth. The JCAP process continued with the signing of a Joint Statement of Principles in the Philippines in November 2011, a Joint Statement of Principles in Ghana in March 2012, and a JCAP in Tanzania in April 2012. PFG activities in El Salvador will be the first to conclude, in late 2016, followed by the Philippines. Tanzania will conclude in early 2017, and (due to an initial delay in implementation) Ghana will be finished in early 2018.

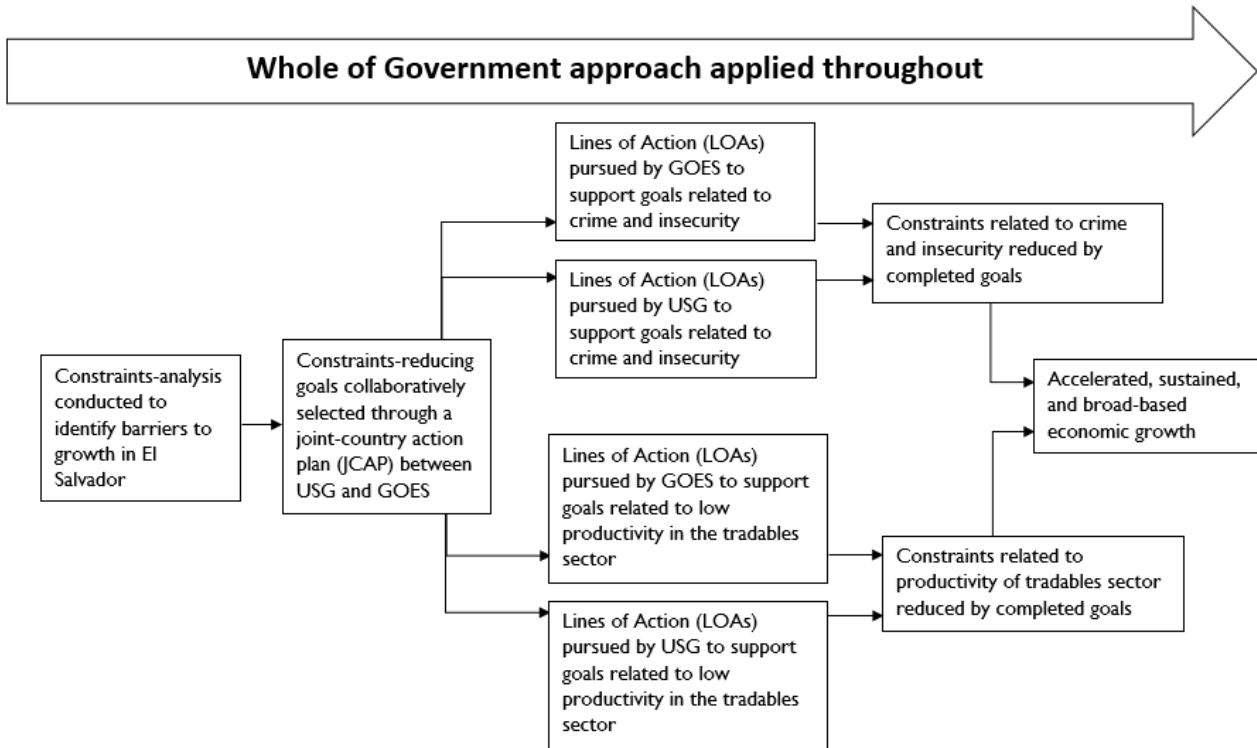
2. Development Hypothesis

PFG embodies the principles set down in the September 2010 Presidential Policy Directive on Global Development. The initiative is based on a shared commitment to implementing the key institutional and regulatory reforms required for unleashing private investment. One of PFG’s signature objectives is to engage governments, the private sector, and civil society with a broad range of tools to unlock new sources of investment, including domestic resources and foreign direct investment. By improving coordination, leveraging private investment, and focusing political commitment throughout both governments, PFG enables partners to achieve better development results.

Figure I shows an illustrative theory of change (ToC) diagram for PFG in El Salvador. This diagram shows the processes and resulting activities that make up the PFG approach, beginning on the left side with a constraints analysis that leads to the countries collaboratively selecting goals and then identifying LOAs to be pursued through a JCAP, to support key goals that are intended to address identified constraints that impede accelerated, sustained, and broad-based economic growth. The evaluation team will review and consider the relevant ToC throughout the design and implementation of each country-specific evaluation.

¹⁹ In Ghana, a similar “Joint Statement of Principles” was signed instead of a JCAP.

FIGURE I: SAMPLE THEORY OF CHANGE SHOWING PFG OBJECTIVES IN EL SALVADOR



3. Existing Information Sources

The Office of Economic Policy in USAID’s Bureau for Economic Growth, Education, and the Environment (USAID/E3/EP) has shared PFG midterm evaluation reports for all four countries as well as two evaluation synthesis reports with the evaluation team. These documents, along with Constraints Analyses, JCAPs, and current project scorecards for all of the PFG countries are publicly available on the website of the U.S. State Department,²⁰ the websites of the U.S. Embassies in all four countries, and in some cases, the website of the partner country government (e.g., GOES).

It is expected that USAID will need to provide the evaluation team with electronic copies of country-level programmatic data related to LOAs as well as activity-level documentation and data prior to the initiation of data collection activities. Other relevant documentation will be provided by USAID or acquired by the evaluation team based on its appropriateness to the proposed evaluation design. The evaluation team may also need to conduct interviews with senior USG and host-country leadership to acquire information on processes not reflected in programmatic documents.

4. Purpose, Intended Uses, and Audiences

As part of PFG’s commitment to analytical rigor and accountability, USAID is commissioning final performance evaluations of PFG in El Salvador, the Philippines, Tanzania, and Ghana. These country-specific evaluations will be carried out by a single mechanism (the E3 Analytics and Evaluation Project), with separate Statements of Work (SOWs) and Evaluation Design Proposals to be developed for each evaluation to ensure relevance for each country. Following the completion of all four country-specific

²⁰ <http://www.state.gov/e/eb/ifa/odf/pfg/countries/>

evaluations, a synthesis report analyzing and comparing findings and lessons learned across the country-specific evaluations will be also be produced. The synthesis report will produce overall learning from the combined experiences of PFG implementation across all four countries.

Purpose and Intended Uses

With the PFG performance period coming to an end, final evaluations are needed to ensure that valuable experiences and lessons learned from PFG implementation can be utilized in future development efforts as well as in wider applications. USAID intends to learn whether PFG demonstrates improvements over pre-PFG engagement and assistance approaches; in particular, the extent to which PFG’s whole-of-government engagement on policy issues, host country commitments and partnership through the JCAP, and the overall constraints analysis approach led to a change in the effectiveness of bilateral engagement and whether these changes demonstrated improvements in the operational efficiency, selection, coordination, design, and management of development and other activities, as well as interagency and bilateral coordination. And, did this ultimately increase the probability that efforts included in the JCAP achieved verifiable results leading to higher growth rates? The evaluations will especially aim to capture how PFG goes beyond assistance by focusing on partnership, bilateral engagement, and other non-traditional tools, and what effect this has had on the bilateral relationship, development, and other activities.

The PFG evaluations also satisfy accountability requirements by producing findings and conclusions about the effectiveness of PFG programming in meeting intended country-specific goals.

Audiences

The primary audiences for the PFG evaluations include decision makers across USAID/Washington, the four U.S. embassies and USAID country missions, State, MCC, and other USG agencies. Lessons learned will be of interest to a range of stakeholders including USAID staff, other USG agencies participating in PFG, relevant ministries and officials in each PFG country, other donors, civil society organizations, academia, and potential funding partners in the private and philanthropic sectors.

5. Evaluation Questions

1. What has been the overall impact²¹ of PFG in the partner country, and how did the various lines of action contribute to this outcome?
2. How did the PFG approach affect the bilateral relationship – including USG and host government program implementation and dialogue – in each partner country, both in intended and unintended ways?
3. What best practices and lessons can be learned from the PFG approach to: 1) apply to the bilateral relationship in the partner country, and 2) apply to future USG assistance efforts worldwide?

Prior to the finalization of the Evaluation Design Proposal, USAID and the evaluation team will discuss the relative prioritization of these EQs.

6. Gender and Youth Considerations

In the context of USAID guidance and policies, including its Gender Equality and Female Empowerment Policy and Automated Directives Systems (ADS) 203.3.1.5, project designs, performance monitoring,

²¹ The term “impact” is used here to refer to results that flow from specific interventions, but this is not an “impact evaluation” as USAID defines that term, which would require a counterfactual that demonstrates what would have occurred in the absence of the intervention.

and evaluations are expected to adequately address gender concerns. The specific ways in which gender will be taken into account for this evaluation should be addressed in the evaluation team's Concept Paper and Evaluation Design Proposals. It will be particularly important to consider how gender issues were accounted for in the JCAPs and LOAs, how the role of gender in broad-based economic growth was accounted for by the PFG approach, and how gender-differential access to the levers of economic progress is accounted for by PFG processes. Similarly, the evaluation team's Concept Paper and Evaluation Design Proposals should consider ways in which youth will be taken into account for this evaluation, given the identified constraints for PFG in each country. The data collection and analysis will be disaggregated by sex and age, as appropriate.

7. Evaluation Design and Methods

The evaluation team responding to this SOW shall submit an overarching PFG final performance evaluation Concept Paper describing design options for addressing USAID's evaluation questions across all four PFG countries, to ensure that findings and conclusions from these evaluations are evidence-based and relevant for the needs of key decision makers as identified in the previous section. The evaluation team will then develop an El Salvador-specific Evaluation Design Proposal, after options from the Concept Paper are discussed and selected. USAID expects that the El Salvador-specific Evaluation Design Proposal will be the first of four country-specific Evaluation Design Proposals, all of which are expected to follow a common rubric in responding to USAID's SOW for each country-specific evaluation. The Evaluation Design Proposal should clearly and logically discuss the selected design options and specify the proposed data collection and analysis methods as well as sampling plan appropriate for responding to the EQs, on a question-by-question basis.

The Concept Paper and each of the country-specific Evaluation Design Proposals should also address how data collection activities for each country will inform the multi-country synthesis report, comparing country context, results, and implementation across PFG countries to identify broad lessons learned.

8. Data Collection and Analysis Methods

The Evaluation Design Proposals should identify specific data collection and analysis methods appropriate for answering each EQ and clearly and logically explain why these methods are the most appropriate for each question. Proposed data analysis methods should be justified in terms of their fit with the data collected for each EQ and the types of answers that USAID seeks. Time and cost considerations are also important in this area.

9. Strengths and Limitations

Identification of the strengths and limitations of the proposed evaluation design options will be included in the Concept Paper, while country-specific strengths and limitations will be included in each Evaluation Design Proposal. When presenting data in its evaluation reports the evaluation team should discuss the limitations of such data for the relevant conclusions drawn by the evaluation.

10. Deliverables and Reporting Requirements

Table 9 outlines a sequence of deliverables for the El Salvador PFG final performance evaluation. The same general sequence is envisioned for each of the other three country-specific evaluations, with the exception of the Concept Paper that is only required to be submitted one time, at the outset of evaluation activities for El Salvador. The evaluation team should propose estimated due dates for deliverables for each country-specific evaluation in the respective Evaluation Design Proposal for that evaluation.

Deliverable – El Salvador	Estimated Due Date
1. Concept Paper, including preliminary design options for the PFG evaluations across all four countries	30 days after USAID approval of SOW
2. Evaluation Design Proposal for El Salvador, including description of the evaluation methodology, drafts of data collection instruments, sampling plan (as appropriate), work plan, team composition, and estimated budget	30 days after USAID approval to move forward with preparing Evaluation Design Proposal
3. In-brief for El Salvador Mission to launch in-country phase of evaluation	As agreed with USAID/E3/EP and appropriate Mission staff
4. Out-brief for El Salvador Mission prior to field team's departure (tentative)	As agreed with USAID/E3/EP and appropriate Mission staff
5. Draft Evaluation Report for El Salvador	To be proposed by the evaluation team in its Evaluation Design Proposal
6. Oral presentation(s) in Washington of findings, conclusions, and recommendations for USAID and its invitees	As agreed with USAID/E3/EP and appropriate Mission staff
7. Final Evaluation Report for El Salvador	21 days after receipt of USAID feedback on Draft Evaluation Report
8. Presentation in Washington of Final Evaluation Report for USAID and its invitees	As agreed with USAID/E3/EP and appropriate Mission staff

All documents will be provided electronically to USAID no later than the dates indicated in the approved Evaluation Design Proposal. Qualitative and quantitative data will be provided in electronic format to USAID in a format consistent with Automated Directives System (ADS) 579 requirements. All debriefs will include a formal presentation with slides delivered both electronically and in hard copy for all attendees.

Prior to the submission of the Evaluation Design Proposal, the evaluation team will discuss with USAID whether its preliminary dissemination plan for this evaluation indicates other deliverables that should be prepared, such as translation of specific documents and presentations into local language(s) and additional presentations or workshops. Such additions as agreed with USAID will then be included in each Evaluation Design Proposal.

II. Team Composition

Each evaluation will be delivered by a core evaluation team and may be supported by additional evaluation specialists, subject matter experts, in-country researchers, and project management specialists. The Evaluation Design Proposal will include proposed roles and team members for this evaluation, including CVs for core evaluation team members. Evaluation team members will sign USAID's conflict of interest statement before conducting any field research. Illustrative qualifications for evaluation team members are provided below.

- Team Leader/Evaluation Specialist:** A Team Leader/Evaluation Specialist with extensive experience leading multi-disciplinary teams conducting field evaluations of medium- to large-sized activities will oversee the evaluation implementation process including field data collection, analysis, and report preparation. The Team Leader should have demonstrated knowledge and application of evaluation best practices as well as subject matter relevant to their evaluation (e.g., economic analysis, economic development, anti-corruption, energy). The Team Leader should hold at least a master's degree with at least 10 years of experience as an evaluation team

leader or team member with past experience in the country of interest strongly preferred. For the El Salvador PFG evaluation, the Team Leader should be fluent in Spanish.

- **Subject Matter Experts:** One or more Subject Matter Experts will provide technical expertise and guidance on the evaluation team on topics relevant to their evaluation, (e.g. the mobilization of private sector and foreign direct investment or criminal justice reform in El Salvador). Preference should be given to host country nationals. They shall have familiarity with the relevant literature in their technical area and hold an advanced degree in a relevant field, with at least 5 years of experience in their technical sector including experience working on evaluation teams.
- **Researchers:** Researchers supporting the evaluation team’s data collection and analysis efforts shall have a minimum of a Bachelor’s Degree and at least three years of experience conducting research for evaluations or similar studies. They shall have excellent analytical and report writing skills and proven experience with carrying out semi-structured interviews.
- **Activity Coordinator:** An Activity Coordinator is expected to help coordinate, support, and oversee the evaluation team’s efforts across the required tasks to ensure their successful completion. The Activity Coordinator should hold at least a bachelor's degree with at least two years of relevant research experience.
- **Local Logistician:** A Local Logistician may provide administrative and logistical support to the evaluation team, including arranging for transportation, communication, purchase of materials, completion of paperwork, and similar tasks during in-country research.

Additionally, one or more team members should have experience in evaluation methods that address gender and knowledge of gender issues in the relevant sectors.

Home Office support from the mechanism under which this evaluation will be conducted will include technical guidance, research assistance, administrative oversight, data analysis, and logistical support. Additional support staff may be required based on the specifications of each Evaluation Design Proposal.

12. USAID Participation

An interactive and collaborative process is envisioned between the evaluation team, USAID/E3/EP and other relevant offices within USAID/W, each USAID Mission, and the USG interagency to carry out this evaluation. This is expected to include regular consultation with key points of contact from USAID/E3/EP, as well as open lines of communication with the respective Mission. USAID participation in evaluation activities such as data collection will be considered prior to the initiation of field research in each country.

13. Schedule and Logistics

The PFG evaluations are tentatively expected to follow the following sequence:

El Salvador PFG evaluation begins	May 2016
Philippines PFG evaluation begins	January 2017
El Salvador PFG evaluation completed – draft report submitted	November 2016
Tanzania PFG evaluation begins	September 2017
Philippines PFG evaluation completed – draft report submitted	July 2017
Ghana PFG evaluation begins	TBD ²²
Tanzania PFG evaluation completed – draft report submitted	March 2017

²² Because PFG in Ghana does not conclude until February 2018, and the mid-term PFG evaluation for Ghana has only recently been completed, the timing of the Ghana evaluation (and the subsequent final cross-cutting evaluation report) will require additional consultation with USAID/E3/EP and USAID/Ghana.

El Salvador PFG evaluation begins	May 2016
Ghana PFG evaluation completed – draft report submitted	TBD
Cross-cutting PFG report completed	TBD

Tasks for the El Salvador PFG final performance evaluation are expected to be completed between approximately May and December 2016. Detailed timelines for each main evaluation task will be proposed in the Evaluation Design Proposal for each country based on further consultation with USAID.

Figure 2 provides an illustrative Gantt chart for the El Salvador PFG final performance evaluation, showing the general anticipated timeline for this evaluation.

It is anticipated that the evaluation team will be responsible for procuring all logistical needs related to this SOW, such as work space, transportation, printing, translation, and any other forms of communication. USAID will offer some assistance as appropriate in providing introductions to partners and key stakeholders as needed, and will ensure the provision of data and supporting documents as required.

FIGURE 2: ILLUSTRATIVE SCHEDULE FOR EL SALVADOR PFG FINAL PERFORMANCE EVALUATION

Task	May		Jun		Jul		Aug		Sep		Oct		Nov		Dec	
	15	28	15	30	15	31	15	31	15	30	15	31	15	30	15	31
Preparation and Design																
Finalize SOW with USAID/E3/EP and El Salvador Mission	█															
GOES and USG Interagency Buy-in for SOW	█															
Develop Concept Paper		█	█													
Develop Evaluation Design Proposal				█	█											
Data Collection, Analysis, and Reporting																
Desk Review					█	█										
Mission In-brief on arrival						█										
Field Work Preparation and Field Work						█	█	█								
Out-brief to El Salvador Mission								█								
Data Analysis								█	█	█						
Draft Evaluation Report									█	█	█	█				
Presentation of Findings, Conclusions, and Recommendations												█				
Final Evaluation Report Based on Feedback Provided												█	█	█		
Presentation of Final Evaluation Report																█

14. Reporting Requirements

The format of each evaluation report should follow USAID guidelines set forth in the USAID Evaluation Report Template (<http://usaidlearninglab.org/library/evaluation-report-template>) and the How-To Note on Preparing Evaluation Reports (<http://usaidlearninglab.org/library/how-note-preparing-evaluation-reports>). The reports will be submitted in English. Copies of the final evaluation reports will be delivered to the USAID Development Experience Clearinghouse (DEC) by the contractor within 30 days of USAID's acceptance of the final evaluation report and approval to post it on the DEC (<https://dec.usaid.gov/dec/home/Default.aspx>).

All members of the evaluation teams will be provided with USAID's mandatory statement of the evaluation standards they are expected to meet, shown in the text box below, along with USAID's conflict of interest statement that they sign where necessary before field work starts.

USAID EVALUATION POLICY, APPENDIX I

CRITERIA TO ENSURE THE QUALITY OF THE EVALUATION REPORT

- The evaluation report should represent a thoughtful, well-researched and well organized effort to objectively evaluate what worked in the project, what did not and why.
- Evaluation reports shall address all evaluation questions included in the scope of work.
- The evaluation report should include the scope of work as an annex. All modifications to the scope of work, whether in technical requirements, evaluation questions, evaluation team composition, methodology or timeline need to be agreed upon in writing by the technical officer.
- Evaluation methodology shall be explained in detail and all tools used in conducting the evaluation such as questionnaires, checklists, and discussion guides will be included in an Annex in the final report.
- Evaluation findings will assess outcomes and impact on males and females.
- Limitations to the evaluation shall be disclosed in the report, with particular attention to the limitations associated with the evaluation methodology (selection bias, recall bias, unobservable differences between comparator groups, etc.).
- Evaluation findings should be presented as analyzed facts, evidence and data and not based on anecdotes, hearsay or the compilation of people's opinions. Findings should be specific, concise and supported by strong quantitative or qualitative evidence.
- Sources of information need to be properly identified and listed in an annex.
- Recommendations need to be supported by a specific set of findings.
- Recommendations should be action-oriented, practical, and specific, with defined responsibility for the action.

Data Management

In October 2014, USAID [announced](#) its first ever open data policy, [Automated Directives System \(ADS\) 579 – USAID Development Data](#). The storage and transfer of data collected for this evaluation will adhere to the requirements laid out in USAID's ADS 579.²³ Evaluation teams should also follow applicable Institutional Review Board guidance on data security and confidentiality. Final datasets should be submitted to USAID's Development Data Library in a format consistent with ADS 579.

15. Estimated Budget

In its Concept Paper, the evaluation team should identify cost implications of the methodological options described. Full detailed budgets considering costs required to complete all tasks for each PFG evaluation should then be prepared and included in each Evaluation Design Proposal for USAID's approval.

²³ See <http://www.usaid.gov/sites/default/files/documents/1868/579.pdf>

ANNEX II: GETTING TO ANSWERS MATRIX

The table below indicates the data sources, data collection, and data analysis methods used to address each EQ for this evaluation.

EQ	Evidence Needed	Data Sources	Data Collection Methods	Sampling Approach	Data Analysis Methods
EQ1	<ul style="list-style-type: none"> Description Comparison 	<ul style="list-style-type: none"> Staff from stakeholder organizations PFG documents PFG beneficiaries Economic indicators 	<ul style="list-style-type: none"> Desk review of performance data and goal outcome measures KIIs 	<ul style="list-style-type: none"> Quota sampling Proximity sampling 	<ul style="list-style-type: none"> Content analysis
EQ2	<ul style="list-style-type: none"> Description Explanation 	<ul style="list-style-type: none"> Staff from stakeholder organizations PFG documents 	<ul style="list-style-type: none"> KIIs 	<ul style="list-style-type: none"> Quota sampling Typical case sampling 	<ul style="list-style-type: none"> Content analysis Process mapping
EQ3	<ul style="list-style-type: none"> Description Comparison Explanation 	Same as EQs 1 and 2	Supplied by EQ1 and EQ2 data collection	Same as EQs 1 and 2	<ul style="list-style-type: none"> Content analysis

ANNEX III: DOCUMENTS AND DATA REVIEWED

PFG Goal and Project-Specific Documents

Security Goals 1 and 2

- El Salvador Justice Sector Strengthening Project, Annual Report (March 4 – September 30, 2013)
- El Salvador Justice Sector Strengthening Project, Annual Report (Oct-Sep 2014)
- Fact Sheet - Justice Sector Strengthening Project (July 2015)
- El Salvador Justice Sector Strengthening Project, Quarterly Report (April – June 2014)
- El Salvador Justice Sector Strengthening Project, Quarterly Report (April - June 2013)
- El Salvador Justice Sector Strengthening Project, Quarterly Report (Jan – March 2014)
- El Salvador Justice Sector Strengthening Project, Quarterly Report (Jan -March 2015)
- El Salvador Justice Sector Strengthening Project, Quarterly Report (Oct – Dec 2013)

Security Goal 6

- USAID Democracy Strengthening Program: El Salvador SEMI-ANNUAL REPORT (April 1, 2014 – September 30, 2014)
- USAID Democracy Strengthening Program: El Salvador SEMI-ANNUAL REPORT (October 1, 2012 – March 31, 2013)
- USAID Democracy Strengthening Program: El Salvador SEMI-ANNUAL REPORT (April 1, 2013 – September 30, 2013)
- USAID Democracy Strengthening Program: El Salvador SEMI-ANNUAL REPORT (October 1, 2013 – March 31, 2014)
- Report on the Mid-Term Performance Evaluation of the USAID Transparency and Governance Project – El Salvador (December 2012)
- Anti-Corruption Database 2014-9-29
- Codebook for Anticorruption Database (USAID)

Security Goal 10

- Program Description - Adopt a School
- Program Description - Education for Children and Youth
- The Education for Children and Youth Project: El Salvador Quarterly Report (October 2013)
- The Education for Children and Youth Project: El Salvador Quarterly Report (July – September 2014)
- The Education for Children and Youth Project: El Salvador Quarterly Report (July – September 2015)
- The Education for Children and Youth Project: El Salvador Annual Report (October 2014 - September 2015)
- Adopt a School Project: El Salvador Annual Report (January - December 2014)

Security Goal 11

- School Dropout and Youth Violence in El Salvador - School Dropout Prevention Summit (September 9-10, 2015)
- CVPP news Brief
- USAID Municipal Competitiveness Project: Competition to Support Crime and Violence Prevention Initiatives Final Report (March 18, 2015)
- Fact Sheet - Crime and Violence Prevention Project (July 2015)

- Impact Evaluation of USAID’s Community-Based Crime and Violence Prevention Approach in Central America: Regional Report for El Salvador, Guatemala, Honduras and Panama (October 2014)

Trade Goal 1

- El Salvador Governmental Decree No.169 Partnership for Growth (Spanish)

Trade Goal 3

- Performance Evaluation of the “Improving Access to Employment Program in El Salvador” (October 2012)
- El Salvador: Higher Education Assessment and Recommendations, Final Report (January 2012)
- Improving Access to Employment Program, Names of Interest, CARANA Corporation Performance Evaluation (February 2016)
- USAID El Salvador Economic Growth Office, Presentation on the Economic Growth Bilateral Program
- USAID – El Salvador Higher Education Program, Statement of Work
- USAID Higher Education for Economic Growth, Monitoring and Evaluation Plan (October 2015)
- USAID Improving Access to Employment Program, Work Plan (September 2010)

Trade Goal 4

- Fiscal Policy and Expenditure Management Program (FPEMP), Annual Workplan (2010-2011)
- El Salvador Fiscal Policy and Expenditure Management Program (FPEMP), Quarterly Report (June-August 2011)
- El Salvador Fiscal Policy and Expenditure Management Program (FPEMP), First Year Evaluation Report (June 2011-June 2012)
- El Salvador Fiscal Policy and Expenditure Management Program (FPEMP), Revised Fourth Year Annual Work Plan (2014-2015)
- El Salvador Fiscal Policy and Expenditure Management Program (FPEMP), Fourth Year Evaluation Report (June 2014-May 2015)
- El Salvador Fiscal Policy and Expenditure Management Program (FPEMP), Quarterly Report (September – November 2013)
- El Salvador Fiscal Policy and Expenditure Management Program (FPEMP), Revised Third Year Evaluation Report (June 2013- June 2014)
- El Salvador Fiscal Policy and Expenditure Management Program (FPEMP), Second Annual Work Plan (2012-2013)
- El Salvador Fiscal Policy and Expenditure Management Program (FPEMP), Second Year Evaluation Report (June 2012- June 2013)
- El Salvador Fiscal Policy and Expenditure Management Program (FPEMP), Third Annual Work Plan (2013-2014)

Trade Goal 5

- Office of the Inspector General, Audit of USAID/ El Salvador’s Municipal Competitiveness Project (May 2013)
- USAID Municipal Competitiveness Project, Final Report (March 2015)
- USAID Municipal Competitiveness Project - Manual for the Creation and Implementation of Competitiveness Learning Network (April 2015)

Trade Goal 6

- How Chronic Violence Undermines Human Development, Social Relations, and the Practice of Citizenship (2016)
- USAID Program for the Development of SMEs, Activity Report (Spanish, April-June 2016)

- USAID El Salvador SME Development Program, Fourth Annual Report (October 2015)
- USAID El Salvador SME Development Program, Activity Report (January-March 2016)
- USAID El Salvador SME Development Program, Second Annual Report (October 2012-September 2013)
- USAID El Salvador SME Development Program, Third Annual Report (October 2013-September 2014)
- USAID El Salvador SME Development Program, Second Annual Work Plan (October 2012 – September 2013)
- USAID El Salvador SME Development Program, Third Annual Work Plan (October 2013 – September 2014)
- USAID El Salvador SME Development Program, Fourth Annual Work Plan (October 2014 – September 2015)
- USAID El Salvador SME Development Program, Fifth Annual Work Plan (October 2015 – September 2016)
- ES-258 n ACOLGUA Primer.xlsx (Data Set)
- ES-258 nn ACOLGUA.xlsx (Data Set)
- ES-258 oo ACOLGUA.xlsx (Data Set)
- ES-258 p ACOLGUA.xlsx (Data Set)
- ES-258 pp ACOLGUA.xlsx (Data Set)
- ES-262 nn FUNDATERE.xls (Data Set)
- ES-262 o FUNDATERE.xls (Data Set)
- ES-262 oo FUNDATERE.xls (Data Set)
- ES-262 p FUNDATERE.xls (Data Set)
- ES-262 pp FUNDATERE.xls (Data Set)
- ES-262 q FUNDATERE.xls (Data Set)
- ES-252 m FUPEC primer.xls (Data Set)
- ES-252 mm FUPEC.xlsx (Data Set)
- ES-252 n FUPEC.xlsx (Data Set)
- ES-252 nn FUPEC.xlsx (2013 Data Set)
- ES-252 nn FUPEC.xlsx (2014 Data Set)
- ES-252 o FUPEC.xls (Data Set)
- ES-252 oo FUPEC.xls (Data Set)
- ES-252 p FUPEC.xls (Data Set)
- ES-252 pp FUPEC.xls (Data Set)
- ES-252 q FUPEC.xls (Data Set)

PFG Documents from USAID/El Salvador and the Internet

General PFG Documents

- USAID Presentation on Justice Sector Strengthening – Bilateral Program
- Perceptions of Security and Confidence in Public Institutions, 3rd Measure for the PFG Growth Action Plan Indicators (July 2016)
- PFG El Salvador Organizational Chart El Salvador

Perception Surveys

- The Perception of Security and Confidence in Public Institutions Survey (March 2013)
- The Perception of Security and Confidence in Public Institutions Survey, Results from the Second Measurement (December 2013)

- The Perception of Security and Confidence in Public Institutions Survey, Results from the Third Measurement (July 2016)

Government of El Salvador Law Document

- El Salvador Access to Public Information Law (English)

Mission Activity Trackers

- Mission Activity Tracker Reports (Keyword: Partnership F.)
- Mission Activity Tracker Reports (Keyword: PFG)

USAID PFG Documents (including JCAP, ME Addendum, and Scorecards)

- Partnership for Growth: El Salvador-United States Joint Country Action Plan Monitoring and Evaluation Addendum
- PFG - El Salvador - Joint Statement of Principles
- PFG - El Salvador - Mid-Term Evaluation Final Report (September 2014)
- PFG- El Salvador - Constraints Analysis
- PFG- El Salvador - Joint Country Action Plan (November 2011)
- PFG El Salvador- Six Month Scorecard 1 (May 2012)
- PFG El Salvador- Six Month Scorecard 2 (November 2012)
- PFG El Salvador- Six Month Scorecard 3 (May 2013)
- PFG El Salvador- Six Month Scorecard 4 (November 2013)
- PFG El Salvador- Six Month Scorecard 5 (May 2014)
- PFG El Salvador- Six Month Scorecard 6 (November 2014)
- PFG El Salvador- Six Month Scorecard 7 (May 2015)

Longitudinal Data Specific to Indicators for PFG El Salvador

- Global Competitiveness Index - El Salvador 2011-2015
- Global Competitiveness Index 2006-2015 El Salvador Comparison
- International Budget Partnership Open Budget Survey Data Set Codebook (2006-2012)
- Open Business Index 2006-2015 El Salvador
- Open Business Index 2012-2015 El Salvador Comparison (compressed version)
- Open Business Index 2012-2015 El Salvador Comparison
- International Budget Partnership, Guide to the Open Budget Questionnaire and an Explanation of the Questions and the Response Options (September 2015)

Documents Received from Midterm Evaluation of PFG El Salvador

- PFG El Salvador Joint Country Action Plan (Spanish)
- Analysis of Constraints in El Salvador for PFG Part II (Spanish)
- Analysis of Constraints in El Salvador for PFG Part I (Spanish)
- PFG El Salvador Bulletin (July 2012, Spanish)
- PFG El Salvador Comparison of Scorecards I-IV
- Fact Sheet for US Presidential Global Development Policy Directive (2010)
- WebMemo by the Heritage Foundation, The White House Embraces Smart Power: Now What? (October 2010)
- Growth Diagnostics, article by Ricardo Hausmann et al. (March 2005)
- The Perception of Security and Confidence in Public Institutions Survey, Results from the Second Measurement (Spanish, December 2013)

- ICT, Policy, Politics, and Democracy: An Integrated Framework for G2G Implementation, article by Iliana Mizinova and David Prospero
- Millennium Challenge Corporation Fact Sheet: MCC's Use of Constraints Analysis
- Considerations for the Monitoring and Evaluation of G2G Activities (July 2014)
- Whole Government Approach to Fragile States (OECD 2006)
- PFG El Salvador Communications Strategy Presentation (December 2012)
- PFG Midterm Evaluation Cross Cutting Presentation, Presentation Figures (February 2015)
- PFG Midterm Evaluation Cross Cutting Presentation (February 2015)
- PFG A US Government Fact Sheet
- PFG Indicators Table for Midterm Evaluation – through Scorecard 4
- PFG USAID Presentation, A New Model of Cooperation (October 2013)
- El Salvador 5-year Development Plan (Spanish, 2010-2014)
- El Salvador 5-year Development Plan Presentation
- Semi-Annual Report PFG, Spanish (June 2013- November 2013)
- Center for Strategic and International Studies, Toward a New Paradigm of Sustainable Development - Lessons from the PFG
- USAID Country Development Cooperation Strategy Guidance – Version 3
- PFG - El Salvador Field Work Stakeholder Interview Calendar (April 7-11, 2014)
- PFG - El Salvador Field Work Stakeholder Interview Calendar (April 22-25, 2014)
- PFG - El Salvador Field Work Stakeholder Interview Calendar (April 28-30, 2014)
- PFG - El Salvador Field Work Stakeholder Interview Calendar (March 31-April 5, 2014)
- PFG - El Salvador Field Work Stakeholder Interview Calendar (Combined excel sheet)
- PFG - El Salvador Midterm Evaluation USG Survey Respondents Location Breakdown
- PFG – El Salvador Midterm Evaluation Pre & Post Field Work Interviews List
- PFG – El Salvador Midterm Evaluation Updated Work Plan (June 2014)
- PFG El Salvador – Midterm Evaluability Assessment and Goal Selection Report
- PFG El Salvador Midterm Evaluation Updated Timeline (November 2013)
- PFG El Salvador Midterm Evaluation Updated Methodology and Evaluation Plan for Mid-term
- CCQ3 NonAssistance 2014 09 08 OO (Midterm Report Data Set)
- Changes in Development Assistance Template & Workplans 2014 06 12 DD (Data Set Template)
- Changes in Development Assistance (Data Set Information)
- COMPLETED PFG ES Data Analysis – NonAssistance (Midterm Report Data Set)
- PFG ES Master Data - CLEAN (Midterm Report Data Set)
- PFG_El_Salvador_combined_codebook_20140724.csv (Midterm Report Analysis Codebook)
- PFG_El_Salvador_combined_data_20140724.csv (Midterm Report Data Set)
- PFG_El_Salvador_combined_data_20140724.xls (Midterm Report Data Set)
- PFG_El_Salvador_English_data_20140724.csv (Midterm Report Data Set)
- PFG_El_Salvador_Spanish_data_20140724.csv (Midterm Report Data Set)
- Online Survey Responses for Midterm Report (Data Set)
- SPSS Condensed Export Appended 06-03.csv (SPSS Data Set)
- SPSS Condensed Export -Dump 4-11-4pm.csv (SPSS Data Set)
- SPSS Condensed Export English 04-15.csv (SPSS Data Set)
- SPSS Condensed Export Spanish 04-15.csv (SPSS Data Set)

ANNEX IV: DATA COLLECTION INSTRUMENTS

Interview Protocol for High-level Officials in El Salvador

With the Partnership for Growth (PFG) performance period coming to an end, USAID is commissioning a final performance evaluation of PFG in El Salvador. This evaluation will help to ensure that valuable experiences and insights from PFG implementation can be utilized in future development efforts, and that the accomplishments and lessons from PFG can be communicated to a wider audience. The evaluation is hoping to answer the question:

How did the PFG approach affect the bilateral relationship between the government of El Salvador and the US government (including program implementation and dialogue)?

We are meeting with you because of how your work connects to the PFG. Because our goal is to learn from both the positive and negative outcomes and effects of PFG we ask that you be as honest as possible in your responses. If you wish some or all of your comments to be anonymous, please let us know and we will ensure that your name and identifying characteristics will not be associated with those comments.

1. In your words, what has been your role in relation to PFG? In what years did you play that role?
2. How would you describe the process of establishing and/or maintaining the PFG?
 - a. What factors helped this?
 - b. What factors hindered it?
 - c. Are any of those factors unique to El Salvador?
3. Underlying the PFG is a Whole-of-Government approach.
 - a. Have you seen evidence of this for both major and minor players on the US side?
 - i. Have there been US entities whose participation has been less than hoped for (i.e., which have been laggards)? Which entities and why?
 - b. Have you seen evidence of this for both the major and minor players on the GOES side?
 - i. Have there been GOES entities whose participation has been less than hoped for (i.e., which have been laggards)? Which entities and why?
4. How has the PFG affected the ways your office works with other agencies and institutions from your own government?
5. How has the PFG affected the ways your office works with other agencies and institutions from the partner government?
6. What do you see as the major achievements or successes of PFG?
 - a. What factors assisted or made those achievements possible?
 - b. What factors impeded those achievements?
7. What have been the major bottlenecks / challenges / problems for PFG?
 - a. What factors contributed to those bottlenecks/challenges/problems?
 - b. What factors alleviated or countered those bottlenecks?
8. PFG appears to have been a useful tool for the USG to establish priorities, leverage certain activities, and facilitate negotiation with the GOES.
 - a. Do you think that is an accurate description?
 - b. Has it been similarly useful for the GOES (why/why not)?
9. If PFG could be redesigned and/or re-implemented, what changes would you propose in light of what you now know? (This would be the final question)

Interview Protocol for Goal #1 (Tradables)

INTRO: With the Partnership for Growth (PFG) performance period coming to an end, USAID is commissioning a final performance evaluation of PFG in El Salvador. This evaluation will help to ensure that valuable experiences and insights from PFG implementation can be utilized in future development efforts, and that the accomplishments and lessons from PFG can be communicated to a wider audience. The evaluation will examine the question:

How did the PFG approach affect the bilateral relationship between the government of El Salvador and the US government (including program implementation and dialogue)?

We are meeting with you because of how your work connects to the PFG, particularly Tradables Goal #1: “Facilitate the establishment of a Growth Council.” Because our goal is to learn from both the positive and negative outcomes and effects of PFG we ask that you be as honest as possible in your responses. If you wish some or all of your comments to be anonymous, please let us know and we will ensure that your name and identifying characteristic will not be associated with those comments.

1. What has been your role in Goal 1? (Goal = Establishment of a growth council). In what years did you play that role?
2. How do you see the current status of the growth council at this time?
 - a. Is it where it should be?
3. How would you describe the process of establishing the growth council?
 - a. What factors helped its establishment?
 - b. What factors hindered it?
 - c. Are any of those factors unique to El Salvador?
4. What has been the role of USG in the establishing the growth council? Has US done its intended part? How could it be improved?
5. What has been the role of the GOES in establishing the growth council? Has Ministry done its intended part? How could it be improved?
6. What has been the role of the private sector in establishing the growth council? Has it done its intended part? How could it be improved?
7. What have been the major achievements of the growth council?
 - a. What factors assisted or made those achievements possible?
 - b. What factors impeded those achievements?
8. What have been the major bottlenecks / challenges / problems for the growth council?
 - a. What factors contributed to those bottlenecks/challenges/problems?
 - b. What factors alleviated or countered those bottlenecks?
9. If you had to start from scratch in establishing the growth council, what would you do differently?
 - a. Would you change anything about how it operates?

ANNEX V: CONSTRAINTS, GOALS, AND LINES OF ACTION FOR PFG EL SALVADOR

Constraint	Goal	Line of Action (LOA)	Acting Gov't
Crime and Insecurity	1 - Professionalize justice sector institutions to make them more effective in combating crime and insecurity in El Salvador, as well as enhance the public perception of these government institutions	Implement the necessary changes in practices, policies, regulations, and applicable laws as identified throughout the project.	GOES
		Identify and make available appropriate staff to be trained.	
		Ensure merit-based hiring of personnel within the framework of the proposal to modernize the State, a plan under the responsibility of the Secretary for Strategic Affairs, through the Sub-secretary for Governability and Modernization.	
		Emphasize continuous vetting as a fundamental principle of the Security Plan of the Security Cabinet of the Government of El Salvador.	
		Provide technical assistance to improve the management and investigative capacity of the Attorney General (AGO), Public Defender (PGR), and National Civilian Police (PNC), forensic services, judges and court personnel	USG
	2 - Improve the effectiveness of the criminal justice procedures and practices so as to reduce crime and increase the security of the Salvadoran people	Support the development of effective case management models; improving police/prosecutor coordination; providing better and more equitable access to justice; re-engineering processes and change management procedures in the common crime unit; establishing career paths and leadership development within the Judicial sector; increasing accountability and transparency in the sector by enhancing judicial oversight and investigative capabilities; supporting civil society; and strengthening crime observatories.	GOES
		Fully participate in programs to support the justice sector	
		Fully participate in analysis of the current codes	USG
		Provide assistance to promote increased coordination between justice sector actors and institutions; improve management and administration of justice sector institutions; and increase effectiveness of criminal investigation	
		Provide technical support in the areas of the pre-trial elements listed above as well as plea-bargaining (agreements with the public prosecutor's office).	
	3 - Reduce the impact of organized crime on small and medium businesses	Provide technical assistance to conduct an in-depth code analysis, draft legislative fixes, and develop strategies to enhance criminal justice efficiency and effectiveness relating to criminal procedure, an evidence code, and internationally accepted law enforcement tools; and implementing such legislation, procedures, and strategies	GOES
		Maintain a permanent exchange regarding the employment status of special units and personnel trained and advised in accordance with Salvadoran procedures and regulations	
		Improve supervision and control in accordance with the system of indicators of the Security Cabinet.	
		Support the implementation of necessary changes in practices and regulations and promote the approval of the necessary legislation	
		Provide personnel, equipment, and facilities	USG
Provide technical assistance, training, and mentorship for the units used to combat and prosecute crimes against businesses; and facilitate engagement between GOES and private sector			

Constraint	Goal	Line of Action (LOA)	Acting Gov't
	4 - Facilitate economic growth by ensuring El Salvador's labor force is protected from crime while transiting to and from work, and ensuring that the public transportation service providers serving the labor force are protected from crime	Maintain a permanent exchange regarding the employment status of USG vetted or USG trained and advised personnel in accordance with Salvadoran procedures and regulations.	GOES
		Improve supervision and control in accordance with the system of indicators of the Security Cabinet.	
		In collaboration with the USG, review the current regulations of the public transportation sector, and identify areas to improve transparency and accountability.	
		Implement necessary changes in practices and regulations and encourage the approval of the necessary legislation.	
		Provide personnel, equipment, and facilities to support this program	USG
		Provide technical assistance, training, and mentorship for the vetted units to combat crimes involving public transit, and facilitate cooperation between GOES and private sector.	
		Provide technical assistance to help increase the transparency and accountability of the public transport system.	
5 - Remove assets from criminal organizations and fund and support security programs through the use of seized property and assets	Submit and encourage the approval of necessary legislation in support of this goal.	GOES	
	Designate a Financial Crimes advisor in El Salvador on an intermittent basis to work with the GOES financial regulation authorities, the Attorney General's Office; and the Financial Intelligence Unit.	USG	
	Provide technical assistance to conduct an analysis of current laws, draft and implement legislative fixes, and develop strategies to enhance criminal justice efficiency and effectiveness relating to money laundering and comprehensive asset forfeiture, including the appropriate management and disposal of forfeited assets.		
6 - Professionalize El Salvador's civil service and enhance public confidence in the government.	Facilitate a discussion of the reforms with relevant sectors of the Salvadoran society through public and closed hearings.	GOES	
	Provide the necessary resources to implement the new law		
	Select the members of the Access to Information Institute in a merit-based fashion, in accordance with established law and regulations		
	Provide adequate budgetary resources for the functioning of the Institute of Access to Information, and the Access to Information Units	USG	
	Provide technical assistance to promote and facilitate comprehensive civil service reform.		
Support GOES in increasing responsiveness to accountability towards its citizens through increasing transparency in government and ethical behavior by public officials.			
7 - Promote a national dialogue on actions to improve citizen security in El Salvador.	Pursue the relations necessary to secure commitments at all levels in the fight against organized crime.	GOES	
	Report periodically on progress in security plans and investments in security		
	Promote El Salvador's positive national dialogue related to improving citizen security and understand the roles of all stakeholders in making a more secure society	USG	
8 - Assist at-risk youth between ages 16-25 through efforts to afford them	Find beneficial participants and make efforts to identify promising job and education opportunities for the graduates of the training program. The Ministry of Labor is dedicated to ensuring that their national policy for youth employment encourages the employment of these individuals, and that the National Commission of Micro and Small Enterprises takes steps to facilitate the pursuit of beneficial self-employment opportunities.	GOES	

Constraint	Goal	Line of Action (LOA)	Acting Gov't
	economic opportunities and engage them in productive activities	Promote the establishment of a strategic partnership with the private sector to generate employment opportunities for at-risk youth and youth in the process of rehabilitation.	
		Create a training program including vocational courses, remedial education, life skills and job skills training, community service, internships and job placement directed to at-risk youth. The US Government is dedicated to working with NGOs and local educational institutions in the identification of technical/vocational programs to be offered for at-risk youth.	USG
		Engage the private sector and local academic institutions to offer greater workforce training and vocational programs to better align the labor force's skills with current market demands. Engage with the private sector to promote greater involvement by the business community in educational programs that target at-risk youths.	
	9 - Support the PNC to strengthen its service orientation as a means for violence prevention and effective crime control	Demonstrate political will at the senior and mid-levels of the police to adopt community policing practices.	GOES
		Continue to encourage implementation of the Ley de la Carrera Policial (Police Career Law).	
		Targeted technical assistance to the PNC in adopting a force-wide community-based policing approach that is already being piloted in the country and championed by the PNC.	USG
	10 - Improve educational opportunities for in school and out of school youth in targeted high risk municipalities with high crime rates.	Training venues for the aforementioned force-wide community-based policing approach, sponsor regional officer exchanges to promote a regional approach to community-based policing and identification and implementation of best practices	
		Ensure participation of teachers, administrators, students, and parents. Sustain the leadership and commitment of the Ministry of Education to implement the full-time inclusive schools strategy.	GOES
	11 - Prevent crime and violence in key municipalities of El Salvador and support reforms of the National Policy for Justice, Public Safety and Violence Prevention.	Provide technical assistance; training for school principals, teachers, community, students in safe schools and full time inclusive schools; institutional strengthening of local implementing partners; sharing evidence-based practices in safe schools; monitoring and evaluation.	USG
		Identify dedicated staff to develop and support municipal crime prevention councils.	GOES
		Identify dedicated funding to implement crime prevention plans at municipal level	
		Promote the decentralization of authority and responsibility for preventing crime to the municipalities.	
		Improved coordination among line ministries with a stake, resources and mandate for addressing key risk factors (lack of access to education, and employment opportunities)	
		Strengthen the cooperation between the government security organizations and said communities	
		Implement vocational training for at-risk youth	USG
		Provide technical assistance to promote and facilitate components 2 and 5 of the strategy.	
	Explore the provision of loan guarantees to facilitate financing of public goods at municipal level (i.e. sanitation, infrastructure)		
	Region-wide study of the issue of violence and security as it impacts community groups in the hemisphere to bring the community-level experience from the region to bear in El Salvador		
	Improve the prisoner classification system.	GOES	

Constraint	Goal	Line of Action (LOA)	Acting Gov't
	12 - Reduce overcrowding in prisons, thereby allowing the Salvadoran prison system to safely, securely, and humanely manage an increasing population.	Build a new prison facility and three prison farms, and implement an aggressive reintegration program.	
		Provide technical assistance in the management of prisons/corrections, including mentoring and limited training in order to develop prison/correction officer train-the-trainer program, and develop and implement prison classification system.	USG
		Explore ways to work with U.S. state/local institutions, the Governments of Mexico, Colombia, and U.S. interagency actors	
		Provide technical support in parole systems and prisoner classification systems	
	13 - Enhance the security of the prisons for their improvement as correctional facilities,	Improve the recruitment, training, management, and monitoring of prison personnel to ensure integrity and effectiveness within the prison system.	GOES
		Continue the —Zero Corruptionll program.	
		Strengthen the Penitentiary School	
		Strengthen the penitentiary information system	
	14 - Promote the use of extraditions as a deterrent for crime and a means to reinforce national security	Continue to make available the equipment, training and expertise needed to enhance security in the prisons, to include recommendations on technology that will aid in security.	USG
		Declare that extradition is an important tool in the fight against violent crime, organized crime, and narcotics trafficking.	GOES
		Taking into account the outcomes of bilateral consultations, consider ways in which the bilateral extradition relationship can be enhanced	
		Examine existing extradition legislation, and consider legislative changes, with a view to enhancing the effectiveness and efficiency of the extradition process	
If necessary, encourage subsequent consultations concerning the need for a new Extradition Treaty.			
Low Productivity in the Tradables Sector	Technical assistance to draft legislative fixes, develop strategies to enhance criminal justice efficiency and effectiveness relating to effective laws and procedures regarding extradition; and implementing such legislation, procedures, and strategies	USG	
	I - Facilitate the establishment of a Growth Council to promote an environment of trust and improve the business climate and investments in activities or sectors regarded as strategic	Officially establish a Growth Council at the national level made up of five representatives from the business community and five GOES officials, which will consult with the President on a quarterly basis. The objective of the Growth Council is to remove bottlenecks to growth by facilitating a climate of trust, communication, and collaboration between the two sectors; to discuss challenges and develop options for improving productivity; to monitor, evaluate, and report on PFG progress. The Growth Council will publish annually the results of diagnostic work using a series of indicators on bottlenecks to private sector investment.	GOES
		Respond in writing to formal recommendations of the Growth Council within a reasonable time.	
		Ensure that the Growth Council consults on a regular basis with El Salvador's Economic and Social Council (CES), to better inform both bodies of the work and successes of each	
		Use good offices in support of the creation and functioning of municipal-level councils aimed at encouraging competitiveness and growth	
		Launch a national program of women producers and entrepreneurs	

Constraint	Goal	Line of Action (LOA)	Acting Gov't
		<p>Design and create a program for the transfer and assimilation of ICT through public-private partnerships</p> <p>Strengthen INSAFORP (Salvadoran Institute for Professional Training) to orient their training programs toward strategic activities and identify synergies between separate initiatives for vocational and technical training</p> <p>Improve capacity to collect, analyze, use and disseminate labor market data in order to correct mismatches between labor supply and demand</p> <p>Use better data and analysis to project labor market demand in key tradables sectors, and transform vocational training programs</p> <p>Develop a youth scholarship program</p> <p>Support teacher training in English.</p> <p>Provide technical support to build the work skills of young people ages 16 - 25. (Access to work program and training of at-risk youth).</p> <p>In consultation with the GOES, develop alliances, provide technical skills and language training assistance and develop alliances to improve access to employment for youth in El Salvador's tradables sector.</p> <p>Technical assistance to improve labor market information systems to better match employers' needs and employee skills</p> <p>Help GOES build the capacity to conduct the surveys and analyze data needed to match labor supply with present and future labor market demand</p> <p>Help GOES improve services for job seekers, including through career counseling, web-based labor market information tools, and partnerships between industry and educational institutions</p> <p>Work with the GOES on efforts to improve tertiary training and higher educational quality linked to workforce needs, gaps, and opportunities</p> <p>Technical assistance to focus on innovation and technological development in priority tradables sectors</p> <p>Support the development of a youth scholarship program</p> <p>Support implementation of a talent network with Salvadorans living abroad</p> <p>Assist GOES in launching a dialogue between government, business and labor on strategies to encourage the creation of good jobs and improve productivity and competitiveness</p>	<p>USG</p>
	<p>4 - Raise (net) tax revenues to 16 percent of GDP by 2015 and use public resources efficiently and transparently.</p>	<p>Improve its information systems and taxpayer databases to reduce task evasion and avoidance.</p> <p>Improve transparency and efficiency in the use of public resources</p> <p>Improve legal and accounting systems and strengthen rule-based government to be able to move toward results-based budgeting in several sectors</p> <p>Engage in programs to optimize processes, promote greater transparency, and ensure that taxpayer rolls are consistent and transparent</p> <p>Provide technical assistance to improve tax administration and reduce evasion and avoidance</p> <p>Provide technical assistance to develop a results-based budget with a multi-year perspective.</p> <p>Support to implement the Law on Access to Public Information</p> <p>Provide technical assistance to improve customs administration</p> <p>Offer programs to improve tax collection</p>	<p>GOES</p> <p>USG</p>

Constraint	Goal	Line of Action (LOA)	Acting Gov't	
		Support improved tax collection at the municipal level through Domestic Finance for Development (DF4D). DF4D supports domestic revenue mobilization, transparency and anti-corruption, each activity reinforcing the other and putting developing countries on a stronger path towards sustainable and broad economic growth and opportunity		
	5 - Support a strategy for attracting and promoting foreign direct investment and making El Salvador a more attractive place for foreign investment.	Strengthen institutional capacity to conduct market studies.	GOES	
		Encourage investments from Salvadorans residing in the United States		
		Strengthen, finance and support the Ministry of the Economy and PROESA to implement the proposed measures		
		Continue ongoing efforts to develop and implement the Integrated Investor Attention System (SIAl).		
		Develop and implement a strategy to address the causes and barriers that have kept investors from setting up operations in El Salvador		
		Strengthen high quality infrastructure in the inspection, certification and laboratory test services offered by the Plant Health Department (DGSV) under the Ministry of Agriculture and Livestock		
		Strengthen PROESA's institutional capacity to identify and prioritize strategic sectors for the promotion and attraction of investments and for the development of an investment promotion strategy		
		Design and implement a country image strategy based on studies of the perceptions of the business sector in the United States and other countries of interest, in order to boost investment and trade		
		Offer institutional strengthening of PROESA in trade and investment facilitation		USG
		Support improvements in the local business climate through the Municipal Competitiveness Project; provide technical assistance to municipal councils		
	Partner with the IFC to use Doing Business Indicators as a diagnostic for the Growth Council.			
	Undertake a review of the laws and processes in El Salvador that facilitate investment in order to create an incentives system tailored to different types of investors in key sectors			
	Support GOES in the design and implementation of a country image strategy based on studies of the perceptions of the business sector in the United States and other countries of interest, in order to boost investment and trade			
	6 - Surmount low productivity of tradables by transforming factors of production of the tradables sector through the implementation of strategies to improve innovation and quality, and a focus on the international market.	Strengthen the technical capacity of PROESA	GOES	
		Strengthen the Ministry of Economy and PROESA to continue developing the production and export strategy which improves innovation and quality		
		Work with the USG to facilitate the export process		
		Create an integrated system to serve small and medium enterprises seeking to export		
		Strengthen and increase diversification through innovation		
Provide technical assistance for the Ministry of the Economy and PROESA to serve SMEs seeking to export.		USG		
Support the establishment of small business development centers throughout the country				
Increase internationalization of Salvadoran firms through guided processes or mentoring.				
Explore ways to facilitate the speed of exports from El Salvador to the United States and reduce the rejection rate of Salvadoran exports at the United States border				
Support the increased participation of the Salvadorans living abroad in the Salvadoran economy				
Promote opportunities for bi-national business alliances in the tradables sector				

ANNEX VI: GOAL-BY-GOAL OVERVIEW OF PROJECTS AND ACTIVITIES UNDER PFG EL SALVADOR

PFG in El Salvador addressed two primary constraints to economic growth and 20 goals aimed at easing those constraints. The following goal summaries provide brief overviews for each of the PFG El Salvador goals and the projects and activities that fall under these goals. Although these projects fall under the umbrella of PFG, inclusion in this summary overview does not imply that their design, implementation, or effectiveness is directly or indirectly attributable to their inclusion in PFG.

These summaries outline the following topics:

- 1) LOAs for both the USG and GOES
- 2) An overview of activities undertaken for that goal
- 3) Broader context affecting goal implementation and success
- 4) Overview of the scorecard reports
- 5) Gender differentials
- 6) Goal highlights – including successes and challenges
- 7) Potential lasting effects

Lines of Action

The LOAs for USG and GOES reported in the goal summaries below reflects those found in the JCAP.

Activities

The activities section of the goal summaries provides a brief overview of the programs responsible for each goal and the type of actions and project activities that took place.

Context

The context section of the goal summaries provides outside, influencing factors that affected the successes and challenges of each goal.

Scorecard Overview

The scorecard reports for each goal represent the negotiated status of that goal at the time of the report. The scorecard overviews in the summaries below report the status of each goal reported in the seven published six-month scorecards. This section also provides an overview of the scorecard contents for each goal.

Gender

The gender section of the goal summaries below describes differences in goal participants and/or outcomes across gender if applicable and available. Also, this section provides an overview of any gender-specific projects or activities.

Highlights

The section on goal highlights overviews clear successes or challenges for each goal.

Potential Lasting Effects

This final section of the goal summaries present overviews of what will potentially remain in El Salvador now that PFG is complete. The section on Potential Lasting Effects draws from the many activities that took place for each goal to highlight ways in which PFG will endure.

CONSTRAINT I: Crime and Insecurity

Overarching Context for all Crime and Insecurity Goals

There was a truce between El Salvador's main gangs from 2012-2014. The murder rate dropped during this period. However, in early 2014 the truce ended and the murder rate spiked abruptly. The sharp decrease and increase in the murder rate may account for the muted effect or even negative outcomes for several PFG indicators.

Institutional Strengthening

Goals I&2: Professionalize justice sector institutions and improve criminal justice practices and procedures to make them more effective in combating crime and insecurity in El Salvador, as well as enhance the public perception of these government institutions.

LOAs

GOES intended to contribute to process in this regard:

1. Implement the necessary changes in practices, policies, regulations, and applicable laws as identified throughout the project.
2. Identify and make available appropriate staff to be trained.
3. Emphasize continuous vetting as a fundamental principle of the Security Plan of the Security Cabinet of the Government of El Salvador.
4. Fully participate in programs to support the justice sector.
5. Fully participate in analysis of the current codes.

USG intended to:

1. Provide technical assistance to improve the management and investigative capacity of the Attorney General (AGO), Public Defender (PGR), and National Civilian Police (PNC), forensic services, judges and court personnel.
2. Support the development of effective case management models; improving police/prosecutor coordination; providing better and more equitable access to justice; re-engineering processes and change management procedures in the common crime unit; establishing career paths and leadership development within the Judicial sector; increasing accountability and transparency in the sector by enhancing judicial oversight and investigative capabilities; supporting civil society; and strengthening crime observatories.
3. Provide assistance to promote increased coordination between justice sector actors and institutions; improve management and administration of justice sector institutions; and increase effectiveness of criminal investigation.
4. Provide technical support in the areas of the pre-trial elements listed above as well as plea-bargaining (agreements with the public prosecutor's office).
5. Provide technical assistance to conduct an in-depth code analysis, draft legislative fixes, and develop strategies to enhance criminal justice efficiency and effectiveness relating to criminal procedure, an evidence code, and internationally accepted law enforcement tools; and implementing such legislation, procedures, and strategies.

Goal Activities

The Justice Sector Strengthening Project (JSSP), implemented by Checchi and Company Consulting, Inc., conducted activities for Security Goals 1&2. JSSP also supported activities for Security Goal 9. The government agencies overseeing these goals were USAID and co-lead INL. The JSSP coordinated criminal justice reform activities, such as community policing initiatives, judicial transparency assistance actions, and activities that promoted citizen participation and host country ownership in the work.

Context

The JSSP was a well-designed project that directly connected to the lines of action outlined in the JCAP. However, progress in justice sector reform moves slowly. The indicator of public satisfaction with the performance of the justice sector actually decreased between 2011 and 2013. This may be due to the negative campaign ads shown prior to the February 2014 presidential election which may have increased public perceptions of insecurity²⁴.

Scorecard Overview

Each of the seven completed six-month scorecards indicated that Goals 1&2 were “On Track”. Training and capacity building activities for civil service personnel and police were recorded in each semi-annual scorecard. In addition to trainings, the USG assisted GOES by providing technical assistance in improving procedures and establishing specialized units in the Attorney General’s Office to resolve cases, and establishing new investigative teams, among other actions. USG and GOES jointly designed a master’s degree program for forensics medical experts. Also, each scorecard recorded activities regarding the establishment of Victims Assistance Centers or the achievements at those centers.

Gender

The JSSP worked specifically on improving attention to victims of sexual, gender-based and domestic violence. For instance, the USG helped inaugurate assistance centers for victims of gender-based violence and a rape crisis center was opened in Santa Tecla.

Highlights

The USG and GOES designed the forensics medicine master’s degree program to improve the use of evidence in criminal cases. A study conducted from November 1, 2012 through the end of February 2013 showed a marked increase in domestic violence cases resulting in convictions²⁵.

Potential Lasting Effects

Infrastructure is in place to shelter victims of sexual and domestic violence through 22 total Victim Assistance Centers and a Rape Crisis Center. These facilities include family services and therapy centers for children. Additionally, the newly established master’s degree program in forensics medicine will continue to train Salvadorans beyond the PFG timeline.

²⁴ The semi-annual scorecard from November 2013 documented this explanation for decreasing public perception in the justice sector.

²⁵ The semi-annual scorecard from May 2013 documented this study

Goal 3: Reduce the impact of organized crime on small and medium businesses, potentially the most dynamic sector of the economy whose contribution to growth is key to the economic well-being of El Salvador.

LOAs

GOES intended to contribute to progress in this regard:

1. Maintain a permanent exchange regarding the employment status of special units and personnel trained and advised in accordance with Salvadoran procedures and regulations.
2. Improve supervision and control in accordance with the system of indicators of the Security Cabinet.
3. Support the implementation of necessary changes in practices and regulations and promote the approval of the necessary legislation.
4. Provide personnel, equipment, and facilities.

USG intended to:

1. Provide technical assistance, training, and mentorship for the units used to combat and prosecute crimes against businesses; and facilitate engagement between GOES and private sector.

Goal Activities

The Business Task Force, Anti-Gang Unit, and the Anti-Extortion Task Force were the three main projects responsible for fulfilling Security Goal 3. INL funded the work for this goal and DOJ/OPDAT implemented the activities for this goal. Activities under the two task forces included some publicity and outreach to the small business association and actions to pursue prosecutions for business crime and extortion.

Context

The work conducted in the pursuit of Security Goal 3 was particularly sensitive. The work done was so sensitive that embassy contacts asked the Midterm Evaluation to not evaluate this goal at all. Members of the organized crime task force needed to keep their identities secure in order to protect their safety. While they were doing good work and exemplified a successful model for future anti-crime work, their efforts were shadowed in order to protect them²⁶.

Scorecard Overview

Each of the seven published semi-annual scorecards reported Security Goal 3 as “On Track”. The scorecards most constantly reported the process of establishing the Business Crimes Task Force and also achievements of that force starting with the May 2014 scorecard.

Gender

We did not have access to any documents related to Security Goal 3 apart from the official scorecard reports. These reports did not specifically mention gender in terms of participants or outcomes.

²⁶ Interview data supported this assertion (Jennifer Johnson 10/25/2016)

Highlights

The task forces implemented for this goal were good models for future work on anti-crime efforts. However, the dangerous nature of the task force work prevented the public recording of much of their work throughout the PFG process.

Potential Lasting Effects

The model of the task-force working against organized crime is a lasting example for future efforts.

Goal 4: Facilitate economic growth by ensuring El Salvador’s labor force is protected from crime while transiting to and from work, and ensuring that the public transportation service providers serving the labor force are protected from crime.

LOAs

GOES intended to contribute to progress in this regard:

1. Maintain a permanent exchange regarding the employment status of USG vetted or USG trained and advised personnel in accordance with Salvadoran procedures and regulations.
2. Improve supervision and control in accordance with the system of indicators of the Security Cabinet.
3. In collaboration with the USG, review the current regulations of the public transportation sector, and identify areas to improve transparency and accountability.
4. Implement necessary changes in practices and regulations and encourage the approval of the necessary legislation.
5. Provide personnel, equipment, and facilities to support this program.

USG intended to:

1. Provide technical assistance, training, and mentorship for the vetted units to combat crimes involving public transit, and facilitate cooperation between GOES and private sector.
2. Provide technical assistance to help increase the transparency and accountability of the public transport system.

Goal Activities

The main project under Security Goal 4 were the Transit Crimes Task Force which was funded by INL while USAID acted as co-lead and provided assistance with the Transportation and Governance Project. DOJ/OPDAT was responsible for implementing the task force. The Public Transportation Task Force also supported this goal.

Context

In August 2013 the Ministry of Justice and Public Security assigned a new goal lead. This change in leadership on the GOES side may have affected the implementation potential of this goal.

Scorecard Overview

The third scorecard (May 2013) recorded Security Goal 4 as “Behind Schedule” because the task force had not yet been established during that reporting period. The other six all recorded this goal as “On Track”. Many of the goal activities recorded on scorecards provided little detail or follow-up. The anti-gang unit recorded a few activities under goal 4, this unit primarily operated for goal 3. The Transit Crimes Task Force recorded activities only under the May 2015, final scorecard. The most consistent

activities for this goal were those associated with the opening and operations of the Transparency House (Access to Information Office).

Gender

We did not have access to any documents related to Security Goal 4 apart from the official scorecard reports. These reports did not specifically mention gender in terms of participants or outcomes.

Highlights

A USAID official during an interview with us mentioned that while this goal seemed promising at first, there was a breakdown during implementation that limited the successes of this goal.

Potential Lasting Effects

A 911 system was launched as part of this goal. Also, citizens now have more access to information through the “Transparency House” which processes requests for information.

Goal 5: Remove assets from criminal organizations and fund and support security programs through seized property and assets.

LOAs

GOES intended to contribute to progress in this regard:

1. Submit and encourage the approval of necessary legislation in support of this goal

USG intended to:

1. Designate a Financial Crimes advisor in El Salvador on an intermittent basis to work with the GOES financial regulation authorities, the Attorney General’s Office; and the Financial Intelligence Unit.
2. Provide technical assistance to conduct an analysis of current laws, draft and implement legislative fixes, and develop strategies to enhance criminal justice efficiency and effectiveness relating to money laundering and comprehensive asset forfeiture, including the appropriate management and disposal of forfeited assets.

Goal Activities

According to a goal committee member for Security Goal 5, the primary projects responsible for Security Goal 5 were the Attorney General’s Office and the Judicial Studies Institute. The INL was the responsible agency for activities under these two programs and DOJ/OPDAT implemented them. However, the main project for this goal reported in the scorecards was a new asset forfeiture law.

Context

While the problem of criminal organizations persists, the asset forfeiture law began a legal process for seizing assets from criminal organizations. However, the broader issue remains.

Scorecard Overview

The semi-annual scorecards recorded Security Goal 5 as “Behind Schedule” three times. In May 2013, the Asset Forfeiture Law had not yet been approved by the legislative assembly. In November 2014 because the Supreme Court had not yet established a permanent Asset Forfeiture (AF) chamber by

year's end – representing a significant setback. And in May 2015 the goal remained behind schedule because the AF chamber had still not been established. Despite the reported activities from the goal committee member, the AF law was the primary source of activities and achievements recorded in the scorecard reports.

Gender

We did not have access to any documents related to Security Goal 5 apart from the official scorecard reports. These reports did not specifically mention gender in terms of participants or outcomes.

Highlights

Although the passage of the Asset Forfeiture Law was challenging, it represents the highlight of this goal and a significant development for El Salvador law.

Potential Lasting Effects

The Asset Forfeiture Law represents a significant legal change in El Salvador that will remain in effect.

Goal 6: Professionalize El Salvador's civil service and enhance public confidence in the government.

LOAs

GOES intended to contribute to progress in this regard:

1. Facilitate a discussion of the reforms with relevant sectors of the Salvadoran society through public and closed hearings.
2. Provide the necessary resources to implement the new law.
3. Select the members of the Access to Information Institute in a merit-based fashion, in accordance with established law and regulations.
4. Provide adequate budgetary resources for the functioning of the Institute of Access to Information, and the Access to Information Units.
5. Ensure merit-based hiring of personnel within the framework of the proposal to modernize the State, a plan under the responsibility of the Secretary for Strategic Affairs, through the Sub-secretary for Governability and Modernization.

USG intended to:

1. Provide technical assistance to promote and facilitate comprehensive civil service reform.
2. Support GOES in increasing responsiveness to accountability towards its citizens through increasing transparency in government and ethical behavior by public officials.

Goal Activities

The two primary programs responsible for Security Goal 6 were the Transparency and Governance Project and the Government Integrity Project. The Transparency and Governance Project also supported Security Goal 4, although its activities were reported mostly under goal 6. This project was administered by USAID and implemented by Casals and Associates. The Government Integrity Project was also administered by USAID and implemented by Tetra Tech DPK. The latter project started in March 2016, so its activities were not reported in any of the published scorecards. As part of the transparency program, a major activity included the establishment of the Institute for Access to Public Information (IAIP).

Context

Despite efforts in increasing transparency and access to the government, the degree of public confidence in the government decreased between 2012 and 2013. This may be due to the unpopular nature of the gang truce in effect²⁷.

Scorecard Overview

The semi-annual scorecards recorded Security Goal 6 as “Behind Schedule” in May 2012, November 2012, May 2013, November 2014, and May 2015. In May 2012 the persons responsible for the administration of the IAIP had not yet been selected and the budget had not been established. Members of the IAIP had still not been selected in November 2012. In May 2013 the budget transfer process had not been completed, limiting the performance of the IAIP. In November 2014 a draft bill for the new civil service law was still not formally submitted despite being under review for over a year. The bill remained under review in May 2015 causing the goal to remain behind schedule for the final scorecard report. The remaining two scorecards, November 2013 and May 2014 reported this goal as “On Track”. Despite these setbacks, the scorecard reports recorded a high level of activity with reference to new open access web platforms, civil service reform and accountability trainings, and the Access to Information Office – which received and fulfilled thousands of requests for information.

Gender

Although gender differentials did not appear in the scorecards for this goal, the Transparency and Governance project documents did account for female participation in the project training sessions. Also, one of the activities in the project was the completion of a study on female representation in the parliament.

Highlights

The Ministry of the Economy created the Transparency and Access to Information Department. And, also with USG technical assistance, the Institute for Access to Public Information was created. Over two million visits to the new “Useful Information” website, which hosts 52 databases of public information, were reported by May 2015.

Potential Lasting Effects

The Access to Public Information law went into effect on May 8th, 2012. From the passage of the law until 2015 49,563 requests for information were filed and 92% were fulfilled within an average of 4.83 days. This access to information will continue beyond PFG.

Goal 7: Promote a national dialogue on actions to improve citizen security in El Salvador. Actively involve all sectors of national life, including the private sector, the media, nongovernmental organizations, churches, etc. in efforts to solve the problem of insecurity.

LOAs

GOES intended to contribute to progress in this regard:

²⁷ While murders decreased, extortion and other gang-related crime that affects regular citizens continues unabated (Economist January 2015: <http://www.economist.com/news/americas/21641289-end-armistice-between-gangs-has-led-soaring-murders-broken-truce-theory>).

1. Pursue the relations necessary to secure commitments at all levels in the fight against organized crime.
2. Report periodically on progress in security plans and investments in security.

USG intended to:

1. Promote El Salvador's positive national dialogue related to improving citizen security and understand the roles of all stakeholders in making a more secure society.

Goal Activities

Through our communications with goal committee members, we were not able to get information about the names of projects or activities responsible for Security Goal 7. A multi-scale dialogue on crime prevention and national security as well as the promotion of PFG security goals were the primary activities reported for this goal in the scorecards.

Context

Although this goal was successful in that it promoted a dialogue, the newspapers and other media in El Salvador questioned the efficacy of that dialogue²⁸.

Scorecard Overview

Each of the published scorecard reports for Security Goal 7 reported this goal as "On Track". As stated in the Goal Activities section above, the primary activities reported in the scorecards for this goal were dialogue promotion with the private sector and at the national, state, and municipal levels as well as the promotion of PFG security goals.

Gender

We did not have access to any documents related to Security Goal 7 apart from the official scorecard reports. These reports did not specifically mention gender in terms of participants or outcomes.

Highlights

The President and Minister of Justice and Public Security consistently met with various sectors of society to promote a national consensus on crime prevention and public security throughout the PFG process despite an administration change. Also GOES and USG worked together to consistently promote PFG security goals.

Potential Lasting Effects

In addition to the national dialogue which was created and continued throughout PFG, USG and GOES carried out training for public affairs personnel in law enforcement institutions. The quality and quantity of information provided to the public should continue to improve.

Crime and Violence Prevention

Goal 8: Assist at-risk youth between ages 16-25 through efforts to afford them economic opportunities and engage them in productive activities.

²⁸ Information on media reports is from a key informant interview from 10/25/2016.

LOAs

GOES intended to contribute to progress in this regard:

1. Find beneficial participants and make efforts to identify promising job and education opportunities for the graduates of the training program. The Ministry of Labor is dedicated to ensuring that their national policy for youth employment encourages the employment of these individuals, and that the National Commission of Micro and Small Enterprises takes steps to facilitate the pursuit of beneficial self-employment opportunities.
2. Promote the establishment of a strategic partnership with the private sector to generate employment opportunities for at-risk youth and youth in the process of rehabilitation.

USG intended to:

1. Create a training program including vocational courses, remedial education, life skills and job skills training, community service, internships and job placement directed to at-risk youth. The US Government is dedicated to working with NGOs and local educational institutions in the identification of technical/vocational programs to be offered for at-risk youth.
2. Engage the private sector and local academic institutions to offer greater workforce training and vocational programs to better align the labor force's skills with current market demands. Engage with the private sector to promote greater involvement by the business community in educational programs that target at-risk youths.

Goal Activities

We did not receive program information from goal committee members or other documentation sources. From the scorecard semi-annual reports, we determined that the primary projects responsible for fulfilling Security Goal 8 were the Special Parks for Social Reinsertion and a Culture of Peace Project, the Temporary Employment Program, the Pact for Security and Employment, and the Civil Protection Training Program.

Context

The indicator for this goal was the number of at-risk youth who find employment or create businesses as a result of training. This indicator cannot be compared with scores before PFG took place. The effects of this training may be seen in the future with decreased numbers of young people entering gangs.

Scorecard Overview

Each of the semi-annual scorecard reports record Security Goal 8 as “On Track”. In addition to the programs listed in the Goal Activities section above, a new program called “Promote Youth Employment through Employer Partnerships in El Salvador” was announced in the final six-month scorecard report in May 2015. In addition to public programs assisting youth, USG established alliances with private companies to facilitate job interviews and access to employment for at-risk youth. Also the institutional mechanisms of the National Youth Employment Plan and a new Law for First Employment accounted for several activities reported under this goal in the scorecard reports.

Gender

We did not have access to any documents related to Security Goal 8 apart from the official scorecard reports. These reports did not specifically mention gender in terms of participants or outcomes.

Highlights

Tens of thousands of at-risk youth benefited from technical skills training, vocational training, and life-skills training. For example, 152,000 youth participated in the JUVENTOUR conference which offered training and employment opportunities to interested youth.

Potential Lasting Effects

The Law for First Employment approved by GOES (as reported in the November 2012 Scorecard) will help open job opportunities for youth well beyond the timeline of PFG.

Goal 9: Support the PNC to strengthen its service orientation as a means for violence prevention and effective crime control with a focus on building leadership skills within the police force and on improved relationships between police and communities.

LOAs

GOES intended to contribute to progress in this regard:

1. Demonstrate political will at the senior and mid-levels of the police to adopt community policing practices.
2. Continue to encourage implementation of the Ley de la Carrera Policial (Police Career Law).

USG intended to:

1. Targeted technical assistance to the PNC in adopting a force-wide community-based policing approach that is already being piloted in the country and championed by the PNC.
2. Training venues for the aforementioned force-wide community-based policing approach, sponsor regional officer exchanges to promote a regional approach to community-based policing and identification and implementation of best practices.

Goal Activities

Four primary programs supported Security Goal 9. These programs were the Model Police Precinct (MPP), the Gang Resistance Education and Training (GREAT) program, the Police Athletic League (PAL), and the National Academy of Public Security (ANSP) Police Academy Reform. These programs were under the responsibility of the INL and also implemented by INL with USAID as the co-lead for goal 9. The USAID-led program JSSP which primarily supported Security Goal 1&2 also contributed to goal 9. As mentioned in the Goal 1&2 section above, the JSSP was implemented by Checci and Company Consulting, Inc.

Context

The indicators for this goal include the number of municipalities implementing community policing programs and the incidence of selected violent crimes reported in targeted communities. The benefits of community policing may have been muted by the end of the gang truce in early 2014 as described above. The rapid increase in murders occurred despite the efforts of Security Goal 9.

Scorecard Overview

Each of the seven published semi-annual scorecard reports recorded Security Goal 9 as “On Track”. The scorecards recorded consistent achievements and activities for the programs MPP, GREAT, and PAL. There were many trainings recorded as well as the expansion of these programs into an increasing number of municipalities. ANSP was not named directly in the scorecards, but the Computer Statistics

(COMPSTAT) police management project moved from pilot project to implementation at the national level.

Gender

The scorecards did not mention gender issues or differentials for Security Goal 9. We did not have access to other documents on the four main programs. However, the supporting program JSSP worked specifically on improving attention to victims of sexual, gender-based and domestic violence.

Highlights

Tens of thousands of community members participated in outreach programs linked to the implementation of community policing programs. Also thousands of students graduated from gang resistance training which may empower young people for years to come.

Potential Lasting Effects

The great number of trainings for community members, police, and students may provide a slow release of benefits over several years. Also, community policing programs – and accompanying manuals - were implemented in 15 municipalities with an additional 20 municipalities in the process of implementation.

Goal 10: Improve educational opportunities for in school and out of school youth in targeted high risk municipalities with high crime rates. The USG is dedicated to supporting the Ministry of Education in implementation of their “Social Education Plan” and the GOES’ “Five Year Plan” by focusing efforts on the four areas of concern described in the plan.

LOAs

GOES intended to contribute to progress in this regard:

- I. Ensure participation of teachers, administrators, students, and parents. Sustain the leadership and commitment of the Ministry of Education to implement the full-time inclusive schools’ strategy.

USG intended to:

- I. Provide technical assistance; training for school principals, teachers, community, students in safe schools and full time inclusive schools; institutional strengthening of local implementing partners; sharing evidence-based practices in safe schools; monitoring and evaluation.

Goal Activities

The primary projects for Security Goal 10 were Adopt a School and Education for Children and Youth. USAID administered these programs. In addition, scorecard reports mentioned the Chance Project and Full-time Inclusive School Program. Apart from official programs, the US Embassy hosted and sponsored several activities such as a creative writing program and a pop art show to benefit youth.

Context

At the start of PFG, 13% of males and 35% of females ages 14-25 were neither working nor studying²⁹, with the situation being worst among youth 18-25. The danger for youth often stems from their

²⁹ Program Description for Education for Children and Youth program, page 17.

commute to school or work. Part of the work for Security Goal 10 went into building more vocational schools and primary schools so that people could attend closer to home. Goal 10 was successful in part because it went beyond bilateral cooperation and was multi-donor.

Scorecard Overview

Each of the seven published semi-annual scorecard reports recorded Security Goal 10 as “On Track”. Efforts to improve access to and quality of education included training in values and social skills, psychological support, after school activities, and school infrastructure and equipment improvements.

Gender

Gender and disability issues were transversal themes for the Adopt a School Program by including these themes in the school curriculum. The Education for Children and Youth program tracked attendance rates and scholarship recipients by gender (among other factors). Also the diagnostic baseline for working rates in out of school youth El Salvador was divided by gender.

Highlights

100,000 students and 9,000 out of school youth benefited from crime prevention activities sponsored by USG. These activities encourage out of school youth to return to formal education. The integrated system for full time school (SI-EITP) was expanded to 1,620 schools in 62 municipalities and reached over 450,000 students. As mentioned above in the Context section, this goal was successful in part because it was multi-donor, going beyond bilateral cooperation.

Potential Lasting Effects

Six digital centers were established to support schools. The large amount of school support and teacher training that took place during PFG will continue to benefit children and youth.

Goal 11: Prevent crime and violence in key municipalities of El Salvador and support reforms, as outlined in components 2 (Social Prevention of Violence and Crime) and 5 (Institutional and Legal Reform) of the National Policy for Justice, Public Safety and Violence Prevention.

LOAs

GOES intended to contribute to progress in this regard:

1. Identify dedicated staff to develop and support municipal crime prevention councils.
2. Identify dedicated funding to implement crime prevention plans at municipal level.
3. Promote the decentralization of authority and responsibility for preventing crime to the municipalities.
4. Improved coordination among line ministries with a stake, resources and mandate for addressing key risk factors (lack of access to education, and employment opportunities).
5. Strengthen cooperation between government security organizations and said communities.
6. Implement vocational training for at-risk youth.

USG intended to:

1. Provide technical assistance to promote and facilitate components 2 and 5 of the strategy.
2. Region-wide study of the issue of violence and security as it impacts community groups in the hemisphere to bring the community-level experience from the region to bear in El Salvador.

Goal Activities

The primary program that supported Security Goal 11 was CVPP. USAID and INL co-led this program and Creative Associates Inc. implemented it. As part of these programs, several institutions received training and support: the Office of Social Violence Prevention and Culture (PREPAZ), the Crime Prevention Council, and the Crime Prevention Observatory.

Context

The November 2012 scorecard reported a goal outcome that homicide rates decreased in 10 of the prioritized municipalities, similar to the national homicide rates. However, this may be due to the general decrease in homicides during the gang truce of 2012-2014 rather than the actions of PFG.

Scorecard Overview

Each of the published semi-annual scorecard reports recorded Security Goal 11 as “On Track”. In addition to providing support and training to the institutions listed in the Activities section above, GOES established the National Council for Citizen Security. The goal activities also included supporting families and youth with successfully implemented outreach centers. A National Violence Prevention Plan (2015-2019), jointly developed by USG and GOES was under final review at the final scorecard report.

Gender

We did not have access to additional documentation from the goal committee members. The available documents and scorecard reports did not mention gender in terms of participants or outcomes.

Highlights

The outreach centers associated with this goal were successful and were a good model to replicate elsewhere. 118 outreach centers nationwide provide services for 25,000 youth. These centers provide alternatives to crime and gang recruitment.

Potential Lasting Effects

The youth outreach centers are new institutions that will support youth after PFG concludes. The continued work on the national strategy to prevent violence as well as the newly formed National Council for Citizen Security will also continue to work on the issue of crime in violence in El Salvador.

Goal 12: Reduce overcrowding in prisons, thereby allowing the Salvadoran prison system to safely, securely, and humanely manage an increasing population.

LOAs

GOES intended to contribute to progress in this regard:

1. Improve the prisoner classification system.
2. Build a new prison facility and three prison farms, and implement an aggressive reintegration program.

USG intended to:

1. Provide technical assistance in the management of prisons/corrections, including mentoring and limited training in order to develop prison/correction officer train-the-trainer program, and develop and implement prison classification system.

2. Explore ways to work with U.S. state/local institutions, the Governments of Mexico, Colombia, and U.S. interagency actors.
3. Provide technical support in parole systems and prisoner classification systems.

Goal Activities

The three primary programs responsible for fulfilling Security Goal 12 were Prisoner Classification, Prison Refurbishment, and Yo Cambio Work-Release. INL was the agency responsible for overseeing and implementing these programs.

Context

Despite the efforts of Security Goal 12, prison overcrowding continued to be over 300% during the duration of PFG with minor improvements. The May 2012 Scorecard recorded overcrowding at 321%, in November 2012 it was “more than 300%”, and in May 2014 it was over 317%.

Scorecard Overview

Security Goal 12 started “On Track” through the first four semi-annual scorecards. But the May 2014, November 2014, and May 2015 reports record the goal as “Behind Schedule”. In May 2014 regulations for the implementation of an electronic surveillance system had not been approved. The November 2014 scorecard reported that regulations had still not been approved and that US efforts to assist in rehabilitation and classification of inmates had not moved forward. The final scorecard, May 2015, noted that the goal remained behind schedule due to the lack of a systematic implementation of a prisoner classification system. Generally speaking, the scorecards reported a medium level of activity with achievements such as opening low-security facilities, renovating existing facilities, and expanding the rehabilitation program Yo Cambio.

Gender

We did not have access to any documents related to Security Goal 12 apart from the official scorecard reports. These reports did not specifically mention gender in terms of participants or outcomes.

Highlights

Yo Cambio participation increased to 1000 inmates. However, the programs for this goal were not fully implemented by GOES. The Penitentiary Law, which allows two days removed from a sentence for each day worked had not been applied evenly, limiting the effectiveness of Yo Cambio.

Potential Lasting Effects

The improvements to prison infrastructure completed during PFG will continue to benefit the Prison System in El Salvador.

Goal 13: Enhance the security of the prisons for their improvement as correctional facilities, prevent them from perpetuating and magnifying criminal activity in El Salvador, and help former offenders become full, contributing members of society.

LOAs

GOES intended to contribute to progress in this regard:

- I. Improve the recruitment, training, management, and monitoring of prison personnel to ensure integrity and effectiveness within the prison system.

2. Continue the “Zero Corruption” program.
3. Strengthen the Penitentiary School.
4. Strengthen the penitentiary information system.

USG intended to:

1. Continue to make available the equipment, training and expertise needed to enhance security in the prisons, to include recommendations on technology that will aid in security.

Goal Activities

The three programs responsible for fulfilling Security Goal 13 were the Prison Intelligence Units, Virtual Courts, and the donation of cell-phone blockers. INL was both the lead and the implementing agency for these programs.

Context

This goal experienced some challenges in that the cell-phone blockers at the high-risk maximum security prison had not had the desired effect of limiting illicit activities within the prison system. However, reforms to the Telecommunications Law that would limit phone signals to levels as defined by the Superintendent of Electricity and Telecommunications (SIGET) was presented to the Legislative Assembly on December 12, 2013 and went into effect on May 1, 2015.

Scorecard Overview

Security Goal 13 was rated as “On Track” for each scorecard expect for May 2014 and November 2014 when it was rated as “Behind Schedule”. While the Special Investigative Units (SIUs) were equipped and operational, for the May 2014 scorecard the information regarding their reports needed to be shared more broadly. In November 2014, efforts to secure prisons had not advanced during the reporting period. By May 2015, progress moving high-risk inmates to maximum security prisons and limiting in-prison networks had progressed. In addition to establishing the SIUs and moving prisoners, the USG provided equipment and a virtual visitation system for high-risk inmates was established to limit contraband entering the prison system.

Gender

We did not have access to any documents related to Security Goal 13 apart from the official scorecard reports. These reports did not specifically mention gender in terms of participants or outcomes.

Highlights

In 13 of the 19 prisons, SIUs with anti-gang personnel were equipped and operational. GOES transported 55 high-ranking gang leaders to the Zacatecoluca prison, housed in a maximum security cells that were remodeled with USG support. Additionally, 2,600 inmates were moved to new prisons in order to limit in-prison networks from forming.

Potential Lasting Effects

Infrastructure for a more secure prison system, such as the virtual visitation system for high-risk inmates, will continue to limit contraband entering prisons. Also, the new Telecommunications Law will endure post-PFG.

Goal 14: Promote the use of extraditions as a deterrent for crime and a means to reinforce national security.

LOAs

GOES intended to contribute to progress in this regard:

1. Declare that extradition is an important tool in the fight against violent crime, organized crime, and narcotics trafficking.
2. Taking into account the outcomes of bilateral consultations, consider ways in which the bilateral extradition relationship can be enhanced.
3. Examine existing extradition legislation, and consider legislative changes, with a view to enhancing the effectiveness and efficiency of the extradition process.
4. If necessary, encourage subsequent consultations concerning the need for a new Extradition Treaty.

USG intended to:

1. Technical assistance to draft legislative fixes, develop strategies to enhance criminal justice efficiency and effectiveness relating to effective laws and procedures regarding extradition; and implementing such legislation, procedures, and strategies.

Goal Activities

The FBI administered activities for Security Goal 14. The Embassy Law Enforcement team was the primary USG-based implementer of the extradition work done for this goal. According to communications with goal committee members, the Embassy Law Enforcement Team extradited five individuals to the United States from 2010 to 2015. The work required DOS-DOJ coordination, prosecution that involved the Salvadoran Attorney General, and a lobby by the Political Section.

Context

In the past, the Salvadoran Supreme Court has not approved the extradition of Salvadoran citizens to the United States³⁰. Although five extraditions took place between 2010 and 2015, the Salvadoran Supreme Court did not approve any extraditions in 2016. This is probably due to the decision not to extradite the military officers accused of killing six Jesuit priests in 1989 to Spain. This goal was successful with extraditions, but it is difficult to explain these successes to the public.

Scorecard Overview

Security Goal 14 was recorded as “Behind Schedule” in the May 2012, November 2012, and November 2013 semi-annual scorecard reports. The other four reports recorded this goal as “On Track”. In addition to noting details about the extraditions, the scorecards also reported on USGs work on a draft standard flow procedure to systematize the process for both USG and GOES.

Gender

We do not have additional documentation apart from the scorecard reports and communications from the goal committee members. From the information we had, did not specifically mention gender in terms of goal priorities. However, all extradited Salvadorans were male.

³⁰ Semi-annual Scorecard Report May 2012

Highlights

Five extradition occurred between 2010 and 2015. Both Salvadorans and Americans worked closely to continue improving the ongoing procedures. The extraditions that occurred represented successful bilateral and interagency coordination.

Potential Lasting Effects

Five cases were solved by United States courts thanks to these extraditions. Also, the improvements in the extradition process will continue to help future extradition negotiations.

CONSTRAINT 2: Low Productivity in the Tradables Sector

Improve the institutional environment

Goal 1: Facilitate the establishment of a Growth Council to promote an environment of trust and improve the business climate (as measured by the Doing Business indicators) and investments in activities or sectors regarded as strategic. The goal in this area is that, by the end of the PFG, the GOES and the private sector will have established a relationship based on trust, understanding and clarity, in which private investment can have the greatest impact, spurring inclusive economic growth and improving social conditions in El Salvador.

LOAs

GOES intended to:

1. Officially establish a Growth Council at the national level made up of five representatives from the business community and five GOES officials, which will consult with the President on a quarterly basis. The objective of the Growth Council is to remove bottlenecks to growth by facilitating a climate of trust, communication, and collaboration between the two sectors; to discuss challenges and develop options for improving productivity; to monitor, evaluate, and report on PFG progress. The Growth Council will publish annually the results of diagnostic work using a series of indicators on bottlenecks to private sector investment.
2. Respond in writing to formal recommendations of the Growth Council within a reasonable time.
3. Ensure that the Growth Council consults on a regular basis with El Salvador's Economic and Social Council (CES), to better inform both bodies of the work and successes of each.
4. Use good offices in support of the creation and functioning of municipal-level councils aimed at encouraging competitiveness and growth.
5. Launch a national program of women producers and entrepreneurs.
6. Improve the civil service through targeted civil service reform of those areas identified by the Growth Council as bottlenecks to competitiveness in tradables and continue to pursue legislation aimed at broad-based civil service reform.
7. Pursue efforts to address shortcomings identified with the World Bank/IFC on the Doing Business Indicators.
8. Continue to research the challenges of productivity of the tradables sector.

USG intended to:

1. Use its good offices to ensure that the relationships between all segments of the private sector, domestic and international, and the GOES transpire in a constructive and complimentary atmosphere.

2. Provide technical assistance in establishing the Salvadoran Growth Council, municipal councils and share best practices from the U.S. Council on Competitiveness.
3. Promote actions and measures to improve “doing business.”
4. Support the GOES in identifying new strategies for improving the investment environment and developing operations in sectors and activities that have been identified as priority for the growth and development of the Salvadoran economy.
5. Provide technical assistance in continued research into the challenges of productivity of the tradables sector.

Goal Activities

Through communications with the goal committee members, we found that the semi-annual scorecard reports were the only reporting mechanism for the Growth Council once it was established. The goal lead on the USG-side was Trade Department-based, but generally the US Embassy let GOES take the lead on the Growth Council³¹. No other programs or projects were associated with this goal.

Context

According to our communications with the goal committee members, there were some private sector complaints about the Growth Council floundering for a time during 2015. So, the embassy worked to encourage the Technical Secretary to make the Growth Council meetings more productive. This may account for part of the negative trend in the private sector’s perception of the business climate in El Salvador throughout PFG. The final scorecard showed a slight improvement to this indicator.

Scorecard Overview

Two semi-annual scorecard reports recorded Tradables Goal I as “Behind Schedule”, May 2013 and November 2013. The other five scorecards reported this goal as “On Track”. Although the Growth Council increased in size and completed several actions, the Judicial Stability and Electronic Signature Laws were pending approval by the legislative assembly, slowing progress for the May 2013 scorecard. Similarly, in November 2013 reforms to the Public-Private Partnership Law which were important to the Council had still not been approved. The Growth Council activities reported in the scorecards reflected several achievements in legal reforms to facilitate business formation and attract foreign direct investment. It worked to improve business procedures and promote trade. Also the Council worked across multiple donors and institutions like the IFC and World Bank.

Gender

The November 2012 Scorecard mentioned that the National Commission for Micro and Small Businesses (CONAMYPE) conducted an assessment entitled “Integrated Framework for Assessment of a Favorable Environment for the Development of Women Entrepreneurs”.

Highlights

The Growth Council formed immediately, continued through the administration change, and kept meeting on a regular basis.

³¹ Email from Goal Committee Members to Isaac Morrison 9/14/2016

Potential Lasting Effects

The Growth Council formed the basis for the consulting group for the Alliance for Prosperity (A4P). It is a form of public-private dialogue that El Salvador can continue building upon and improving.³²

Investment in infrastructure

Goal 2: Reduce firms' costs due to infrastructure to improve their competitiveness.

LOAs

GOES intended to contribute to progress in this regard:

1. Submit the draft Public-Private Partnership bill, work towards its enactment, and secure the institutional strengthening required for its implementation.
2. Concession of the specialized multi-terminal Container Port, Stage I, of the Central American Port of La Union.
3. Support the development of areas adjacent to the La Union Port facilities.
4. Modernize and expand El Salvador's International Airport and seek out the best public-private participation options.
5. Promote a regulatory framework for renewable energy (MRER by its Spanish acronym).

USG intended to:

1. Provide technical support and assistance for public-private partnership legislation and project management.
2. Strengthen the public-private partnership management capacity at PROESA.
3. Provide technical assistance to support CEPA (Port Authority Executive Commission) in its effort to successfully complete a thirty-year operating concession of the Port of La Unión.
4. Back the La Union port concession by supporting GOES efforts to attract world class private operators.
5. Explore financing options for additional investments to upgrade the La Union port.
6. Provide technical support for air freight and airport infrastructure development once the airport has been concessioned.
7. Provide technical assistance in developing renewable energy.
8. Support knowledge transfer on capabilities for generating renewable energy.

Goal Activities

We did not have access to additional goal documentation or program names for Tradables Goal 2 apart from the semi-annual scorecard reports. The goal lead was based out of the Treasury Department. The main areas of activities were in supporting infrastructure improvements at La Union Port and the Comalapa/International Airport of El Salvador (AIES), in presenting a new Private Public Partnerships Law, and in improving and supporting renewable energy.

Context

While there was a lot of activity around Puerto la Union initially, the area is underused. The programs and activities under Tradables Goal 2 were often behind schedule and experienced some difficulty in progressing.

³² This information was gathered from our interview with Jennifer Johnson on 10/25/2016

Scorecard Overview

Tradables Goal 2 started “On Track” through the first five scorecards, but it was rated as “Behind Schedule” in November 2014 and May 2015. Despite progress in the AIES modernization plan, in November 2014 there was no strategy communicated on how to execute and finance the AIES expansion in a way consistent with the master plan. The master plan remained on hold in May 2015 during the final scorecard reporting period.

Gender

We did not have access to any documents related to Tradables Goal 2 apart from the official scorecard reports. These reports did not specifically mention gender in terms of participants or outcomes.

Highlights

The legislative assembly modified the La Union Concessions Law to make the process more flexible. Forty-Two companies received awards for renewable energy projects. Also, USAID sponsored a study on El Salvador’s public-private partnership environment aimed to improve the flow of ideas. Despite a well-designed master plan for AIES improvement, progress stalled during the project.

Potential Lasting Effects

The National Energy Council completed a new legal framework for renewable energy investments. Also the legislative assembly passed a law regulating concessions for small scale electricity generating projects. Despite the challenges and setback faced at the Airport, improvements were made or initiated for the food court, immigration and customs areas, waiting areas, and in the surveillance system that will continue to benefit El Salvador and its visitors.

Human Capital

Goal 3: Improve the quality of the education system in order to create a more highly qualified and technologically skilled labor force. The Governments of El Salvador and the United States will join forces to help ensure that education of the labor supply matches labor market demand, and they pledge to carry out the actions outlined below. The success of these actions will facilitate a cumulative investment in human capital that will boost the productivity of labor and of the tradables sectors.

LOAs

GOES intended to contribute to progress in this regard:

1. Develop an education and employment plan for youth and women.
 - a. Training programs in the English language and information and communications technologies (ICT) for the employed population and for youth.
2. Commit to making transformational reforms necessary to improve the quality of El Salvador’s education system.
3. Create a talent network of Salvadorans living abroad.
4. Support youth insertion in the labor market.
5. Improve basic computer training programs for entry level positions and for employees.
6. Improve English for the workplace programs for entry level jobs and for employees.
7. Strengthen and enhance productive diversification through scientific and technological innovation.

8. Focus on innovation and technological development in priority tradables sectors for the Salvadoran economy (e.g.: agro-foods, marine resource development, and development of the coastal-marine belt).
9. Design and create a program for the transfer and assimilation of ICT through public-private partnerships.
10. Strengthen INSAFORP (Salvadoran Institute for Professional Training) to orient their training programs toward strategic activities and identify synergies between separate initiatives for vocational and technical training.
11. Improve capacity to collect, analyze, use and disseminate labor market data in order to correct mismatches between labor supply and demand.
12. Use better data and analysis to project labor market demand in key tradables sectors, and transform vocational training programs.
13. Develop a youth scholarship program.

USG intended to:

1. Support teacher training in English.
2. Provide technical support to build the work skills of young people ages 16 - 25. (Access to work program and training of at-risk youth).
3. In consultation with the GOES, develop alliances, provide technical skills and language training assistance and develop alliances to improve access to employment for youth in El Salvador's tradables sector.
4. Technical assistance to improve labor market information systems to better match employers' needs and employee skills.
5. Help GOES build the capacity to conduct the surveys and analyze data needed to match labor supply with present and future labor market demand.
6. Help GOES improve services for job seekers, including through career counseling, web-based labor market information tools, and partnerships between industry and educational institutions.
7. Work with the GOES on efforts to improve tertiary training and higher educational quality linked to workforce needs, gaps, and opportunities.
8. Technical assistance to focus on innovation and technological development in priority tradables sectors.
9. Support the development of a youth scholarship program.
10. Support implementation of a talent network with Salvadorans living abroad.
11. Assist GOES in launching a dialogue between government, business and labor on strategies to encourage the creation of good jobs and improve productivity and competitiveness.

Goal Activities

The primary project for Tradables Goal 3 was the Higher Education Project. This was considered a hallmark PFG program as it was designed to target this goal specifically. The other two goals that supported Tradables Goal 3 were Improving Access to Employment Project and the LAC SEED Scholarship program. Both of these were started before PFG began and were wrapped into the PFG umbrella once the initiative began. These programs were all administered by USAID and the State and Labor Departments helped contribute. Improving Access to Employment was implemented by CARANA.

Context

In the 2014-2015 Global Competitiveness Index, the "Higher Education and Training" sub-index ranked El Salvador 94/144. This was an improvement from 100/148 in 2013-2014. However, the "Labor Market Efficiency" sub-index dropped from 121/148 in 2013-2014 to 1255/144 in 2014-2015. Despite the high

level of activities completed for Tradables Goal 3, the primary surge of the Higher Education Project started in June 2014. It would likely take several years for the international effects of this project to be observed.

Scorecard Overview

Each of the seven published scorecard reports recorded Tradables Goal 3 as “On Track”. According to the activities recorded in the scorecards, this goal was very active during each reporting period. The primary areas of action and achievements included vocational training to adults and youth, bilateral relations improvements, science and technology workshops, studies by INSAFORP, private sector involvement in education, English education training, work programs, and scholarships, student exchanges, information and communications technology, job placement – including job fairs, and the collection of labor data.

Gender

The Higher Education Project included gender as a cross-cutting issue in line with USAID priorities. From the original Statement of Work, this project was designed to disaggregate all people-level results and indicators by sex. The project aimed to ensure that men and women had equitable access to participation.

Highlights

Tradables Goal 3 higher education program was a hallmark program of PFG. Through this program, 268 students received scholarships to study abroad in the United States and 215 students receive English Access Micro-Scholarships. Thousands of students received jobs training through INSAFORP and USG combined support.

Potential Lasting Effects

A “My First Job” Law will continue to benefit youth. GOES held registration sessions for youth and business owners in order to familiarize people with the law.

Strengthening tax collection and transparency

Goal 4: Raise (net) tax revenues to 16 percent of GDP by 2015 and use public resources efficiently and transparently. These goals are also included in the implementation of the fiscal pact, which is an integral part of the PQD priority areas, as defined by the Economic and Social Cabinet.

LOAs

GOES intended to:

1. Improve its information systems and taxpayer databases to reduce tax evasion and avoidance.
2. Improve transparency and efficiency in the use of public resources.
3. Improve legal and accounting systems and strengthen rule-based government to be able to move toward results-based budgeting in several sectors.

USG intended to:

1. Engage in programs to optimize processes, promote greater transparency, and ensure that taxpayer rolls are consistent and transparent.
2. Provide technical assistance to improve tax administration and reduce evasion and avoidance.

3. Provide technical assistance to develop a results-based budget with a multi-year perspective.
4. Support to implement the Law on Access to Public Information.
5. Provide technical assistance to improve customs administration.
6. Offer programs to improve tax collection.
7. Support improved tax collection at the municipal level through Domestic Finance for Development (DF4D). DF4D supports domestic revenue mobilization, transparency and anti-corruption, each activity reinforcing the other and putting developing countries on a stronger path towards sustainable and broad economic growth and opportunity.

Goal Activities

The central program that organized activities for Tradables Goal 4 was the Fiscal Policy and Expenditure Management Program (FPMP). The administrative agency for this program was USAID and the implementing organization was Development Alternatives, Inc. USAID and DAI worked directly with the Director of Fiscal Policy for GOES. The main components of the FPMP were public expenditure management, tax revenue mobilization, and private sector outreach.

Context

This goal was successful in that the 16% tax occurred. However, the message and success of the fiscal policy behind this goal was reported by one closely involved USG official as being difficult to communicate to the Salvadoran public.

Scorecard Overview

Each of the seven published semi-annual scorecard reports recorded Tradables Goal 4 as “On Track”. The activities reported in the scorecard reports for this goal included technical changes to the tax code and tax law, new systems to register taxpayer information, the formation of a results-based budget, and electronic systems to prevent tax evasion. In addition to supporting Security Goal 6, the Access to Public Information Law that the legislative assembly passed in 2012 also affected this goal by improving tax code transparency.

Gender

The USAID-format reporting for FPMP noted the gender of participants in annual evaluation reports and one scorecard. For example, the scorecard from November 2014 noted that in the training that GOES received on the use of the annual acquisitions plan and hiring for 604 electronic public procurement system (COMPRASAL II) module officials, 313 of these officials were women. The final evaluation report noted that GOES does not have guidelines or practices to advance gender equality. Budget practices should incorporate Gender Responsive Budgeting.

Highlights

GOES reformed the tax law and tax code. GOES adopted international public sector accounting standards (IPSAS) with USG assistance.

Potential Lasting Effects

The tax codes have been reformed and the budget plan has been modernized to a results-based model. These changes will assist El Salvador moving forward.

Attracting foreign direct investment

Goal 5: Support a strategy for attracting and promoting foreign direct investment and making El Salvador a more attractive place for foreign investment. The measures described are aimed at streamlining the establishment of operations for potential investors and simultaneously focusing on and scaling up efforts to promote and attract investments.

LOAs

GOES intended to:

1. Strengthen institutional capacity to conduct market studies.
2. Encourage investments from Salvadorans residing in the United States.
3. Strengthen, finance and support the Ministry of the Economy and PROESA to implement the proposed measures.
4. Continue ongoing efforts to develop and implement the Integrated Investor Attention System (SIAI).
5. Develop and implement a strategy to address the causes and barriers that have kept investors from setting up operations in El Salvador.
6. Strengthen high quality infrastructure in the inspection, certification and laboratory test services offered by the Plant Health Department (DGSV) under the Ministry of Agriculture and Livestock.
7. Strengthen PROESA's institutional capacity to identify and prioritize strategic sectors for the promotion and attraction of investments and for the development of an investment promotion strategy.
8. Design and implement a country image strategy based on studies of the perceptions of the business sector in the United States and other countries of interest, in order to boost investment and trade.

USG intended to:

1. Offer institutional strengthening of PROESA in trade and investment facilitation.
2. Support improvements in the local business climate through the Municipal Competitiveness Project; provide technical assistance to municipal councils.
3. Partner with the IFC to use Doing Business Indicators as a diagnostic for the Growth Council.
4. Undertake a review of the laws and processes in El Salvador that facilitate investment in order to create an incentives system tailored to different types of investors in key sectors.
5. Support GOES in the design and implementation of a country image strategy based on studies of the perceptions of the business sector in the United States and other countries of interest, in order to boost investment and trade.

Goal Activities

The primary project that was responsible for Tradables Goal 5 during the earlier PFG implementation was the Municipal Competitiveness Project (MCP). This project was administered by USAID and the MCC and implemented by RTI International. The goal lead for this goal was MCC-based. In November 2015, MCC's accountable entity FOMILENIO II supported the creation of the Regulatory Improvement Institutions (OMR in Spanish). OMR will prioritize and promote investment climate reforms.

Context

This goal was related to the second MCC compact and the activities of this goal were a good result of the compact and MCC's continuing role in El Salvador. The increase in activities after 2015 may partly explain why the indicators for this goal showed only moderate improvement during PFG.

Scorecard Overview

Five of the seven published semi-annual scorecard reports recorded Tradables Goal 5 as “Behind Schedule”. Although progress was made to strengthen PROSEA, GOES did not name a permanent director by the November 2014 reporting period. The goal was again “Behind Schedule” in May 2015 because the Public-Private Partnership laws were not yet in force, although it was anticipated that year. Activities reported in the scorecards included promoting and attracting foreign direct investment, strengthening PROSEA, developing, proposing, and attaining the MCC compact, facilitating trade, and improving the business climate through reforms and dialogue assistance.

Gender

A 2013 audit of the Municipal Competitiveness Project completed by the USAID Office of the Inspector General found that USAID did not fully implement a gender analysis. The audit recommended reaching out to women’s groups, increasing the focus on collection of gender data, and using gender indicators. The final report for the MCP (2015) did divide participants by gender.

Highlights

MCC signed a \$3.37 million grant with Aeroman Aeronautics to benefit more than 800 technicians and engineers in civil aeronautics³³. GOES reduced regulations to improve the business climate and ease investment procedures.

Potential Lasting Effects

The legislative assembly passed legislation to strengthen PROSEA in April 2014. OMR will continue to promote investment climate reforms moving beyond PFG. FOMILENIO II continues to vet proposals.

Strengthening institutions and businesses for internationalization

Goal 6: Surmount low productivity of tradables by transforming factors of production of the tradables sector through the implementation of strategies to improve innovation and quality, and a focus on the international market. As a result of PFG, Salvadoran firms will be more prepared to confront global markets and compete successfully and the necessary institutions will be prepared to support them.

LOAs

GOES intended to:

1. Strengthen the technical capacity of PROESA.
2. Strengthen the Ministry of Economy and PROESA to continue developing the production and export strategy which improves innovation and quality.
3. Work with the USG to facilitate the export process.
4. Create an integrated system to serve small and medium enterprises seeking to export.
5. Strengthen and increase diversification through innovation.

USG intended to:

1. Provide technical assistance for the Ministry of the Economy and PROESA to serve SMEs seeking to export.
2. Support the establishment of small business development centers throughout the country.

³³ Communications between goal committee members and Isaac Morrison 11/3/2016

3. Increase internationalization of Salvadoran firms through guided processes or “mentoring.”
4. Explore ways to facilitate the speed of exports from El Salvador to the United States and reduce the rejection rate of Salvadoran exports at the United States border.
5. Support the increased participation of the Salvadorans living abroad in the Salvadoran economy.
6. Promote opportunities for bi-national business alliances in the tradables sector.

Goal Activities

The primary program that supported Tradables Goal 6 was the USAID SME Development Program. This program was administered by USAID and implemented by Chemonics. The goal lead was USAID-based, although MCC and Department of Commerce contributed as well. Other agencies that supported this goal were the Inter-American Foundation (IAF) and the Foreign Commercial Service (FCS).

Context

The indicators for Tradables Goal 6 were the Global Competitiveness Index Score in business sophistication and the number of businesses with sales over \$500,000 that are exporting. The numbers of businesses decreased and then increased towards the end of PFG while the business sophistication score improved over PFG. The moderate drop in businesses exporting during the middle of the project may be due to an increase in crime due to the above mentioned gang truce end in 2014.

Scorecard Overview

Each of the seven published semi-annual scorecard reports recorded Tradables Goal 6 as “On Track”. The scorecards recorded a high level of activities across diverse areas of reform and action. The goal supported small and medium enterprises by working with the private sector, focusing on women entrepreneurs, simplifying procedures, expanding El Salvador’s value-added supply chain, promoting the effectiveness of Salvadoran institutions, engaging the diaspora, and promoting business development. In addition to the SME Development Program, the scorecard reports also noted the Export Step By Step Program and the Export More Program.

Gender

The SME Development Program was designed to target gender-based constraints to create conditions for the full participation of men, women, and the disabled³⁴. Also, the program supported the organizations like Vital Voices, which promotes SMEs led by women. Reporting for the program, including the scorecards, noted participation by women.

Highlights

GOES implemented a customer service single window at the Center for Imports and Exports (CIEX) and reduced response time, saving \$10.1 million for businesses. Through Vital Voices, over 400 women entrepreneurs were trained to develop export capacity. Small Business Development Centers assisted 3,200 SMEs, generated \$19 million in new sales and created 5,000 new jobs in 2014 alone.

Potential Lasting Effects

As a successful, PFG-based program, the SME Development Program was renewed for future work.

³⁴ Annual Work Plan Documentation (Oct 2012-Sep2013)

ANNEX VII: SELECTION PROCESS FOR GOALS EXAMINED

Goal Evaluability Assessment and Selection

PFG in El Salvador addresses two primary constraints to economic growth and 20 goals aimed at easing those constraints. There are multiple LOAs associated with each goal totaling 153 to be undertaken by the GOES and USG.

The evaluation team conducted a focused evaluability assessment (EA) to identify the evaluability of specific goals and, where possible, leverage and update the results of the midterm evaluation's 2014 EA Report. The team used this EA to determine which goals would be good candidates for a more in-depth examination to assist in answering the EQs.

The EA used available information to conduct a goal-by-goal assessment of

1. Data availability and gaps, including start date
2. The amount of activity associated with each of the goals
3. The clarity of the problem diagnostic and an assessment of the situation baseline
4. An analysis of the causal logic
5. The clarity surrounding the intended beneficiaries

The team scored these five evaluability criteria using the following methodology:

- Individual goals scored as low, medium, or high separately for each of the five criteria.
- Low, medium, or high ranking assigned based on the level of information provided by documents as well as the level to which each goal was able to meet the each of the evaluability criteria.
- The team considered a goal as not evaluable if it scored a low on three or more of the five criteria.

Subsequent to EA, the team used information from early interviews with select USG stakeholders and decision-makers with broad or high-level knowledge of PFG in El Salvador to identify which of the goal areas presented the most promising avenues for insight and lessons learned. This included a range of early stakeholder opinions on which goals were least or most successful, challenging, and interesting in their execution. Although these stakeholder opinions carry with them no assumption of objectivity, they were nonetheless useful in finalizing the following list of goals:

- Tradables goal 1: Facilitate the establishment of a Growth Council to promote an environment of trust and improve the business climate and investments in activities or sectors regarded as strategic
- Tradables goal 3: Improve the quality of the education system in order to create a more highly qualified and technologically skilled labor force.
- Crime/insecurity goal 8: Assist at-risk youth between ages 16-25 through efforts to afford them economic opportunities and engage them in productive activities
- Crime/insecurity goal: 10: Improve educational opportunities for in school and out of school youth in targeted high risk municipalities with high crime rates.

I. Evaluability and Other Criteria

Data Availability and Gaps (including start date)

The EA began with an extensive review of USG documents. In particular, documents from goal committee members and officials at the U.S. Embassy in San Salvador formed a baseline for understanding the documentation produced for each goal. Also, the team closely reviewed data from the PFG scorecards and publicly available PFG documents. Relevant documents included but were not limited to:

- Annual reports, evaluations, and project descriptions
- Email communications with goal committee members and goal leads
- Semi-annual scorecards
- U.S. mission activity trackers and
- Documents from GOES relating to PFG goals

The Amount of Activity

The second EA criterion was the amount of activity recorded for the goal. The team took both LOA and activity lines into account when deciding the score for this criterion.

Clarity of the Problem Diagnostic and an Assessment of the Situation Baseline

The third EA criterion involves assessing the problem diagnostic and the situation baseline. Whether the baseline status in November 2011 was clearly assessed or understood by implementing agencies affected the team's ability to measure subsequent changes. In some cases, there is a lack of available performance data on PFG activities, making assessments challenging.

Causal Logic of Activities, Objectives, and Outcomes

The fourth EA criterion addressed the clarity of each goal's causal logic. Examining work plans, objectives, activities, and intended outcomes for each goal, the team addressed how clear the link was between these aspects. Work plans, when available, were most useful for the evaluation of this criterion.

Intended Beneficiaries

This fifth and final criterion assessed whether the intended beneficiaries were clearly and systematically identified. Sometimes the beneficiaries varied by LOA within an overarching goal, and beneficiaries were at times not clearly defined for particular goal activities. Although the JCAP addressed beneficiaries broadly, this criterion examined the more narrowly focused beneficiaries for activities under each goal.

II. Evaluability Assessment Findings by Goal

The following section provides information on the team's assessment of each goal when reviewed based on the EA criteria. The results appear first in summary in the following table, and then in detailed findings for each goal.

Crime and Insecurity Goals	1. Data Availability (Midterm*/ Current)	2. Activity Level (Midterm/ Current)	3. Problem Diagnostic (Midterm/ Current)	4. Causal Logic (Midterm/ Current)	5. Clarity of Intended Beneficiaries (Midterm/ Current)	Midterm Evaluability Assessment	Used at Midterm for In-depth Analysis	Evaluability Assessment
1	Medium/ High	Medium/ High	High/ Medium	High/ Medium	High/ Medium	Y	Y	Y
2**								
3	NA/ Low	NA/ Low	NA/ Medium	NA/ Low	NA/ Medium	N	N	N
4	Medium/ Low	Medium/ Medium	Medium/ Medium	Medium/ Low	Medium/ Low	Y	Y	N
5	Medium/ Low	Medium/ Low	Low/ Medium	Low/ Medium	Low/ Low	N	N	N
6	Medium/ High	Medium/ High	High/ High	High/ High	High/ Medium	Y	N	Y
7	Medium/ Low	Medium/ Low	Medium/ Medium	Medium/ Low	Medium/ Low	Y	N	N
8	High/ Low	High/ Medium	High/ Medium	High/ Medium	High/ High	Y	N	Y
9	Medium/ Low	Medium/ High	High/ Medium	High/ Medium	High/ Medium	Y	N	Y
10	Medium/ High	Medium/ High	High/ High	High/ High	High/ High	Y	N	Y
11	Medium/ Medium	Medium/ High	High/ Medium	High/ Low	High/ High	Y	Y	Y
12	Medium/ Low	Medium/ Medium	Medium/ Medium	Low/ Low	Medium/ Medium	Y	Y	Y
13	Low/ Low	Low/ Medium	Low/ Low	Low/ Low	Low/ Medium	N	N	N
14	NA/ Low	NA/ Low	NA/ Medium	NA/ Low	NA/ Low	N	N	N

*At the midterm report, data availability score was combined with activity level into one evaluation criterion. Here the single criterion value is reported twice under criteria 1 and 2.

Tradables Goals	1. Data Availability (Midterm/ Current)	2. Activity Level (Midterm/ Current)	3. Problem Diagnostic (Midterm/ Current)	4. Causal Logic (Midterm/ Current)	5. Clarity of Intended Beneficiaries (Midterm/ Current)	Midterm Evaluability Assessment	Used at Midterm for In-depth Analysis	Evaluability Assessment
1	Low/ Low	Low/ Medium	Medium/ Medium	Low/ Low	Medium/ Medium	Y	N	Y
2	Low/ Low	Low/ High	Low/ Medium	Low/ Low	Low/ Medium	N	N	Y
3	High/ Medium	High/ High	Medium/ Medium	Low/ Medium	High/ Medium	Y	Y	Y
4	Medium/ High	Medium/ Medium	Medium/ Medium	Low/ Medium	Low/ Low	Y	N	Y
5	Medium/ Medium	Medium/ High	Medium/ Medium	Low/ Low	Low/ Medium	Y	Y	Y
6	Medium/ High	Medium/ High	Medium/ Medium	Low/ Medium	Medium/ Medium	Y	Y	Y

CONSTRAINT 1: Crime and Insecurity

Goals 1&2: Strengthen Justice Sector Institutions and Improve Criminal Justice Procedures

Data Availability: High

This refers to availability of data and gaps, including start date

The Security Goals 1 and 2 are treated as a unit here because they are reported together in the semi-annual scorecards and they share the same program for implementation. In 2012 GOES and USG officials decided to fold Goals 1 and 2 into a single goal and the change is reflected in the scorecards starting with scorecard three³⁵. The program which is responsible for Security Goals 1 and 2 is the Justice Sector Strengthening Program (JSSP), implemented by the contractor Checchi and Company Consulting, Inc. The contract was awarded on March 4, 2013 by the USAID and the work plan was approved on May 29, 2013.

We did not receive any data or documents for Security Goals 1&2 from the goal leads or other goal committee members. However, we utilized internet sourcing and the Midterm Evaluation and the Midterm Evaluability Assessment to gather several useful documents and applicable information. We assessed one program fact sheet, four quarterly reports, and two annual reports for the JSSP program. We do not have access to the original statement of work or a complete set of annual or quarterly reports. Helpfully, these goals were analyzed in-depth as a case study during the Midterm Evaluation. The Midterm Evaluation Addendum – Case Studies of 7 Selected Goals provides a great deal of secondary sourced data for our understanding.

Activity Level: High

We inventoried 44 lines of activity for these combined goals: 25 specifically related to Security Goal 1 and 19 associated specifically with Security Goal 2. This is high compared with the other goals. There are 10 LOAs outlined in the JCAP (updated version) for Security Goal 1 and 2. In our inventory we could connect nine of the ten LOAs listed for the combined Goals 1 and 2 to activities recorded.

Diagnostic Clarity: Medium

The Perceptions of Security and Confidence in Public Institutions (July, 2016) document provides us with longitudinal data for assessing public perceptions in justice and security institutions.

In addition to public perception indicators, the scorecards indicate that the number of criminal cases solved through alternative sentencing processes is another indicator for this project. However, the scorecards do not report this indicator after November 2012. Although there are indicators developed for this program, data are not readily reported in the scorecards. The documents available through internet sourcing (annual and quarterly reports) do not include clear quantitative figures but rather descriptive reporting of project achievements and activities. With additional documents or access to the indicator tables that were made available to the midterm evaluation, we could have better clarity of the problem diagnostic.

³⁵ As reported in the Midterm Evaluation (pg. 83)

Causal Logic: Medium

The Annual and Quarterly reports include detailed work plans and progress reports in an annex. These work plans are consistent and logical. We do not have access to any work plans, so we are missing some of the baseline organizational structure of this large project.

Clarity of Beneficiaries: Medium

While the beneficiaries are clearly defined in terms of justice administration agencies which are targeted for reform, the specifications and additional data tables are missing from our documentation.

Midterm Status

As the summary chart indicates, the status for this goal at midterm was evaluable.

Goal	Data Availability	Problem Diagnostic	Causal Logic	Intended Beneficiaries	Midterm Evaluability Assessment
Goal 1&2	Medium	High	High	High	YES

Total Score and Conclusion

Goal	Data Availability	Activity Level	Problem Diagnostic	Causal Logic	Intended Beneficiaries	Evaluability Assessment
Goal 1&2	High	High	Medium	Medium	Medium	YES

Goal 3: Reduce Impact of Crime on Businesses

Data Availability: Low

Interestingly, this goal was not considered for evaluation at the time of the Midterm Report. Due to operational reasons, El Salvador requested that the goal not be evaluated in-depth. KII data suggests that the anti-corruption task force associated with this goal was highly sensitive and needed to operate covertly for the safety of those involved.

We reached out via email to the goal committee lead for information regarding Security Goal 3. While we did not receive any specific restrictions for this goal, the only data we received from goal committee members for Security Goal 3 was the project name responsible for fulfilling the goal objectives. According to email communications with goal committee members, the Business Task Force was the only project listed under this goal. It was funded by INL and implemented by DOJ/OPDAT. We did not receive any documentation about this goal and we did not attain any documents through internet sourcing. Based on the scorecard documentation, we also recognize another program under this goal: The Anti-Extortion Task Force.

Activity Level: Low

Three main special police units dominated the reported activities for Security Goal 3, the Anti-Gang Unit, The Business Crimes Task Force, and the Anti-Extortion Task Force. The Business Crimes Task Force was the most actively reported on, but overall the reported activity level for this goal was low compared with other goals. Additionally, only two out of five LOAs were clearly reported in the semi-annual scorecards.

Diagnostic Clarity: Medium

We do not have specific documentation on the situation baseline for the effects of crime on businesses. However, the semi-annual scorecards indicate that a public survey was conducted to measure the perception of the small and medium-sized businesses' satisfaction with police actions before November 2012. A follow-up public perception survey was completed in 2013.

Causal Logic: Low

We cannot establish a clear causal logic for Security Goal 3 without work plans or stated objectives and intended outcomes. Based on information found in the semi-annual scorecard reports the implied causal logic from activities conducted indicates that corruption is a major criminal hindrance to small and medium sized businesses. But, it is unclear from the scorecards whether or not GOES and USG addressed all promised government contributions as explained in the JCAP.

Clarity of Beneficiaries: Medium

Although we did not have reports or work plans with which to draw information, the beneficiaries of the special police task forces were clearly small and medium sized businesses. These businesses were not more specifically defined in the semi-annual scorecards, but we do know that the programs were implemented on a national scale.

Midterm Status

As the summary chart indicates, the status for this goal at midterm was not for consideration at all.

Goal	Data Availability	Problem Diagnostic	Causal Logic	Intended Beneficiaries	Midterm Evaluability Assessment
Goal 3	Not for Consideration				

Total Score and Conclusion

Goal	Data Availability	Activity Level	Problem Diagnostic	Causal Logic	Intended Beneficiaries	Evaluability Assessment
Goal 3	Low	Low	Medium	Low	Medium	NO

Goal 4: Reduce the Impact of Crime on Commuters/Public Transportation

Data Availability: Low

After reaching out to goal committee members through email, we received the name of one of the programs responsible for this goal, the Transit Crimes Task Force. We did not receive additional documents. The only documents we have for Security Goal 4 activities are the semi-annual scorecards and information found in the Midterm Evaluation. The midterm evaluators chose Security Goal 4 for in-depth analysis in the case study addendum. From the Midterm Evaluation, we also learned that the goal committee member that we emailed indicated that INL funded the Transit Crimes Task Force program and that DOJ/OPDAT implemented it, we learned from the Midterm Evaluation that USAID co-led and assisted with Security Goal 4 with the implementation of the Transparency and Governance Project. Additionally, the Midterm Evaluation indicated that the International Criminal Investigative Training Assistance Program (ICITAP) through DOJ also played a role. Our inventory of the semi-annual

scorecards also indicated that a Public Transportation Task Force played a role in implementing this goal as well.

Activity Level: Medium

In our activity inventory, we noted 19 separate lines of activity for Security Goal 4. We could connect five of the seven LOAs for this goal to activities documented in the semi-annual scorecards. The activity for this goal decreases in more recent semi-annual reports compared with earlier reports.

Diagnostic Clarity: Medium

We do not have documentation referring to a measure of the situation baseline for the effects of crime on public transportation. However, the November 2012 scorecard and the November 2013 scorecard both report results of public perception surveys which measured people’s perception of safety on public transit routes. This provides a baseline – albeit not from the start of PFG, November 2011 – and a follow-up measurement for Security Goal 4. The results of the follow-up survey indicate that the perception of safety on public transit fell by 12% between November 2012 and November 2013.

Causal Logic: Low

We were unable to determine causal logic for Security Goal 4 due to our lack of access to work plans connecting objectives and outcomes. Based on information found in the semi-annual scorecards, the activities reported seem to align with the LOAs for this goal, particularly the specific actions that call for special police units and prosecutors. The more robust USAID program, Transparency and Governance program, contributed to Security Goal 4, but activities regarding law changes or institutional reform were not reported under this goal in the scorecards.

Clarity of Beneficiaries: Low

The beneficiaries were rarely clearly noted in the semi-annual scorecard reports. We can infer from the goal information and activities indicated in the scorecard reports that the beneficiaries are the general public or commuters of public transit.

Midterm Status

As the summary chart indicates, the status for this goal at midterm was evaluable.

Goal	Data Availability	Problem Diagnostic	Causal Logic	Intended Beneficiaries	Midterm Evaluability Assessment
Goal 4	Medium	Medium	Medium	Medium	YES

Total Score and Conclusion

Goal	Data Availability	Activity Level	Problem Diagnostic	Causal Logic	Intended Beneficiaries	Evaluability Assessment
Goal 4	Low	Medium	Medium	Low	Low	NO

Goal 5: Remove Assets from Criminal Organizations

Data Availability: Low

We reached out via email to goal committee members for information and documentation regarding Security Goal 5. From these exchanges we found that this goal had two programs responsible for fulfilling the stated LOAs: the Attorney Generals’ Office Forfeiture Unit and the Judicial Studies Institute. These two programs received funding from INL and were implemented by DOJ/OPDAT. We did not have access to any other documentation or information apart from the semi-annual scorecard reports.

Activity Level: Low

There are relatively few activities for Security Goal 5 compared with the other PFG goals. We inventoried ten activities for this goal. Two out of the three LOAs were specifically addressed in activities recorded in the semi-annual scorecard reports. Despite the low level of activity, the drafting and approval of the Asset Forfeiture Law was an important legislative action. The law did not fix the problem, but was an important law nonetheless.

Diagnostic Clarity: Medium

The indicator for this goal is the number of asset forfeiture cases and the value of those assets seized. The indicator started at zero from November 2011, the start of PFG. Although there was a delay while the asset forfeiture law was being approved by the legislative assembly, the November 2014 and May 2015 scorecards indicate asset forfeiture cases and asset values as goal outputs.

Causal Logic: Medium

We were unable to determine causal logic for Security Goal 5 from work plans due to our lack of access to documentation connecting objectives and outcomes. However, we can infer a strong connection between the JCAP and the documented activities in the semi-annual scorecard reports. The passage of the asset forfeiture law and subsequent seizures of assets strongly follows the stated LOAs and specific actions of the JCAP. However, we lack the detailed work plans needed to give a higher score to the causal logic for Security Goal 5.

Clarity of Beneficiaries: Low

The intended beneficiaries for Security Goal 5 are unclear. We can infer that the beneficiary is society at large. The semi-annual scorecard reports do not clearly indicate beneficiaries and we do not have further documentation to clarify.

Midterm Status

As the summary chart indicates, the status for this goal at midterm was not evaluable.

Goal	Data Availability	Problem Diagnostic	Causal Logic	Intended Beneficiaries	Midterm Evaluability Assessment
Goal 5	Medium	Low	Low	Low	NO

Total Score and Conclusion

Goal	Data Availability	Activity Level	Problem Diagnostic	Causal Logic	Intended Beneficiaries	Evaluability Assessment
Goal 5	Low	Low	Medium	Medium	Low	NO

Goal 6: Strengthen El Salvador's Civil Service

Data Availability: High

We requested documentation via email from goal committee members and received back program information and four semi-annual reports. The programs associated with Security Goal 6 are the Transparency and Governance Project, implemented by Casals and Associates, and the Government Integrity Project, implemented by Tetra Tech DPK. The Transparency and Governance project began in May 2009 and completed in March 2015 after a one-year extension. The four semi-annual reports we received for this program cover the period from October 2012 through the end of September 2014. While we are missing work plans and reports before and after these four semi-annual report periods, we did find a Midterm Evaluation (December 2012) for this project through internet searches. USAID reports refers to this project as either “Transparency and Governance” or “Democracy Strengthening Program”.

The Government Integrity Project, implemented by Tetra Tech DPK, just started in March 2016, so we were not able to access any additional documentation for this project.

Activity Level: High

Using information gathered from the semi-annual scorecard reports and from the mission activity tracker reports, as found that the activity level of Security Goal six was Medium compared with other goals. The JCAP outlined six LOAs for this goal and activated recorded refer to five of them. Our activity inventory marked 38 lines of activity for Security Goal 6.

Diagnostic Clarity: High

There is an indicator for Security Goal 6 reported on the November 2012 semi-annual scorecard and a second indicator reported in the November 2013 scorecard. While these are helpful, three out of the four semi-annual reports we received from the goal committee members provided more detailed and complete indicators for the Transparency and Governance Project under the “Monitoring and Evaluation” sections. For some of the indicators we have access to baselines reaching as far back as 2009, two years before the start of PFG.

Causal Logic: High

While we do not have access to work plans for the Transparency and Governance project, we do have access to four semi-annual reports which provided an outline to the connection between activities and intended outcomes. In order to fulfill the responsibilities of Security Goal 6, this project has 3 broad activities that support the overall objective to create lasting conditions for transparent, ethical, and accountable governance in El Salvador. The three activities are clearly connected to sub-activities and associated achievements and plans for the next reporting period. Also, a section of the semi-annual reports directly addresses the concerns of PFG.

Clarity of Beneficiaries: Medium

Civil society is mentioned or implied as the beneficiary in many activities reported in semi-annual reports and the semi-annual scorecards. The semi-annual reports also mention training activities that benefited civil service employees who participated.

Midterm Status

As the summary chart indicates, the status for this goal at midterm was evaluable.

Goal	Data Availability	Problem Diagnostic	Causal Logic	Intended Beneficiaries	Midterm Evaluability Assessment
Goal 6	Medium	High	High	High	YES

Total Score and Conclusion

Goal	Data Availability	Activity Level	Problem Diagnostic	Causal Logic	Intended Beneficiaries	Evaluability Assessment
Goal 6	High	High	High	High	Medium	YES

Goal 7: Promote a National Dialogue to Improve Security

Data Availability: Low

We reached out to goal committee members by email, but we did not receive a response and were not able to garner other information on this goal. The information that we have for Security Goal 7 was that which was recorded in the semi-annual scorecard reports and from the mission activity tracker reports. We do not have access to program names, dates, or other information other than what was recorded in the scorecards.

Activity Level: Low

In our activity inventory, we recorded 12 activities for Security Goal 7. Compared with the other goals, this activity level is low. Of the LOAs listed in the JCAP, the scorecards and mission trackers clearly referred to two of the three.

Diagnostic Clarity: Medium

The semi-annual scorecard report from November 2012 lists an indicator for this goal which measured public perception of a national consensus on public security. Additionally, the November 2013 scorecard recorded a follow-up measurement of that survey. While the first survey was recorded one year after the start of PFG, it provides us with an approximate baseline for the problem diagnostic.

Causal Logic: Low

Without work plans or report documentation, we were unable to clearly assess the causal logic for Security Goal 7. The activities reported in the semi-annual scorecard imply a logical connection between the overarching objective of promoting a national dialogue to improve security, but we were unable to clearly connect the detailed activities to intermediate-level objectives or intended outcomes.

Clarity of Beneficiaries: Low

The beneficiaries for Security Goal 7 are implied in the semi-annual scorecards, but are not clearly outlined. The implied beneficiaries seem to be society at large. However, for one specific activity recorded in the mission activity tracker report, Salvadoran youth were the beneficiaries of a webinar dialogue.

Midterm Status

As the summary chart indicates, the status for this goal at midterm was evaluable.

Goal	Data Availability	Problem Diagnostic	Causal Logic	Intended Beneficiaries	Midterm Evaluability Assessment
Goal 7	Medium	Medium	Medium	Medium	YES

Total Score and Conclusion

Goal	Data Availability	Activity Level	Problem Diagnostic	Causal Logic	Intended Beneficiaries	Evaluability Assessment
Goal 7	Low	Low	Medium	Low	Low	NO

Goal 8: Assist At-Risk Youth Through Economic Opportunities

Data Availability: Low

We reached out to goal committee member by email in order to gather information and documentation for this goal, but we did not receive a response. The only information we have for Security Goal 8 we found recorded in the semi-annual scorecard reports and mission activity tracker reports. We do not have specific start dates for projects associated with this goal. However, we did note the names of several projects in the scorecards: the Special Parks for Social Reinsertion and a Culture of Peace project, the Temporary Employment program, the Pact for Security and Employment, and the Civil Protection Training program.

Activity Level: Medium

In our activity inventory, we recorded 25 activities for Security Goal 8. This is medium compared with other goals. We found that the recorded activities for this goal clearly connected to all four of the LOAs listed in the JCAP.

Diagnostic Clarity: Medium

The indicator for Security Goal 8 was found in the output data recorded in the semi-annual scorecards. The indicator for this goal is the number of youth who get jobs after receiving training. These data were recorded in the scorecards and we inventoried them in our activity inventory. The indicator begins at zero when the program began, so it cannot be compared outside the program participants.

Causal Logic: Medium

We did not have access to work plans or other documents that would help us understand the logical connection between goal objectives, activities, and intended outcomes for this goal. The activities recorded in the semi-annual scorecard reports and the mission tracker both imply a good causal logic, connecting the objective of assisting at-risk youth through economic opportunities with specific job trainings and financing to small businesses – among other activities. But without a work plan or other clear documentation of goal strategy, we cannot provide a higher score to the causal logic of Security Goal 8.

Clarity of Beneficiaries: High

The activities recorded for this goal, the JCAP, and even the title of the goal itself clearly explain that at-risk youth between the ages of 16 and 25 are the beneficiaries for Security Goal 8. Some of the activities listed also clarify specific municipalities where youth were assisted.

Midterm Status

As the summary chart indicates, the status for this goal at midterm was evaluable.

Goal	Data Availability	Problem Diagnostic	Causal Logic	Intended Beneficiaries	Midterm Evaluability Assessment
Goal 8	High	High	High	High	YES

Total Score and Conclusion

Goal	Data Availability	Activity Level	Problem Diagnostic	Causal Logic	Intended Beneficiaries	Evaluability Assessment
Goal 8	Low	Medium	Medium	Medium	High	YES

Goal 9: Strengthen the PNC

Data Availability: Low

According to the Midterm Evaluability Assessment, community policing, the central objective of Security Goal 9, is a subcomponent of the USAID-ES JSSP program. This is the same program used to implement Security Goals 1 and 2. However, we mark the availability of data for this goal as low because the goal committee members who we emailed with provided different projects associated with this goal. The projects associated with this goal were the Model Police Precinct (MPP), Gang Resistance Education and Training (GREAT), Police Athletic League (PAL), and the National Academy of Public Security (ANSP) Police Academy Reform. These projects were under the responsibility of INL and were also implemented by INL with USAID as the co-lead on the goal.

We do not have start dates for these programs or other documentation apart from the semi-annual scorecard reports and the mission activity tracker reports.

Activity Level: High

There are four LOAs listed in the JCAP, and with our activity inventory we found that three of the four connected clearly to recorded activities. Additionally, we inventoried 44 activities for Security Goal 9 in our activity inventory. This is medium compared with the other goals.

Diagnostic Clarity: Medium

The indicators for Security Goal 9 are the number of municipalities implementing community policing programs and the incidence of selected violent crimes reported in targeted communities. The semi-annual scorecards when new municipalities initiated community policing, so we have inventoried those data in our activity inventory. We do not have inventoried the number of violence crimes in the target communities, and these data may need to be collected from the El Salvador police.

Causal Logic: Medium

The implied logic between the goal objective and the various activities conducted and subsequently recorded in the semi-annual scorecards is good. The specific actions and LOAs presented in the JCAP directly correspond in large part to the activities of Security Goal 9. However, we do not have access to work plans or project reports that would help more clearly link the goal activities and the intended outcomes.

Clarity of Beneficiaries: Medium

The semi-annual scorecard data connects activities to specific communities where applicable. Also, in the case of trainings, the beneficiaries are clearly described as police officers, officials in the PNC, or secondary school students (in the case of GREAT trainings). We cannot give the clarity of beneficiaries a higher score for Security Goal 9 without supporting program documentation.

Midterm Status

As the summary chart indicates, the status for this goal at midterm was evaluable.

Goal	Data Availability	Problem Diagnostic	Causal Logic	Intended Beneficiaries	Midterm Evaluability Assessment
Goal 9	Medium	High	High	High	YES

Total Score and Conclusion

Goal	Data Availability	Activity Level	Problem Diagnostic	Causal Logic	Intended Beneficiaries	Evaluability Assessment
Goal 9	Low	High	Medium	Medium	Medium	YES

Goal 10: Improve educational opportunities for youth in high risk municipalities

Data Availability: High

We received detailed program descriptions and project reports for both of the primary programs driving this goal. The two projects that operated under Security Goal 10 were Adopt a School and Education for Children and Youth. When we communicated with the goal committee members, they were quick to respond and send project documentation. Additionally, there is evidence from the mission activity tracker reports that this goal integrated with other, ongoing programs and initiatives organized through the mission. For example, ConnectArt, the 100,000 Strong initiative, and Creative Writing for Peace are among the related programs run through the US Mission in San Salvador that were not official programs for Security Goal 10.

Activity Level: High

In our activity inventory that tracks all PFG activities related in the semi-annual scorecard reports and mission activity tracker reports, we inventoried 43 lines of activity for Security Goal 10. This is high compared with other goals. Of the two LOAs listed in the JCAP, we could connect both to activities recorded in both the mission activity tracker and semi-annual scorecards. Interestingly, the activities listed in the scorecard were particularly rich in quantitative outcomes compared with other goals, showing particular progress towards its objectives. Additionally, the annual reports for both projects under Security Goal 10 are highly detailed. They offer clear descriptions of the activities and achievements. The Adopt a School project reports are rich in charts and graphs. The Education for

Children and Youth project reports are rich in both detailed charts and description with bolded quantitative statistics embedded in the text.

Diagnostic Clarity: High

The information for assessing this criterion came from the project descriptions for both projects under Security Goal 10, “Adopt a School” and “Education for Children and Youth”. The program descriptions both establish clear baseline situations with quantitative data and also through descriptive explanation.

The Adopt a School program started in October 2010, 13 months before the signing of PFG, and does not indicate the overarching PFG initiative in its description. However, the project was brought under the Partnership for Growth and its achievements are reported in the semi-annual scorecards. The program description for Adopt a School provides baselines in homicide rates among youth from the start of the program in 2010 and educational support through the private sector from 2008 (two years before the program start). The project description also established indicators for project achievement, but these specific indicator charts were not included in the documents we received from the goal committee members.

USAID implemented the Education for Children and Youth project as a part of the PFG initiative. The project began in January 2013 and will end in December 2018. There are particularly clear baselines for this program as detailed in the quarterly reports we received. Alongside the baseline indicators for year 2012, each quarterly report we received outlines targets and actual achievements in the indicator charts. Such indicators include number of teachers who completed training, number of textbooks provided, and number of out-of-school youth who return to formal schooling.

Causal Logic: High

The work plans for both projects implemented under Security Goal 10 are clear and logical. Achieved outcomes match the planned activities in the project descriptions and those activities in turn correlate with the project objectives. The connection between objectives and accomplished outputs was particularly clear in quarterly report documents for the Education for Children and Youth project. Each of the projects six objectives were clearly outlined with activities connected to them. The exception would be that the fourth objective involved implementing a rapid response fund, but no such fund was needed given that no emergency had taken place that required rapid response.

The Adopt a School had the general objective to generate public-private alliances focused on improving teacher competency and increasing the quality of education and promoting student learning. Specifically, it aimed to generate cooperation agreements between private sector, USAID, and FEPADE to adopt public school and conduct technical training in school -based management and teaching methods. Accomplishments were outlined in its annual reports, but could be more clearly connected to project objectives in these documents.

Clarity of Beneficiaries: High

The project description for Education for Children and Youth clearly defined beneficiaries - the meaning of youth at risk. It also clearly explains why it focuses on young women and men aged 12-24 years – the average years of early secondary school through post-secondary education. The beneficiaries of Adopt a School program, in this case schools themselves and the people working there, are described in the program description.

Midterm Status

As the summary chart indicates, the status for this goal at midterm was evaluable.

Goal	Data Availability	Problem Diagnostic	Causal Logic	Intended Beneficiaries	Midterm Evaluability Assessment
Goal 10	Medium	High	High	High	YES

Total Score and Conclusion

Goal	Data Availability	Activity Level	Problem Diagnostic	Causal Logic	Intended Beneficiaries	Evaluability Assessment
Goal 10	High	High	High	High	High	YES

Goal 11: Prevent Crime and Violence in Key Municipalities and Support Reforms

Data Availability: Medium

We did not receive any information from the goal committee members regarding Security Goal 11. However, the Midterm Evaluation for PFG El Salvador chose this goal as one of its in-depth case studies outlined in the Addendum. Using the Midterm Evaluation as a starting point for information, we were able to establish that the Crime and Violence Prevention Program (CVPP) was the primary program responsible for Security Goal 11 objectives. USAID and INL contracted with Creative Associates Inc. to implement the CVPP in El Salvador from 2013-2018.

USAID has implemented this type of program many times in multiple countries, and we found an impact assessment for CVPP across Central America. Besides this impact assessment, we also have a power point slideshow made by Creative and a one-page fact sheet about CVPP posted to the USAID website. These brief documents provide starting point information, but the bulk of the details that we have for Security Goal 11 come from the semi-annual scorecards.

The scorecards indicate that there may be some cross over with the JSSP program (Goals 1 and 2) supporting objectives in this goal as well. The scorecards mention the Justice Sector Institutional Strengthening Plan for El Salvador.

Interviews with a key informant indicated that Security Goal 11 activities included outreach centers that could be used as good models to replicate elsewhere.

Activity Level: High

In our activity inventory that tracks all PFG activities related in the semi-annual scorecard reports and mission activity tracker reports, we inventoried 46 lines of activity for Security Goal 11. This is high compared with other goals. Of the nine LOAs listed in the JCAP for this goal, we connected six to recorded activities.

Diagnostic Clarity: Medium

The indicators for Security Goal 11 outlined in the M and E addendum to the JCAP are the number of municipalities with Crime Prevention Councils and the incidence of selected violent crimes reported in key municipalities. Although we do not have annual work plans or reports for the CVPP, we have

quantitative outputs listed for the Crime Prevention Councils in the semi-annual scorecards. Also, according to the Midterm Evaluation, there were nine municipalities with Crime Prevention Councils in 2011 and 10 in 2012. We do not have access to detailed crime statistics by municipality. These data may be available in-country. The brief power point presentation (September 2015) that we found through internet searches provides the 2012 violence ranking, homicide rate, illiteracy among youth, and school enrollment drop rate for 12 of the 13 municipalities that CVPP operates.

Causal Logic: Low

We do not have access to work plans or reports for the CVPP in El Salvador, so we cannot examine the causal logic in detail. However, we can infer from the JCAP and limited available documents that the CVPP closely follows the intended objectives of the PFG Security Goal 11.

Clarity of Beneficiaries: High

The documents we have outline specific at-risk municipalities that CVPP targets. Additionally, youth (ages 6-29) are of particular focus as beneficiaries of the USAID-sponsored community youth centers. Crime Prevention Centers benefit the members of that specific at-risk municipality.

Midterm Status

As the summary chart indicates, the status for this goal at midterm was evaluable.

Goal	Data Availability	Problem Diagnostic	Causal Logic	Intended Beneficiaries	Midterm Evaluability Assessment
Goal 11	Medium	High	High	High	YES

Total Score and Conclusion

Goal	Data Availability	Activity Level	Problem Diagnostic	Causal Logic	Intended Beneficiaries	Evaluability Assessment
Goal 11	Medium	High	Medium	Low	High	YES

Goal 12: Reduce Overcrowding in Prisons

Data Availability: Low

We received program names for Security Goal 12 through email communications with goal committee members. The program responsible for this goal are: Prisoner Classification, Prison Refurbishment, and Yo Cambio Work-Release. INL implemented and lead each of these programs. We do not have any supporting documents for these programs, but we were able to gather some information from the Midterm Evaluation which chose Security Goal 12 as one of its case studies in the Addendum. The Midterm Evaluators also had few documents to review and rather gathered most of their information from presentations, documents of prison data, third party data on prison capacity and population, and observational field studies.

Although we do not have access to English-language documents for this goal, internet searches did reveal many Spanish-language news stories, videos, and US Embassy blogs that mention the Yo Cambio work-release program.

Activity Level: Medium

In our activity inventory that tracks all PFG activities related in the semi-annual scorecard reports and mission activity tracker reports, we inventoried 17 lines of activity for Security Goal 12. This is medium compared with other goals. Out of the five LOAs outlined for this goal in the JCAP, we connected four to recorded activities in our activity inventory.

Diagnostic Clarity: Medium

The main indicator for Security Goal 12 is the prison population as a percentage of prison capacity. The Midterm Evaluation Addendum provides a chart with prison population and capacity listed for El Salvador for the years 2010-2013. Also, three of the semi-annual scorecards provide us with updated data for the overcrowding problem. There are slight fluctuations, but the prison population began and remained above 300% of capacity through the May 2014 scorecard.

Causal Logic: Low

We do not have access to work plans or reports for the three Security Goal 12 programs, so we cannot examine the causal logic in detail. However, we can infer from the Midterm Evaluation Addendum and scorecard activities that the activities pursued follow the intended objectives of the PFG Security Goal 12.

Clarity of Beneficiaries: Medium

From the scorecard reports, we can infer that the intended beneficiaries for this goal were prisons, prison workers, and inmates. The scorecards specifically mention low-risk inmates at the Western Penitentiary for the Yo Cambio rehabilitation program. Other specific prisons are mentioned by name in the semi-annual scorecards as listed beneficiaries.

Midterm Status

As the summary chart indicates, the status for this goal at midterm was evaluable.

Goal	Data Availability	Problem Diagnostic	Causal Logic	Intended Beneficiaries	Midterm Evaluability Assessment
Goal 12	Medium	Medium	Low	Medium	YES

Total Score and Conclusion

Goal	Data Availability	Activity Level	Problem Diagnostic	Causal Logic	Intended Beneficiaries	Evaluability Assessment
Goal 12	Low	Medium	Medium	Low	Medium	YES

Goal 13: Enhance the Security of the Prisons

Data Availability: Low

We emailed with goal committee members and conducted internet searches in order to gather information about Security Goal 13. The three projects responsible for fulfilling this goal are the Prison Intelligence Units, Virtual Courts, and Donation of Cell-Phone Blockers. All of these projects were

overseen and implemented by INL. We did not receive or find any additional documentation for this goal and so we were unable to specify the start dates or additional details for these programs apart from what was recorded in the semi-annual scorecard reports.

Activity Level: Medium

With our activity inventory we recorded 16 activities for Security Goal 13. This is low compared with other goals. Of the five LOAs outlined in the JCAP, we could connect three to the activities described in the semi-annual scorecard reports.

Diagnostic Clarity: Low

The two indicators for this goal are the number of crimes committed in prison and the number of prisons with special intelligence units. The data included in the semi-annual scorecard reports includes information on the number of special intelligence units added to prisons, but it does not include information about crimes committed in prisons. Without the information on prison crimes, the diagnostic clarity for Security Goal 13 remains weak.

Causal Logic: Low

Without work plans or annual reports, we were unable to assess the causal logic for Security Goal 13. While the activities recorded in the semi-annual scorecards implied a connection with the objectives outlined in the JCAP, activities alone are insufficient to explain clear links between objectives, activities, and intended outcomes. In particular, we did not see a connection to all the outlined LOAs or how the Prison Intelligence Units would help reduce crime inside prisons.

Clarity of Beneficiaries: Medium

The activities recorded in the semi-annual scorecard reports identify beneficiaries as either the prison system generally, specific prisons, or prison officials. For several activities the prison system generally was an implied beneficiary to that activity.

Midterm Status

As the summary chart indicates, the status for this goal at midterm was not evaluable.

Goal	Data Availability	Problem Diagnostic	Causal Logic	Intended Beneficiaries	Midterm Evaluability Assessment
Goal 13	Low	Low	Low	Low	NO

Total Score and Conclusion

Goal	Data Availability	Activity Level	Problem Diagnostic	Causal Logic	Intended Beneficiaries	Evaluability Assessment
Goal 13	Low	Medium	Low	Low	Medium	NO

Goal 14: Promote the Use of Extradition to Combat Crime

Data Availability: Low

We reached out to the goal committee members in order to gather information on Security Goal 14. We did not receive any documentation or project names for this goal. The government agency responsible for overseeing it was the FBI. The midterm evaluators also received no documentation for this goal.

Activity Level: Low

We inventoried 8 activities for Security Goal 14. This is low compared with the other goals. Of the five LOAs, we found that three were associated with the recorded activities found in the semi-annual scorecard reports.

Diagnostic Clarity: Medium

The primary indicator for Security Goal 14 was the number of extraditions adjudicated by the Supreme Court. The problem diagnostic was described in the text of the November 2012 scorecard, noting that no Salvadoran citizen wanted in the United States have been extradited since 2010. Several extraditions were recorded in the semi-annual scorecards. Those we can associated with adjudications, although it is not a direct measure.

Causal Logic: Low

Without work plans or much text in the semi-annual scorecards, we were unable to clearly assess the causal logic of Security Goal 14. The documentation is not extensive and we did not receive any additional information from which to better understand the connection between the goal objectives, activities, and intended outcomes. We can imply that the extradition of criminals to the United States combats crime, but that connection is not made clear with the information we have.

Clarity of Beneficiaries: Low

The intended beneficiaries for Security Goal 14 were not clearly indicated in the semi-annual scorecards. It may be implied that the beneficiary is society at large – citizens of both El Salvador and the United States.

Midterm Status

As the summary chart indicates, the status for this goal at midterm was not evaluable.

Goal	Data Availability	Problem Diagnostic	Causal Logic	Intended Beneficiaries	Midterm Evaluability Assessment
Goal 14	No documents	No documents	No documents	No documents	NO

Total Score and Conclusion

Goal	Data Availability	Activity Level	Problem Diagnostic	Causal Logic	Intended Beneficiaries	Evaluability Assessment
Goal 14	Low	Low	Medium	Low	Low	NO

CONSTRAINT 2: Low Productivity of Tradables

Goal 1: Business Environment, Establishment of a Growth Council

Data Availability: Low

The documentation for Tradables Goal 1, the establishment of a growth council, was very low. According to the goal committee member with whom we emailed, there are no alternate reports or milestones apart from those listed in the scorecards. The original statement of work was no longer available to this committee member, partly because she started with PFG in 2014. We do have the governmental decree (in Spanish) that created the Growth Council. Our email communications also suggest that the Embassy has tried to give GOES space to take the lead with the Growth Council. Much of the work the Embassy has done is in the form of encouragement. According to the scorecards, the GOES established the Growth Council in November 2011, the same month that GOES and USG signed the PFG initiative.

Activity Level: Medium

In our activity inventory that tracks all PFG activities, we inventoried 26 lines of activity for Tradables Goal 4. This is Medium compared with other goals. The Growth Council met regularly and reported activities across each of the semi-annual scorecard reports. The November 2014 scorecard was relatively light perhaps due to the political transition to a new governmental administration. We could connect activities in our inventory to 11 out of the 13 LOAs listed in the JCAP.

Diagnostic Clarity: Medium

According to the JCAP, Tradables Goal 1 should promote an environment of trust and improve the business climate as measured by the Doing Business indicators. The scorecards report these indicators beginning with the 2011/2012 report. Additionally, this goal has the straightforward objective of creating a new Growth Council. That was accomplished at the start of PFG.

Causal Logic: Low

We have marked the causal logic as “low” due to the lack of the original statement of work or any documented work plan associated with this goal. We are not able to assess linkages between objectives, activities, and intended outcomes without documentation.

Clarity of Beneficiaries: Medium

The JCAP and scorecards indicate that the businesses and investors in El Salvador are the primary beneficiaries of an improved business climate. Society in general is a secondary beneficiary of this goal. These intended overarching beneficiaries are not explicitly stated in the scorecards. Instead, the scorecard documents relate achievements and ongoing actions towards the goal. Among these achievements, the business community frequently is the beneficiary of the goal activities. This aligns with the midterm evaluability assessment findings as well.

Midterm Status

As the summary chart indicates, the status for this goal at midterm was evaluable.

Goal	Data Availability	Problem Diagnostic	Causal Logic	Intended Beneficiaries	Midterm Evaluability Assessment
Goal 1	Low	Medium	Low	Medium	YES

Total Score and Conclusion

Goal	Data Availability	Activity Level	Problem Diagnostic	Causal Logic	Intended Beneficiaries	Evaluability Assessment
Goal 1	Low	Medium	Medium	Low	Medium	YES

Goal 2: Reduce Firms’ Cost to Improve their Competitiveness

Data Availability: Low

We reached out to goal committee member by email in order to gather information and documentation about Tradables Goal 2. However, we did not receive a response. Because we do not have access to any program or project names, documents, or other information, our understanding of this goal is limited to the semi-annual scorecard reports and the mission activity tracker reports.

Activity Level: High

We inventoried 40 activities for Tradables Goal 2. Of the 13 LOAs outlined in the JCAP, we found that 11 connected to the recorded activities. This activity level is high compared with the other goals.

Diagnostic Clarity: Medium

The indicators for Tradables Goal 2 are the investment (public and private) in infrastructure as a percentage of GDP and the Infrastructure level on the global competitiveness index. These two indicators are from the Central Bank and the World Economic Forum. These values were also recorded in the semi-annual scorecard reports starting with November 2012. The problem with these indicators is that they are so broad that it may be difficult to assess small-scale changes due to the work on this goal. We lack the relevant work plans and reports that would provide other measures.

Causal Logic: Low

Because we did not have access to work plans or reports apart from the semi-annual scorecard reports, we were unable to clearly evaluate the causal logic of Tradables Goal 2. The activities recorded for this goal implicitly connect to the overall objective by addressing infrastructure planning and financing in several key industries. However, we do not have a clear connection to intended outcomes or intermediary logical steps between the overarching objectives and industry-specific activities.

Clarity of Beneficiaries: Medium

The semi-annual scorecard reports address particular industries, municipalities, and even particular project areas as the beneficiaries of the various activities recorded. In particular the La Union Port, the International Airport Comalapa, and the renewable energy industry were all specifically mentioned.

Midterm Status

As the summary chart indicates, the status for this goal at midterm was not evaluable.

Goal	Data Availability	Problem Diagnostic	Causal Logic	Intended Beneficiaries	Midterm Evaluability Assessment
Goal 2	Low	Low	Low	Low	NO

Total Score and Conclusion

Goal	Data Availability	Activity Level	Problem Diagnostic	Causal Logic	Intended Beneficiaries	Evaluability Assessment
Goal 2	Low	High	Medium	Low	Medium	YES

Goal 3: Strengthen Labor Force to Match Labor Market Demand

Data Availability: Medium

Although we did not receive any documents or information directly from the goal committee members, we were able to gather information independently. Tradables Goal 3 is one of the goals that was examined closely during the Midterm Evaluation under the Addendum – Case Studies of 7 Selected Goals. Through information gathered from the Midterm Evaluation and from the semi-annual scorecards, we learned that there are at least three programs responsible for meeting the objectives for Tradables Goal 3. These programs are the USAID Improving Access to Employment Program, the LAC SEED Scholarship Program, and the Higher Education Program.

The Improving Access to Employment Program and LAC SEED Scholarship Program both began prior to PFG. We do not have documents for the LAC SEED Scholarship Program, but we did find a detailed midterm evaluation (October 2012) for the Improving Access to Employment Program (2009-2013).

USAID designed the Higher Education Program specifically with Partnership for Growth principles in mind³⁶. The project followed a USAID higher education assessment, completed in January 2012. We have a Statement of Work for the Higher Education Program as well as the monitoring and evaluation plan for the project implemented by Research Triangle Institute (RTI) for Tradables Goal 3: Higher Education for Economic Growth Program (6/6/2014-6/5/2019).

We do not have annual reports for projects implemented on Higher Education, so the only outputs or those programs that we have may be found in the semi-annual scorecards.

Activity Level: High

In our activity inventory that tracks all PFG activities, we inventoried 89 lines of activity for Tradables Goal 4. This is the highest compared with other goals. The final report for the Improving Access to Employment Program provides extensive annexes with activities and outputs. We could activities from our inventory to 21 out of 24 LOAs outlined in the JCAP.

Diagnostic Clarity: Medium

Improving Access to Employment Program does not have clear baselines for non-participants, but it does have data on number of workshops, trainees, public-private alliances, etc. per year³⁷. Additionally,

³⁶ We know this not just from the SOW for the program but also through a KII.

³⁷ This is according to the mid-term evaluation for USAID's Improving Access to Employment Program

the program had targets for people finding new or improved work. These targets included specific numbers goals for persons with disabilities and women. Performance impact indicators are outlined in a graphical matrix and these are broken down into component parts in separate tables: summary of components and higher-end outcomes and the two distinct categories of program activities.

We were able to find (through internet searches) one document in order to understand the baseline situation for the Higher Education Program. USAID conducted a higher education assessment (January 2012) in El Salvador which focused on understanding the gap between higher education offerings and the demands of the labor market. This provided us with a baseline to examine the state of higher education before PFG programs under Tradables Goal 3 began.

The Monitoring and Evaluation Plan for the Higher Education for Economic Growth program includes a section on baselines and targets (pg. 13). This section describes the plan to establish either baseline figures or value the baseline at zero for certain indicators. Without the work plans we do not have access to those baselines through the documentation although we do have a clear list of indicators.

Causal Logic: Medium

Program logic for Improving Access to Employment program is clearly explained on page 2 of the Midterm Evaluation Report. The program’s developmental hypothesis links to the objectives of Tradables Goal 3 – matching labor force to labor market demand. Also a logic model demonstrates the connections between the purpose of the program, activities, outputs, and intended outcomes.

USAID designed the Higher Education Program with Tradables Goal 3 in mind, and the development hypothesis for this program clearly connects to the objectives of that PFG goal. The statement of work for the Higher Education Program details activities and indicators associated with the three components of the program as well as target results for the life of the program. The one aspect of the causal logic that is unclear for this program is how these plans changed in the development of the final program, Higher Education for Economic Growth.

Clarity of Beneficiaries: Medium

The Midterm Evaluability Assessment describes the clarity of intended beneficiaries for the Improving Access to Employment program as high since many of the activities involved trainings with detailed participant plans. However, we do not have detailed Annual Work Plans. The Midterm Report for the Improving Access to Employment Program describes the intended beneficiaries as at-risk youth, including persons with disabilities.

Similarly, we do not have annual work plans for the Higher Education Program. But, with the monitoring and evaluation document, we can infer that beneficiaries include faculty, teaching staff, and students at tertiary education institutions and programs.

Midterm Status

As the summary chart indicates, the status for this goal at midterm was evaluable.

Goal	Data Availability	Problem Diagnostic	Causal Logic	Intended Beneficiaries	Midterm Evaluability Assessment
Goal 3	High	Medium	Low	High	YES

Total Score and Conclusion

Goal	Data Availability	Activity Level	Problem Diagnostic	Causal Logic	Intended Beneficiaries	Evaluability Assessment
Goal 3	Medium	High	Medium	Medium	Medium	YES

Goal Four: Raise (Net) Tax Revenue by to 16% of GDP by 2015

Data Availability: High

The program entitled “Fiscal Policy and Expenditure Management Program” (FPEMP) is the only program associated with Tradables Goal 4 under the PFG initiative. The program officially began on June 10, 2011 as a four-year contract with Development Alternatives, Inc. (DAI). We received four annual reports for this project the goal committee members. Additionally, we have access to a few work plans and quarterly reports. Two quarterly reports and three annual work plans are publicly available, and we found them using internet searches. USAID and DAI agreed to extend the contract for an additional year, ending June 9, 2016. We do not have the final annual report from the 2015-2016 year. The availability of quantitative indicators for this goal is relatively good. These indicators include the percentage of tax collected relative to GDP and the Open Budget Index Ranking.

Activity Level: Medium

In our activity inventory that tracks all PFG activities, we inventoried 32 lines of activity for Tradables Goal 4. This is medium compared with other goals. With our inventory we could connect activities to seven out of the 10 LOAs listed in the JCAP for this goal. The activities reported in the scorecards addressed all three components of the FPEMP: public expenditure management, tax revenue mobilization, and private sector outreach.

Text of the annual reports are partly in passive voice and all descriptive in nature with few charts and graphs to clarify achievements. The early phases of the FPEMP were, as the first year evaluation states, hindered by the lack of a specific modernization plan for donor coordination.

Diagnostic Clarity: Medium

The information for this criterion came primarily from the annual evaluation reports received from goal committee members. Additionally, the JCAP document provided additional context for understanding the baseline situation for tax collection and transparency in El Salvador at the start of PFG.

Each of the annual evaluations have baseline data on macroeconomic trends as well as recent economic patterns and the status of Salvadoran public finance under the section entitled “A Stable Macroeconomic Environment”. The annual evaluation documents also clarify the baseline situation regarding tax revenue leading up to and during the FPEMP project. The second, third, and fourth year evaluation reports include fiscal indicators from before and during the project. These along with the first year evaluation report’s performance indicators and benchmarking for the Salvadoran tax system make a clear baseline for comparison for examining changes during the project.

The FPEMP has three component parts. While the second component – tax revenue mobilization - has very clear, measurable baselines, improvements to public expenditure (component one) management and private sector outreach (component three) are less clear. Regarding component one, the FPEMP activities include assessing the GOES public finance management system and treasury operations.

Component three aims to build consensus between the government and private sector, something without an easily quantified baseline, but which is important nonetheless.

Causal Logic: Medium

For this criterion we specifically examined annual work plans for FPEMP and the annual evaluation documents. The overall objective of the FPEMP is to advance PFG Tradables Goal 4: raise (net) tax revenues to 16% of GDP by 2015 and use public resources efficiently and transparently. Also, FPEMP has the goal to “create a stable macroeconomic environment that fosters inclusive, broad-based economic growth through enhanced transparency, accountability, and more efficient use of public resources”³⁸. The three specific objectives of FPEMP which work together to achieve the project goal are the following: enhanced public expenditure management, improved revenue mobilization, and strengthened private sector outreach.

The logical connection between the broad objective, general goal, and first two specific objectives and their activities follow clearly. The third component began less clearly. The work plans and associated activities appears to draw the connection between private sector outreach and increased transparency. But the first year work plan also refers to fostering greater compliance among the private sector as a means to increase tax revenue. The causal logic improved as the FPEMP progressed year to year.

Clarity of Beneficiaries: Low

The midterm evaluability assessment noted that FPEMP documents denote that society at large was the intended beneficiary. The semi-annual scorecards do not clearly denote beneficiaries as compared with other goals. However, the project annual evaluation reports sometimes do clarify the beneficiaries of certain activities, particularly when the project output described is a training, call, or visit.

Midterm Status

As the summary chart indicates, the status for this goal at midterm was evaluable.

Goal	Data Availability	Problem Diagnostic	Causal Logic	Intended Beneficiaries	Midterm Evaluability Assessment
Goal 4	Medium	Medium	Low	Low	YES

Total Score and Conclusion

Goal	Data Availability	Activity Level	Problem Diagnostic	Causal Logic	Intended Beneficiaries	Evaluability Assessment
Goal 4	High	Medium	Medium	Medium	Low	YES

Goal 5: Support a Strategy for Attracting and Promoting Foreign Direct Investment

Data Availability: Medium

We reached out to goal committee leads in order to gather information about Tradables Goal 5. Additionally, we conducted internet searches and examined the Midterm Evaluation which had used this goal as one of its in-depth case studies. According to a goal committee member, MCC operated through

³⁸ El Salvador Fiscal Policy and Expenditure Management Program (FPEMP) First Year Evaluation Report (pg.4)

the accountable entity FOMILENIO II to support an executive decree creating the Regulatory Improvement Institution (OMR in Spanish) in November 2015. We do not have documentation on this new institution, but we do know that it will prioritize and promote investment in climate reforms in order to make business operations more efficient and profitable. The first set of policy recommendations from OMR are due at the end of 2016.

Also FOMILENIO II created the El Salvador Investment Challenge Fund (API in Spanish). API seeks to support GOES in identifying investment potential and support it with complementary public goods or services to trigger those investments.

USAID and MCC are both responsible for the Municipal Competitiveness Project which is implemented by Research Triangle Institute. The goal committee member for Tradables Goal 5 did not mention this project or provide documentation, but it is mentioned by name in the JCAP under the USG LOAs number 2 and in the Midterm Evaluation case-studies addendum. Through internet sourcing we attained a project audit (May 6, 2013), a final report (March 18, 2015), and a manual for creating and implementing the competitiveness learning network (April 2015). The project implementation period was from September 23, 2009 through March 31, 2014 for \$11.2 million. We do not have access to other project reports or work plans.

Activity Level: High

Through our activity inventory, we could connect 11 of the 13 listed LOAs to recorded activities. In total we inventoried 43 different activities. This is high compared with other goals and the representation of LOAs is also relatively high.

Diagnostic Clarity: Medium

The semi-annual scorecard reports included two indicators for Tradables Goal 5. These indicators are the foreign direct investment as a percentage of GDP and FutureBrand country brand ranking. Every semi-annual scorecard has data included for at least one of these indicators. However, one of the key recommendations mentioned in the final report of the project was the design of a proper indicators framework as a tool to measure project success. In addition to that the audit conducted found that performance indicators for the project did not measure the project's promotion of investment and trade and that project monitoring and oversight were weak.

We marked the diagnostic clarity as "medium" in order to reflect the fact that we have some measurements of foreign direct investment and country branding. However, that is not to say that the indicators were ideal.

Causal Logic: Low

We did not have access to a clear work plan or annual report in order to best evaluate the causal logic of the project. The information found in the final report and project audit do not explain the logical connections between objectives, activities, and intended outcomes we need in order to understand the causal logic. This may be because the final report that we have is a report on part of the larger project. This project component, launched June 29, 2012 and ending January 31, 2014, was designed to provide incentives to 50 municipalities working within the MCP to improve government revenue collection and engage the private sector.

Clarity of Beneficiaries: Medium

The beneficiaries of the activities recorded in the semi-annual scorecard reports were moderately clear. The beneficiaries were more clearly recorded in the final report. This document included charts of municipalities where implementation took place. These charts indicated how many men and women took part in the vocational and capacity building trainings. They also describe the type of grants and the results of those grants in particular municipalities.

Midterm Status

As the summary chart indicates, the status for this goal at midterm was evaluable.

Goal	Data Availability	Problem Diagnostic	Causal Logic	Intended Beneficiaries	Midterm Evaluability Assessment
Goal 5	Medium	Medium	Low	Low	YES

Total Score and Conclusion

Goal	Data Availability	Activity Level	Problem Diagnostic	Causal Logic	Intended Beneficiaries	Evaluability Assessment
Goal 5	Medium	High	Medium	Low	Medium	YES

Goal 6: Surmount Low Productivity in Tradables

Data Availability: High

Through email exchanges with goal committee members, we learned that three implementing organizations were involved and responsible for USG's LOAs for Tradables Goal 6: USAID, the Inter-American Foundation (IAF), and the Foreign Commercial Service (FCS). USAID's SME Development Program implemented actions under the LOAs 6.6, 6.7, 6.8, and 6.9. These are the first four lines of action for the USG found in the JCAP for Tradables Goal 6. The contractor Chemonics implemented the SME Development Program for USAID. The lead for USAID's project was particularly responsive via email and provided three annual reports, two quarterly reports, and four annual work plans for the SME Development Program. While the program began October 3, 2011, one month before PFG started, it was incorporated into the designed LOAs for Tradables Goal 6. It started as a four-year program but received a one-year program extension. We do not have the initial Statement of Work, the first annual report or the final annual report. However, the available documents are very comprehensive. This program lead also mentioned that he would be willing to meet with our team in El Salvador, and he provided suggestions for additional interviewees.

Although the program lead responsible for LOA 6.11 did not respond to email requests for program documents, we did hear back from the lead responsible for LOA 6.10. The Inter-American Foundation had several organizations engaged in channeling diaspora funding to economic initiatives in El Salvador. While the IAF has not yet completed their final evaluation of these actions, the lead sent us reports from the Grassroots Development Framework for three different grants. These reports are Excel file tracking tools (in Spanish) that examine various progress indicators annually over the course of each grant. This detailed tool includes an overview of the grant and specifies number of beneficiaries, type of knowledge or skills learned, and gender for each grant year.

Additionally, the Midterm Evaluation includes this goal as one of the selected case studies in the Addendum – Case Studies of 7 Selected Goals. This provides us with additional secondary source data for Tradables Goal 6.

Activity Level: High

In our activity inventory that tracks all PFG activities, we inventoried 52 lines of activity for Tradables Goal 6. This is high compared with other goals. In our inventory of activities, we could connect all 11 LOAs outlined in the JCAP for this goal to activities reported. The annual reports for the SME Development Program systematically outlines the frequent training events held, including the date and the number of male and female participants.

Diagnostic Clarity: Medium

We do not have document for the beginning of the SME Development Program. Because of this, we do not have extensive background in the baseline situation for the competitiveness and productivity of small and medium enterprises of El Salvador. However, we do have program indicators – both actual and projected – beginning in the fiscal year 2012. Both the work plans and the annual reports include charts and graphs on program indicators. They record advancements and achievements for each program indicator, comparing targets and achievements.

Causal Logic: Medium

The evaluability assessment at the midterm noted that the causal logic for this goal was low because it is implicit in the documents rather than explicit. However, we note that each annual work plan includes a results framework and detailed implementation plan. These plans remain consistent throughout the project. The connection between greater PFG goals and the program are implicit as the midterm evaluability assessment suggested. Rather, the program associates its objectives to the relevant PFG sector: “strengthening institutions and businesses for internationalization”.

Clarity of Beneficiaries: Medium

The SME Development Program documents state that it supports governmental agencies that support micro and small enterprises. It supports CONAMYPE, FONDEPRO, and PROESA as well as private organizations that promote SME development.

The Excel documents that track the grants mobilized for IAF’s efforts under LOA 6.10 are very detailed and include number and gender of beneficiaries in specific time frames. Additionally, when applicable, the tracking tool includes what knowledge or abilities the beneficiaries gained.

Midterm Status

As the summary chart indicates, the status for this goal at midterm was evaluable.

Goal	Data Availability	Problem Diagnostic	Causal Logic	Intended Beneficiaries	Midterm Evaluability Assessment
Goal 6	Medium	Medium	Low	Medium	YES

Total Score and Conclusion

Goal	Data Availability	Activity Level	Problem Diagnostic	Causal Logic	Intended Beneficiaries	Evaluability Assessment
Goal 6	High	High	Medium	Medium	Medium	YES

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