

*Evaluation of European Commission's
Cooperation with El Salvador –
Country level Evaluation*

Final Report

Volume 2 : Annexes

March 2010

Evaluation for the European Commission





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for Asian Studies
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Framework contract for
Multi-country thematic and regional/country-level strategy
evaluation studies and synthesis
in the area of external co-operation

LOT 4:
Evaluation of EC geographic co-operation strategies for
countries/regions in Asia, Latin America,
the Southern Mediterranean and Eastern Europe
(the area of the New Neighbourhood Policy)

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Evaluation of European Commission's Co-operation with El Salvador

Country level Evaluation

FINAL REPORT

VOLUME 2 : ANNEXES

March 2010

This evaluation was carried out by **ADE**



The evaluation was managed by the Joint Evaluation Unit (EuropeAid, DG DEV and DG RELEX).

The author accepts sole responsibility for this report, drawn up on behalf of the European Commission. The report does not necessarily reflect the views of the Commission.

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EUROPEAN COMMISSION

Evaluation of the European Commission's Co-operation with El Salvador

Country Level Evaluation

TERMS OF REFERENCE
24.09.2008

1. MANDATE AND OBJECTIVES

Systematic and timely evaluation of its expenditure programmes is a priority of the European Commission (EC). It is key to account for the management of the allocated funds and for promoting a lesson-learning culture throughout the organisation. The focus is on the **impact** (effects) of these programmes against a background of greater concentration of external co-operation and increasing emphasis on **result-oriented approaches**, particularly in the context of the programmes of the Relex Family¹.

The evaluation of the Commission's co-operation with **El Salvador** is part of the **2008** evaluation programme as approved by External Relations and Development Commissioners.

The main objectives of the evaluation are:

- to provide the relevant external co-operation services of the EC and the wider public with an overall independent assessment of the Commission's past and current cooperation relations with **El Salvador**
- to identify key lessons in order to improve the current and future strategies and programmes of the Commission.

2. BACKGROUND²

Although El Salvador has made significant progress on reducing poverty in recent years, an estimated 35% of households remain in extreme poverty with limited access to health services and education. The living conditions of many further deteriorated following tropical storm "Stan" in early October 2005. Combined efforts by the Government and the international community are essential if El Salvador is to achieve sustainable socio-economic development and meet the Millennium Development Goals (MDG). Progress has been made on democracy, and the human rights situation has improved; however, the political system is marked by a high degree of polarisation and there is mounting dissatisfaction with the political parties and state institutions, in particular at a time of heightened internal insecurity and social violence which is deterring investment and having a negative impact on job creation. The challenge for El Salvador remains to define and implement a long-term development model consolidating democracy and good governance, offering the prospect of more inclusive, equitable and sustainable socio-economic growth and looking to greater regional and smoother international integration.

Overview of past and ongoing EC co-operation

Cooperation with Asian and Latin America (ALA) countries started in 1976, after the enlargement of the European Community (EC) to include the United Kingdom. In 1981 the first regulation was established with emphasis on development support including agricultural

¹ Directorates General of External Relations, (RELEX), Development (DEV) and the EuropeAid Co-operation Office (AIDCO).

² Please find a note on the country background covering the political situation, economic and social poverty analysis, trade and regional integration, environmental situation – vulnerability and poverty, national development policy in Annex I.

and rural development, and other social sectors. In 1992 a new regulation, Council Regulation (EEC) No 443/92 of 25 February 1992, was established, which included a budget line for economic co-operation and had an explicit concern for issues such as democracy, human rights, gender equality and the environment.

As a member of the Central America Integration System (CAIS), El Salvador enjoys a comprehensive relationship with the EU that encompasses political dialogue (the San José Dialogue launched in Costa Rica in 1984 and subsequently renewed in Florence in 1996 and Madrid in 2002) and a broad cooperation framework including the Generalised System of Preferences. The available instruments have allowed both partners to engage in broad-based cooperation in all areas of mutual interest. More specifically, the objectives of the bilateral cooperation between the EC and El Salvador are:

- to foster the democratisation process and the socio-economic development of the country, focusing on social cohesion (reducing poverty and combating inequalities and exclusion);
- good governance and human rights;
- to ensure that the results achieved so far in the process of transformation, democratisation and development of the country are not reversed and that the essential reforms remain high on the national political agenda;
- to support integration of El Salvador into the regional and world economy and to increase trade relations with the EU, mainly by means of a more consolidated regional integration process and the introduction of environment-related international standards and norms.

This implies pursuing a regular political dialogue between the EC and El Salvador coupled with new methods of partnership in the area of cooperation (budget aid), in close coordination with other donors and effective implementation of policies bound to have an impact on social cohesion such as decentralisation, fiscal reform or a consensual national policy on youth. In 2006 the European Commission decided to enhance its presence in El Salvador by opening a fully fledged Regionalised Delegation in order to foster bilateral relations and boost the EU's capacity in all areas, notably ahead of important political milestones such as the general election in 2009.

Bilateral objectives

In March 2001 the European Commission and the El Salvador government signed a Memorandum of Understanding (MoU) providing for assistance of 60 Mill € in the areas of modernisation and democratisation of the State and security of the citizens, socioeconomic development in the rural sector, support for environmental sustainability, health, development of the private sector and mapped out a multiannual strategy between the Government and the EC for the period 2000-2006. On this basis, details of the programming of EC external aid were set out in the EC Country Strategy Paper for El Salvador 2002-2006. This brought greater coherence between the strategic priorities of the EC (concentration of both the number of sectors and the number of operations) and El Salvador's own development agenda.

Based on the Country Strategy Paper 2002 – 2006 the EC in its NIP committed a total of 60.6 Mill € in external aid to the country for that period with the following split:

NIP commitments 2002-2006: 60.6 Mill €

Priority areas			
54.5%	33 Mill €	§	Consolidation and modernisation of the state, support for decentralisation § Programme of integrated local development
16.5%	10 Mill €		Support for economy and unemployment
15.2%	9.2 Mill€		Prevention and eradication of juvenile delinquency
Non-focal sectors			
13.8%	8.4 Mill €	§	Environment and combating poverty § Regional integration

Moreover, for the period covered by the CSP for 2002-2006, El Salvador received EC aid at regional level and under the measures and programmes open to all Latin American countries (decentralised cooperation programmes such as Al-Invest for economic cooperation, ALFA for cooperation on higher education and ATlis for cooperation on the information society).

El Salvador received assistance through the EC Regional Programme for the Reconstruction of Central America (PRRAC) and from the Regional Programme for Food and Nutritional Security in Central America (PRESANCA) to be implemented during the period 2005-2009. Other Regional Programmes that involve El Salvador are: CONSUAC (Consolidation of the Centro American Tax Union), PREVDA (Regional Program for the Environment Vulnerability and Degradation Reduction), PAIRCA (Program to support de Centro American Regional Integration, managed from El Salvador), ADAPPCA (Support to the design and application of the common Centro American policies), ZONAF (Program for the development of the Centro American borders) and BINACIONAL (Bi National Program for the Honduran and Salvadorian borders, managed form El Salvador). These programmes were evaluated in 2007.

In this period El Salvador was also eligible for financing under EC thematic budget lines (Co-Financing with NGOs, Environment and Tropical Forests, Food Security, Promoting Gender Equality in Development Cooperation, European Initiative for Democracy and Human Rights, Human Rights budget lines, etc.). In all 37 projects costing a total of €40.9 million were in progress in 2005, addressing in particular human rights, food security and the environment. Since end of 2006, DEC El Salvador also is de-concentrated in the area of EIDHR and NSA thematic lines, having the responsibility to execute the part of this thematic AAP concerning El Salvador.

In addition, El Salvador received continued support from ECHO:

- DIPECHO post 1998: EUR 6.04 million (including EUR 1.1 million corresponding to the Salvadoran share of regional projects);
- ECHO 2001 response to earthquakes was EUR 10.4 million;
- ECHO response to hurricane Stan was EUR 4.15 million (1.7 Primary Emergency Decision, 0.45 under the regional Emergency Decision, 2 under the Ad Hoc Decision).

Finally, El Salvador also benefitted from EC/EU funds via the “EU Water Initiative” and also can be benefited from the BEI loans related to alternative energy projects or from the 7th. Frame Program in the field of the Science and Technology.

Current EC strategy (2007-2013)

The European Commission intends to support El Salvador in its endeavours through this Country Strategy Paper (CSP) which provides a framework for EU assistance during the period 2007- 2013. The CSP aims at fostering social cohesion (through social investments in health, water and sanitation, and human capital development), human security, economic growth (sustained by job creation), regional integration and trade (which will be also addressed through the EC Regional Strategy for Central America).

NIP commitments: An indicative allocation of 121 Mill €has been earmarked for the period 2007-2013.

	NIP 1				NIP 2
	2007	2008	2009	2010	2011-13
FOCAL SECTOR 1: Fostering social cohesion and human security		15% (€18.15 m)	15% (€18.15 m)		40% (€ 48.40 m)
FOCAL SECTOR 2: Economic growth, regional integration and trade		10% (€12.10 m)		20% (€24.20 m)	
Total		Total 25% (€30.25 m)	15% (€18.15 m)	20% (€24.20 m)	40% (€ 48.40 m)

Sector-wide approaches and budget support will be the preferred means of implementation on condition that El Salvador meets the necessary macroeconomic conditions.

Specific objectives within *Focal Sector 1 "Fostering social cohesion and human security"* include

a) access to basic services (health and water & sanitation) with the objective to improve the infant malnutrition and mortality indicators, maternal mortality rates and environmental sustainability, including access to potable water and sanitation.

b) reduced social violence, human capital and promotion of young people; with EC support to cover basic and skilled education. The EC will contribute to improving basic education and creation of employment, especially in remote and isolated rural areas with high poverty rates.

Focal Sector 2 "Economic growth, regional integration and trade" aims to foster the expansion, diversification, competitiveness and productivity of domestic private-sector business, in particular at local level and focusing on rural areas.

Furthermore continued support will be provided to the process of regional integration, as well as reinforcement of the internal market, in view of the negotiation of a future Association Agreement between Central America and the European Union.

The main cross cutting issues considered are environmental sustainability and deepening democracy and good governance to improve social cohesion; complementary issues are: improved access to public services, the opportunity to tackle inequalities and promote local development.

Activities under other EC budgetary instruments (2007-2013)

In addition to in support to the CSP, El Salvador also benefits from the

- Central American Regional Indicative Programme,
- Latin America Regional Indicative Programme

Further activities could be financed in El Salvador through specific thematic programmes within the Development Cooperation Instrument (DCI), e.g.

- Investing in people;
- Environment and the sustainable management of resources, including energy;
- Non State Actors and local authorities in development;
- Food Security;

Funding under the EIDHR and ECHO are to be noted:

- European Initiative for Democracy and Human Rights, in particular for governance
- Humanitarian funding (ECHO), in particular through DIPECHO in relation to disaster preparedness.

The EC regional co-operation in Central America has shown a high degree of continuity regarding objectives, priorities and intervention sectors over the last decade (1996 -2006). The priority areas were: supporting integration, and particularly strengthening the customs union, common policies and regional institutions. Simultaneously, support was given to enhance civil society participation in the integration process. In addition to that El Salvador benefits from the Regional Programme for the Reconstruction of Central America (PRRAC), which was set up after Hurricane Mitch, which struck Central America in October 1998 being one of the worst natural disasters ever to have hit the region, .and the Latin America Regional Indicative Programme, according to its respective programming.

EU Member States and other donors

Aid coordination has improved over the past two years but is still fragmented and limited. Under the current administration, the role of the Technical Secretariat of the Presidency (*Secretaría Técnica de la Presidencia- STP*) has been enhanced, making it the main contact for multilateral lending institutions. However, the division of responsibilities between the STP and the Ministry for Foreign Affairs (MFA), formerly responsible for the overall aid coordination, needs to be further clarified. Moreover, there are limits to the capability of the MFA to ensure adequate and timely counterpart funding, provide adequate project staffing and deal with other matters critical to effective programme implementation. For 2007-2013, the EC will stimulate a review of coordination modalities, in line with the commitment to enhance coordination, alignment and harmonisation, based on the Paris Declaration. This will

include strengthened coordination among Member States, also with a view to ensure a proactive role of the government in donor coordination.

3. SCOPE

3.1. Temporal and legal scope

The scope of the evaluation is the Commission's co-operation strategies and their implementation during the period 1998 - 2008³.

The evaluation should be **forward looking**, providing lessons and recommendations for the continued support to the partnership with El Salvador.

The Consultants must:

- Provide a fully-fledged assessment of the cooperation framework with the country including the main agreements and other official commitments between El Salvador and the EC.
- Analyse the relevance and coherence, transition and continuity of the Commission's co-operation strategies with the country (all instruments included) for the period 1998 – 2008; this should also include the assessment of the priority sectors in CSP 07-13 including recommendations for the 2010 mid-term review.
- The above mentioned analysis should consider the level of adaptation to the context and needs of the country in the different periods.
- Provide a detailed analysis of the results achieved and lessons learnt in all priority sectors. This analysis should require sectorial analysis of key sectors such as the governance sector, which was assigned 54.5% of the resources in the period 2002-2006 and the focal sector "social cohesion and human security" in CSP 2007-2013 with 70% of resources assigned to it.
- Assess the value added of the Commission's co-operation strategies; the coherence within the EC's developments programme, the coordination/complementarity and coherence with the partner country's policies and with other donors' interventions, particularly the Member States; the consistency between programming and implementation for the same period as well as the aid effectiveness dimension as a whole.
- Provide recommendations and lessons learned on the implementation of the Commission's co-operation, focusing on impact, sustainability, effectiveness and efficiency for the period² 1998 – 2008 and on intended effects for the period 2007 – 2013.
- The evaluation should give due attention to the role of thematic budget lines, successful integration of cross cutting issues and participation of civil society.

³ Period corresponding to: (i) the two previous and current programming cycles if no country evaluation for the periods concerned existing; (ii) one previous and the current programming cycle if a country level evaluation already existing for the period preceding the former programming cycle

3.2. Thematic scope

The scope of the evaluation is to evaluate the overall EC's cooperation with El Salvador between 1998 and 2008 including a mix of projects under different budget lines and in particular the Commission's Country Strategies covering that period.

The evaluation should produce a full inventory of the Commission's funding to El Salvador for this period of time.

The evaluation should check whether the priorities of financial allocations during that period of time adequately correspond to the priorities of the respective priorities of the CSP and El Salvador's National Development Agenda.

The coordination and complementarities between activities under different mechanisms, modalities and budget lines (e.g. such as PRAAC, ECHO, Thematic budget lines, Bilateral and Regional programmes, Centralized Cooperation –URB-AL, EURO-SOLAR, EURO-SOCIAL, AL-INVEST, ALFA, etc.) as well as between activities initiated at regional versus those at national level should be analysed .

The aspects mentioned above should be closely followed in order for the Evaluation to establish how sustainability of ECHO projects is ensured through the financing of other EC funded programs and vice versa.

The coherence of the EC's cooperation with El Salvador in relation to regional strategies, centralised programmes and trade negotiations between the EU and El Salvador should be evaluated.

The evaluation shall evaluate, whether the recommendations of previous regional evaluations, thematic and sector evaluations as well as evaluations of centralized cooperation, in which El Salvador had been considered⁴ were useful and to what extent they have been taken into account in the current programming cycle, indicating the reasons in the context of the decision making procedures.

The purpose of the evaluation is to identify relevant lessons and to produce recommendations for the current and future strategy programme. **The centre of attention** should be on the following areas of cooperation:

- (a) democracy and good governance: consolidation and modernisation of the state, decentralisation, integrated and sustainable local development;
- (b) social development and human security: basic services – in particular health and education, social cohesion, prevention of juvenile delinquency, reduced social violence, human capital and promotion of young people.

⁴ such as for example the Evaluation of ALA Regulation 443/92, May 200; Evaluation de la Coopération Régionale de l'UE en Amérique Latine – ref. 951390, 199; Evaluación de la Cooperación Regional de la CE en America Central, 2007; Regional Evaluation on Latin America 2005 "Evaluation de la Stratégie régionale de la CE en Amérique Latine" - ref. 951661; Evaluation of ECHO's Aid to the Victims of Hurricane Mitch

(c) economic growth and employment (including EC support to the private sector through actions at meso- and microeconomic level as well as EC support to government sector policies), regional integration and trade

(d) environment and reducing vulnerability to risk (disaster risk reduction⁵) including agricultural and rural development;

(e) The evaluation should also consider cross-cutting issues (human rights, conflict prevention, gender equality, environmental sustainability, the fight against HIV/AIDS, children rights and needs, the cultural dimension) and the extent to which they have been adequately addressed.

(f) In particular the gradual shift from a project and sector approach to increased budgetary support and result-oriented instruments should be thoroughly assessed, as well as the integration of the EC into donor coordination mechanisms in the country and their impact on effectiveness and efficiency.

NB: All completed evaluations in the country related to EC interventions at project and program level are important reference material to be taken into account. The Consultants should not deal with the points already covered by these evaluations, but build on them.

4. KEY DELIVERABLES

The overall methodological guidance to be used is available on the web page of the EuropeAid evaluation unit under the following address:

http://ec.europa.eu/comm/europeaid/evaluation/methodology2/index_en.htm

Within 14 days after the reception of the ToRs, the Consultants will present a **launch note⁶** which should contain:

- their understanding of the ToR;
- a methodological note including the implementation of the quality control;
- the provisional composition of the evaluation team with CVs⁷;
- a proposed budget⁸.

Following the launch note, the main key deliverables are:

- The inception meeting;
- The inception report;
- The desk report;
- The final reports and seminar in the country.

⁵ In a country where a substantive focus on disaster risk reduction will remain important, it might be worthwhile to explore, whether in terms of sustainability, over time, DIPECHO regional projects with a strong institutional component should become part and parcel of other aid modalities such as GBS or SBS.

⁶ In the case of a tender procedure, the launch note will be replaced by the financial and technical proposal of the tender

⁷ All birthday dates must be written in the following Format: dd/mm/yyyy

⁸ In the frame of a "framework contract"

4.1. The inception meeting

Upon approval of the launch note by the Evaluation Unit, the Consultant proceeds to the structuring stage leading to the production of an inception report.

The main part of the work consists in the analysis of all key relevant documents regarding the Commission's co-operation (past and present) with El Salvador. The Consultants will also take into account the documentation produced by other donors and international agencies.

On the basis of the information collected and analysed, the Consultants will propose evaluation questions and prepare explanatory comments for each. The choice of the questions determines the subsequent phases of information and data collection, elaboration of the methods of analysis, and elaboration of final judgements. The consultants will also identify appropriate judgement criteria.

A meeting will be held with the reference group to discuss and validate:

- the evaluation's regulatory framework, its context, main users and expected uses;
- the evaluation's central scope;
- the scope extended to related policies;
- the intervention logic according to official documents;
- the evaluation questions;
- explanatory comments associated to each evaluation questions (when possible, indicate judgement criteria).

Upon validation by the Reference Group, the evaluation questions become part of the ToR.

4.2. Inception report

At the end of the inception phase, the consultants must deliver an **inception report**, which finalises the evaluation questions and describes the main lines of the methodological design including the indicators to be used, the strategy of analysis and a detailed work plan for the next stage.

The inception report contains the following elements:

- the intervention logic;
- the validated evaluation questions;
- a limited number of appropriate judgment criteria per evaluation question;
- a limited number of quantitative and/or qualitative indicators related to each judgment criterion;
- a proposal containing suitable working methods to collect data and information in the Commission's headquarters and delegations, including information coming from the country itself and other donors in the country;
- a first outline of the strategy and the methods used to analyse the collected data and information indicating any limitations;
- a chain of reasoning for answering the question;
- a concise description of the development co-operation context of the Commission with [country] related to the evaluation questions;
- a detailed work plan for the next stage.

The report will also confirm if necessary:

- the final composition of the evaluation team and
- the final work plan and schedule.

The two latter points will be agreed and confirmed through a formal exchange of letters between the Consultants and the Commission.

This phase may include a short preparatory and exploratory visit of the Consultants to the field.

4.3. Desk report

Upon approval of the inception report the Consultants proceed to the final stage of the desk phase. At the end of this phase, the Consultants will present a desk report setting out the results of this phase of the evaluation including all the following listed elements (the major part of the inception report will be in the annex of the desk phase report):

- the evaluation questions with the agreed judgement criteria and its quantitative and qualitative indicators;

- the first elements of answer to the evaluation questions when available and the hypotheses to be tested in the field;
- progress in the gathering of data. The complementary data needed for the analysis and to be collected in the field have to be identified;
- methodological design, including evaluation tools ready to be applied in the field phase: (i) suitable methods of data collection within the country indicating any limitations, describing how the data should be cross-checked and specifying the sources, (ii) appropriate methods for data collection and to analyse the information, again indicating any limitations of those methods in El Salvador.
- an exhaustive list of all the activities covered during the period and an exhaustive list of all activities examined during the desk phase, bearing in mind that activities analysed in the desk phase and the field phase (including ROM) have to be representative;
- a workplan for the field phase: a list with brief descriptions of activities, projects and programmes for in-depth analysis in the field. The consultants must explain the value added of the visits.

The field mission cannot start before the evaluation manager has approved the desk report.

4.4. Field reporting

The fieldwork shall be undertaken on the basis set out in the desk report and approved by the reference group (which includes the Delegation). The work plan and schedule of the mission are agreed in advance with the Delegation concerned. If during the course of the fieldwork it appears necessary to deviate from the agreed approach and/or schedule, the Consultants must ask the approval of the Evaluation Unit before any changes may be applied. At the conclusion of the field study the Consultants present the preliminary findings of the evaluation:

- (1) presentation during a de-briefing meeting with the Delegation;
- (2) presentation to the reference group shortly after their return from the field.

4.5. Final reports and seminar in the country

4.5.1. The Draft Final Report

The Consultants will submit the draft final report in conformity with the structure set out in annex 2. Comments received during de-briefing meetings with the Delegation and the reference group must be taken into consideration.

The Consultants may either accept or reject the comments but in case of rejection they must justify (in writing) the reasons for rejection (the comments and the Consultants' responses are annexed to the report). If the Consultants don't want to take them in the report, they must explain in a separate document the reasons why.

If the evaluation manager considers the report to be of sufficient quality (cf. annex 3), he/she will circulate it for comments to the reference group. The reference group will convene to discuss it in the presence of the evaluation team.

4.5.2. *The Seminar*

The Consultants will make the appropriate amendments based on comments expressed by the reference group and the Evaluation Unit. The revised draft final report will be presented at a seminar in El Salvador. The purpose of the seminar is to present the results, the conclusions and the preliminary recommendations of the evaluation to the National Authorities, the Delegation as well as to all the main stakeholders concerned (EU Member States, representatives of civil society organisations and other donors).

The Consultants shall prepare a presentation (*Powerpoint*) for the seminar. This presentation shall be considered as a product of the evaluation in the same way as the reports and the data basis. For the **seminar** 60 copies of the report and 10 reports with full printed annexes (see annex 2 of the ToR) have to be produced. [*If several languages are needed, the quantity and the distribution between languages have to be agreed with the Evaluation Unit.*]

4.5.3. *The Final Report*

The Consultants will prepare the final report based on the comments expressed at the seminar and on the basis of further comments from the reference group, the Delegation and/or the evaluation manager. The presentation (*Power point*) will be revised in accordance to the final report.

110 copies of the **Final Main Report** must be sent to the Evaluation Unit with an additional 10 reports with all printed annexes. A CD-Rom with the Final Main Report and annexes has to be added to each printed report. [*If the reports must be printed in various languages, the quantity and the distribution between languages must be agreed with the Evaluation Unit.*]

The evaluators have to hand over on an appropriate support (electronic or paper) all relevant data gathered during the evaluation.

The contractor shall submit a methodological note explaining how the quality control and the capitalisation of lessons learned have been addressed.

The Evaluation Unit makes a formal judgement on the quality of the evaluation (cf. annex 3).

5. EVALUATION QUESTIONS

The evaluation will be based on the seven evaluation criteria: relevance, impact, effectiveness, efficiency, sustainability, coherence and the EC value added. The first five correspond to the traditional practice of evaluation of development aid and have been formalised by the OECD (DAC). The following two apply to all EC policies. The criteria will be given different weightings based on the priority accorded to the evaluation questions.

In general, questions (to a maximum of 10) will refer to the following main areas:

- **Relevance of the strategy/programme:** this includes both relevance to the general objectives of the EC and relevance to the needs and priorities of El Salvador (including the choice of target groups).

- ***Design, and coherence of the intervention strategy/programme:*** this mainly concerns the extent to which the resources foreseen were adequate in relation to the objectives set out in the programming documents.
- ***Consistency of the implementation in relation to the strategy:*** the Consultants shall verify the extent to which the work plan, schedule and implementation of the activities (all types of interventions, geographical and sectoral distribution, instruments, aid delivery channels included) were consistent with the strategy. They shall demonstrate who were the real beneficiaries, direct or indirect, of the intervention and compare them to the target population(s) in the programming documents.
The Consultants will also verify the extent to which the intervention modalities (instruments, aid delivery channels, etc.) were appropriate to the objectives.
- ***Achievement of main impacts/effects:*** the Consultants shall identify all recorded results and impacts, including any unintended ones, and compare these to the intended results and/or impacts. The Consultants will also identify the changes, which occurred in the areas in which EC programmes were supposed to produce an impact.
- ***Efficiency of the implementation:*** for the activities which were effective, it will be necessary to question to what extent funding, human resources, regulatory and/or administrative resources contributed to, or hindered the achievement of the objectives and results.
- ***Sustainability of the effects:*** an analysis of the extent to which the results and impacts are being, or are likely to be maintained over time.
- ***Key cross-cutting issues:*** for example gender, environment and climate change, human rights, HIV/AIDS, institutional capacity building, etc. Verification should be undertaken, on the one hand, of the extent to which account has been taken of these priorities in the programming documents and, on the other hand, to what extent these issues have been reflected in the implementation modalities and in the effects of the intervention.***The 3Cs (co-ordination, complementarity and coherence):*** co-ordination / complementarity with EU Members States and other donors; coherence with EU policies (including the Member States' own policies and eventual interventions of the EIB).

Value added of the EC interventions: The extent to which the development intervention adds benefits to what would have resulted from Member States' interventions only in the partner country. The criterion is closely related to the principle of subsidiarity and relates to the extra-benefit the activity/operation generates due to the fact that it was financed/implemented through the EC.

There may be three practical elements to illustrate possible aspects of the criterion:

- 1) The EC has a particular advantage over Member States and how far is that visible;
- 2) The EC has a particular mandate in the framework of the '3Cs' and can draw member states to a greater effort together;
- 3) EC cooperation is guided by a common political agenda embracing all Member States and how far is that visible.

6. RESPONSIBILITY FOR THE MANAGEMENT AND THE MONITORING OF THE EVALUATION

The Evaluation Unit (AIDCO 03) is responsible for the management and monitoring of the evaluation with the assistance of the reference group.

Information will be given to the Consultants after the signature of the contract concerning the documents referred in Annex 1.

7. THE EVALUATION TEAM

The evaluation team should consist of a team leader and 2-3 experts that possess a sound knowledge and experience in:

- evaluation methods and techniques in general and, preferably of evaluation in the field of development cooperation, including Budget Support operations;
- the aid effectiveness dimension as a whole;
- good knowledge of El Salvador and Central America, specific field experience in El Salvador as well as previous participation in monitoring or evaluating missions for EC cooperation would be an asset;
- the following fields: democratic governance with an excellent understanding of the particular political context of El Salvador,
social development and human security in a development context, education and health (including basic services regarding water and drainage infrastructure),
macroeconomics⁹, economic growth and employment including regional integration and trade with
environmental sustainability and agricultural and rural development,
good understanding of the socio-economic dynamics of poverty including of cross-cutting issues.
- All members of the team must have good knowledge of the diverse means of implementation of development cooperation, including and in particular through sector-wide approaches and budget support.
- the following language(s): Spanish and English. All persons in the team must be able to read the background documentation, most of which will only be available in Spanish. All interviews in the field will be carried out in Spanish, so that all experts need to speak it fluently. The report shall be written in English with subsequent translation into Spanish.

The Evaluation Unit strongly recommends that the evaluation team should include consultants from the country or the region (notably, but not only, during the field phase) with in-depth knowledge of key areas of the evaluation.

Consultants must be strictly neutral. Conflicts of interests must be avoided.

It is highly recommended at least for the team leader to be fully familiar with the methodological approach set by the EC.

⁹ with excellent knowledge of General and Sector Budget Support operations.

8. TIMING

After the approval of the launch note and the signature of the contract, the timing of activities will be set according to the following indicative work plan. The dates mentioned in the following section may be changed with the agreement of all concerned.

Evaluation Phases and Stages	Notes and Reports	Dates	Meetings/Communications
Desk Phase			
Structuring Stage	Short presentation (logical diagram and EQ) Draft Inception Report		RG Meeting Optional: Short preparatory visit of the consultants to the field.
	Final Inception Report		A formal exchange of letters between the Consultants and the Commission confirms the final composition of the evaluation team and the final work plan and schedule.
Desk Study	Draft Desk Report		RG Meeting
	Final Desk Report		
Field Phase			De-briefing meeting with the Delegation.
	Presentation		RG Meeting
Synthesis phase (seminar in the country)			
	1st draft Final report		RG Meeting
	Revised draft Final report		Seminar in El Salvador 60 copies of the report and 10 reports with full printed annexes.
	Final Main Report		110 copies of the Final Main Report must be sent to the Evaluation Unit. Additional 10 reports with all printed annexes must be sent to the Evaluation Unit as well.

NB: The timing of activities has to be realistic.

A country level evaluation takes about 12 months between signature of contract and approval of the final report. Some regional evaluations take about 15-16 months between signature of contract and approval of the final report.

9. COST OF THE EVALUATION

The overall costs include:

- The **evaluation** as such;
- 2.5% of the total budget excluding the costs of the seminar are to be used for **quality control**;
- A **seminar** in the country.

The total of these 3 elements must not exceed **€200.000**.

NB: The budget for the seminar (fees, per diems and travel) will be presented separately in the launch note.

10. PAYMENTS MODALITIES

The payments modalities shall be as follows:

- 30% on acceptance of the Inception Report, plus 2.5% of the agreed budget to be used for quality control;
- 50% on acceptance of the Draft Final Report;
- the balance on acceptance of the final report.

Seminar related costs are to be invoiced and paid separately.

ANNEX 1: EL SALVADOR - NOTE ON THE COUNTRY BACKGROUND

Political situation

Since the signature of the Peace Accords in 1992, El Salvador has witnessed progressive political stabilisation and democratisation. Although the demilitarisation process has been completed, the institutions responsible for ensuring the rule of law suffer from an image of inefficiency and corruption. The political system itself is marked by a high degree of polarisation. The strong polarisation of the political debate is one of the reasons for the growing public dissatisfaction with the political parties and State institutions.

Progress on decentralisation is still limited and transparency in public affairs is another challenges.

The human rights situation has undoubtedly improved. The most important political challenge is internal security and the mounting social violence, fuelled by a proliferation of fire arms. Violence committed by gangs of young delinquents ("maras") is a major public concern with implications not only for personal safety, but also extending beyond El Salvador's borders. The cost of violence in El Salvador is estimated at 11,5% of GDP¹⁰.

Economic and social situation and poverty analysis

El Salvador has evolved from an economy based on the export of goods (mainly coffee, sugar, and cotton) to a model in which "maquila", services and family remittances have become the main income flows. Agriculture added 11.5% for GDP in 2007, industry 29.9% and services 59.5%. **Economy remains stable and more balanced** than most of the countries in the region in terms of public deficit, external debt and inflation as a result of structural reforms carried out during the nineties. In 2001, the government decided to abandon the national currency and adopt the U.S. dollar, which led to a significant drop in interest rates and inflation. However, a series of factors may put an end to that economic balance in the mid/long term:

- **Slow economic growth.** GDP constant growth during the '90s has turned El Salvador into a low-income country. TPI (*tax on personal income*) has more than doubled from 950 U.S. dollars in 1990 to 2450 U.S. dollars in 2005. However GDP growth started to drop in the second half of the '90s and actual GDP per-capita has become stagnant (1% in 2005 with 1.6% estimated for the period 2005 to 2009) and it is still below the level of 10% before the war. Considering that the GDP growth is below the index of population growth, the actual income per-capita is decreasing. This situation may worsen if migration to the United States drops (and consequently the flow of remittances).
- **Inflation** was around 2% p.a. between 2001 and 2003 but it increased to 4.5% in 2007 partly because of the effect of high oil prices, although some of the depreciation of the U.S. dollar compensates the spike differential of inflation. However, inflation forecast for 2008 is 4%.

¹⁰ CSP 2007-2013

- The central government global **fiscal deficit** was significantly reduced in the last years, going from 5% in 2002 to 2.3% of the GDP in 2007 (estimated deficit for 2008 will be 1.9% of GDP).
- **An increase in public debt** has been the main source of financing for the current account deficit in recent years (from 27.4% of GDP in 2000 to 38.5% in 2004). Repayment of external debt should not be an immediate problem for the current government, because only 7% of it is short term (1 to 5 years). However, 60 % of the debt is between 5 to 20 years. On the other hand, direct foreign investment level has been relatively limited in the last years, nearly USD 300 million or the equivalent to 2% of GDP per year between 2001 and 2003, mainly because of the increase in insecurity of the situation and because of legal and regulatory obstacles. In any case, the percentage forecast of external debt for 2008 is 38.4% of GDP including trust funds.
- **Social expense level is low**, even though there has been an increase in comparison to the extremely low levels in the '90s. It increased from 4.3% of GDP in 1996 to 7.3% in 2003 with education expense varying from 2.2% to 3.1% of GDP for the same period. In any case, estimates suggest that the expense level should grow gradually around an equivalent of 3.5% of GDP to cover basic needs of the population percentage that currently has no access to basic services. Therefore, among other causes, implementation of a comprehensive social policy, as announced by the government, will require among other things an ambitious **tax reform**. The government has taken some initiatives to reduce fiscal evasion and strengthen the tax collection system. These have had, as a consequence, an increase in tax revenues. Plans are to increase tax revenues some 3% of GDP for 2009 in order to be able to pay the pensions debt and gradually reduce public debt under 38% by 2009.

Trade and regional integration

The USA, as the main trading partner (48% of imports and exports), plays an important role in El Salvador. The savings of Salvadorians living in the USA make up the leading source of the "income" of the country. The signature of CAFTA in May 2004 has added another dimension to the important role played by the USA in the country. The second trading partner is the Central American region (35%). The EU accounts for 7% of overall trade. El Salvador benefits from the Generalised System of Preferences (GSP).

European investment has increased in the last five years, both, in terms of quantity and quality and concentrated above all in the service sector.

Regional and world integration are crucial for El Salvador's development with Central America being a priority for El Salvador, which, since the 1960s has made a clear effort to achieve greater trade liberalisation in the region.

Environmental situation, vulnerability and poverty

El Salvador is a highly vulnerable country. About 9.4% of the national territory is exposed to floods and 19.2% to landslides; some 47% is at risk of droughts. Moreover, tropical storms regularly threaten the country. El Salvador has planned programmes for monitoring seismic, hydrological, meteorological and volcanic risks as well as for water quality control and an

early warning system for floods. Some progress has been made, comparing how prevention and emergency aid mechanisms have been mobilised; however, these remain insufficient. In addition to environmental risks, the degradation of natural resources leads to worsening living conditions. Investigations suggest that in El Salvador many diseases are linked to the deteriorating environmental quality.

The environmental implications of cooperation under these Actions are considered through the promotion of sustainable resource management, the development of environmental standards, promotion of more sustainable production/consumption patterns, and clean technologies.

National development policy - Main policy, strategic priorities and orientations

(i) Main characteristics of the national development policy and strategy;

El Salvador, as a country with middle income, does not have a strategy to reduce poverty similar to that in other countries with lower income.

The strategy of the government is detailed in ***Plan País Seguro (Safe Country Plan)*** (the security plan of the country includes 11 sub- presidential plans for 2004 –2009. It is designed to: (a) strengthen and modernize government institutions; (b) generate macroeconomic stability and open participation for all in the benefits of economic growth; (c) increase the country's economy productivity and competitiveness; (d) support an increasing development of resources and human dignity; and (e) promote recovery and respect for the environment. While a commitment of the country is confirmed on the strategy for a sound macro economy and an open and free development of the private sector, that *Plan País Seguro*, contrary to previous plans, emphasizes policies on social inclusiveness and eradication of poverty through citizen security and the general reduction of vulnerability of the country. In addition, it commits the government to reduce poverty and, in general, to comply with the MDG's.

In this context, the government has launched a ***Plan de Oportunidades (Opportunity Plan)*** that is directly focused on fighting poverty in 100 of those municipalities most in need of the country with five priorities: (1) micro credit for integral development –the objective is to approach micro credit to owners of micro and small businesses, (2) FOSALUD –focusing on increasing the range of medical services in small health care centres, (3) CONÉCTATE (Connect yourself) focused on introducing information and technology in the educational system, (4) the Presidential Program for youths directed at social integration of youths, by increasing *inter alia* the economic opportunities, and (5) Redes Solidarias (Solidarity Networks) –promoting increase of quality and coverage of social services in 100 municipalities classified in extremely severe or highly severe poverty categories.

(ii) Comments on policy and strategy credibility;

The development policy, presented explicitly in the paragraphs above, has obtained tangible results in basic aspects such as improvement of the macroeconomic and fiscal framework, and reduction of poverty. According to CEPAL, the poverty index is still 40.4% and 15.6% in extreme poverty. The government is optimist, but the truth is that all these surveys agree that poverty is being eradicated thanks to migration and remittances. If this were not so, the poverty rate would be 20% higher. The economy of the country is still very vulnerable to external "shocks" (repercussion of the recent crisis in the United States and the boom in oil prices, among others) and there are still many other structural bottlenecks remaining to be

addressed that restrain development of the country (mainly fiscal, financial banking, legal and labour).

Public expenditure increased over the national budget from USD 2.9 thousand million in 2006 to 3.1 in 2007 with advances in the MDG's against previous times. In this context, Red Solidaria (Solidarity Network) marks a significant step ahead in social policies in the government by channelling an important amount of public expenditure in favour of the poorest municipalities. Red Solidaria (Solidarity Network) also represents an advance in terms of poverty concepts by not considering it in terms of very low income, but rather as having no access to basic services.

(iii) Appropriation of the policy and strategy by the government in general and by the ministerial sector. Specifically;

The productive sector is the only one that may provide growth for the population with employment, creating an alternative to the limits of the farming sector, through diversification of traditional and non-traditional exports. Concerning this, incorporating El Salvador to the regional and world economies, and also the improvement of trade flows, are critical factors for social cohesion.

There are two objectives in the government policy concerning the private sector:

- Promote the expansion, diversification, **competitiveness and productivity** of the private domestic sector, particularly in the micro and small business.
- **Increase the position of El Salvador in the international markets** (the EU and Central America) and its effective integration in the Central American Region and also its participation in the multilateral commercial system and the global economy. From this perspective, regional integration of Central America is crucial and it must be in line with the EU regional strategy.

In order to advance in the achievement of such objectives, it is absolutely necessary to design and execute public **policies** in the areas of **innovation, technology and quality**. Thus, and among other aspects, there is a plan to obtain in the next few years the international recognition of the Salvadoran National Quality System. The government's strategy, in a second stage, consists of consolidating these aspects linked to the quality system and, at the same time, in creating innovation processes and technology development linked to the productive sector chains of value.

ANNEX 2: INDICATIVE DOCUMENTATION FOR THE EVALUATION

NB: The following list is indicative and has to be adapted/expanded where appropriate.

All legal texts, Council Regulations and political commitments for the period covered, communications of the Commission, various regulations

- § Chapultepec Agreements, 1992 (kick-off of EC Cooperation with El Salvador)
- § ALA Regulation (No 443/92)
- § Development Cooperation Instrument (DCI) 2007-2013
- § Council Regulation (EC) No 980/2005 of 27 June 2005 applying a scheme of generalised tariff preferences
- § Memorandum of Understanding 2000-2006 (signed in 2001)
- § Acuerdo de Cooperación entre la Comunidad Económica Europea y las Repúblicas de Costa Rica, El Salvador, Guatemala, Honduras, El Salvador y Panamá, 1999
- § Memorandum of Understanding 2007-2013

CRIS (information on the projects and annual ROM) and other databases concerning the financed projects, engagements, payments, etc.;

All Country Strategy Papers/National Indicative Programmes (or equivalent) for the period covered

- § CSP 1998 – 2000
- § CSP 2002 - 2006
- § CSP 2007 – 2013
- § List of past and present projects
- § Information on PAPES, the ongoing GBS programme (managed from Managua)

All Regional Strategy Papers/Regional Indicative Programme (and equivalent) for the periods covered

- § Central America – Regional Strategy Paper 2002 - 2006
- § Central America - Regional Strategy Paper 2007 - 2013
- § The Regional Programme for the Reconstruction of Central America (PRRAC)

Delegation's Annual Reports, conclusions of the Mid-term and End-of-Term Reviews;

Evaluation reports of projects and programmes

Relevant documentation from other donors

Other Commission/Government Agreements

- § 1993 Framework Cooperation Agreement between the European Economic Community and the Republics of Costa Rica, El Salvador, Guatemala, Honduras, El Salvador and Panama
- § EU-Central America Political Dialogue and Co-operation agreement, signed on 15 December 2003 in Rome. It will builds on and replaces the existing 1993 Framework Co-operation agreement.
- § Joint Declarations of the San Jose Dialogue process, in particular the Declarations of San Jose (28/29 September 1984), Florence (21 March 1996) and Madrid (18 May 2002)
- § The Political Dialogue and Co-operation Agreement (2003 pending full ratification).
- § Ongoing negotiations on the bi-regional Association Agreement (EU and Central America) on the three pillars Political Dialogue, Cooperation and Trade.

Key Government Policy and Planning Documents

- § The “Safe Country Plan” (Plan País Seguro)
- § Plan de Oportunidades
- § Relevant documentation provided by the local authorities and other local partners, and financial backers, etc.

Previous Evaluations and Monitoring Reports relating specifically to El Salvador and EC cooperation with Central America

- § Evaluation of ALA Regulation 443/92, May 2002
- § Independent appraisal of the European Community Investment Partners (ECIP) financial instrument – ref 951482, 1999
- § Evaluation de la Coopération Régionale de l'UE en Amérique Latine – ref. 951390, 1998
- § Evaluation of the rehabilitation budget line
- § Evaluación de la Cooperación Regional de la CE en América Central, 2007 (field visit to El Salvador)
- § Regional Evaluation on Latin America 2005 "Evaluation de la Stratégie régionale de la CE en Amérique Latine" - ref. 951661 (field visit to El Salvador plus questionnaire)
- § Special Report "European Commission Rehabilitation Aid following the Tsunami and Hurricane Mitch"
- § Evaluation of ECHO's Aid to the Victims of Hurricane Mitch (Honduras, Nicaragua, Guatemala and El Salvador)
ec.europa.eu/echo/pdf_files/evaluation/2001/mitch2_annex.pdf
- § Documents from the Global Donors Platform
http://www.donorplatform.org/component?option=com_frontpage/Itemid,1/

El Salvador was specifically considered/consulted within the following thematic evaluations:

- § Thematic Evaluation of the EC Support to Good Governance, 2006 (questionnaire)
- § Thematic Evaluation on Rehabilitation 2003 "Evaluation des actions de réhabilitation et de reconstruction financées par la Communauté Européenne dans les pays ACP/ALA/MED/TACIS" - ref. 951638 (questionnaire)
- § Thematic Evaluation of Population and Development oriented Programmes in EC External Co-operation - ref. 951649; 2004 (questionnaire)
- § Evaluation of the Environment and Forests Regulations 2493/2000 and 2494/2000 - ref. 951660; 2004 (field visit plus questionnaire).

The three following documents are to be handed to the Consultants:

1. Information on access to data on the ROM system;
2. Methodological note from Euréval concerning North-South approach to country level evaluations;
3. Template for the cover page.

In addition, the consultant will have to consult the documentation available on Internet (DAC/OCDE and EU Inventory websites in particular) as well as the documentation listed or available within the Evaluation Unit (AIDCO/0/3 Library).

ANNEX 3: OVERALL STRUCTURE OF THE FINAL REPORT

The overall layout of the report is:

- **Final report**

- Summary
- Context of the evaluation
- Answers to the evaluation questions
- Conclusions (1)
- Recommendations (2)

Length: the final report must be kept short (70 pages maximum excluding annexes). Additional information regarding the context, the programme and the comprehensive aspects of the methodology and of the analysis will be put in the annexes .

(1) Conclusions

- The conclusions have to be assembled by homogeneous "clusters" (groups). It is not required to set out the conclusions according to the 5 DAC criteria;
- The chapter on "Conclusions" has to contain a paragraph or a sub-chapter with the 3 to 4 principal conclusions presented in order of importance;
- The chapter on "Conclusions" must also make it possible to identify subjects, for which there are good practices and the subjects, for which it is necessary to think about modifications or re-orientations ;

(2) Recommendations

- Recommendations have to be linked to the conclusions without being a direct copy of them;
- Recommendations have to be treated on a hierarchical basis and prioritised within the various clusters (groups) of presentation selected;
- Recommendations have to be realistic, operational and feasible. As far as it is practicable, the possible conditions of implementation have to be specified;
- The chapter on "Recommendations" has to contain a sub-chapter or a specific paragraph corresponding to the paragraph with the 3 to 4 principal conclusions. Therefore, for each conclusion, options for action and the conditions linked to each action as well as the likely consequences should be set out.

- **Annexes (non exhaustive)**

- National background
- Methodological approach
- Information matrix
- Monograph, case studies
- List of institutions and persons met
- List of documents consulted

NOTE ON THE EDITING OF REPORTS

- The final report must:
 - § be consistent, concise and clear;
 - § be well balanced between argumentation, tables and graphs;
 - § be free of linguistic errors;
 - § include a table of contents indicating the page number of all the chapters listed therein, a list of annexes (whose page numbering shall continue from that in the report) and a complete list in alphabetical order of any abbreviations in the text;
 - § contain one (or several) summaries presenting the main ideas. For example, the answers to the evaluation question and the main conclusions could be summarised and presented in a box.
- The executive summary has to be very short (max. 5 pages);
- The final version of the report shall be typed in 1,5 lines spacing and printed double sided, in DIN-A-4 format;
- The font shall be easy to read (indicative size of the font: Times New Roman 12);
- The presentation shall be well spaced (the use of graphs, tables and small paragraphs is strongly recommended). The graphs must be clear (shades of grey produce better contrasts on a black and white printout);
- The main report shall not exceed 70 pages including the cover page, the table of content, the lists of annexes and abbreviations. The annexes shall not be too long;
- The content must have a good balance between main report and annexes;
- Reports shall be glued or stapled; plastic spirals are not acceptable due to storage problems.

For the Cover page, please use the template mentioned in Annex 1.

Please, note that:

- The Consultant is responsible for the quality of translations and their conformity with the original;
- All data produced in the evaluation are property of the EC.

ANNEX 4 - QUALITY ASSESSMENT GRID

Concerning these criteria, the evaluation report is:	Unacceptable	Poor	Good	Very good	Excellent
1. Meeting needs: Does the evaluation adequately address the information needs of the commissioning body and fit the terms of reference?					
2. Relevant scope: Is the rationale of the policy examined and its set of outputs, results and outcomes/impacts examined fully, including both intended and unexpected policy interactions and consequences?					
3. Defensible design: Is the evaluation design appropriate and adequate to ensure that the full set of findings, along with methodological limitations, is made accessible for answering the main evaluation questions?					
4. Reliable data: To what extent are the primary and secondary data selected adequate. Are they sufficiently reliable for their intended use?					
5. Sound analysis: Is quantitative information appropriately and systematically analysed according to the state of the art so that evaluation questions are answered in a valid way?					
6. Credible findings: Do findings follow logically from, and are they justified by, the data analysis and interpretations based on carefully described assumptions and rationale?					
7. Validity of the conclusions: Does the report provide clear conclusions? Are conclusions based on credible results?					
8. Usefulness of the recommendations: Are recommendations fair, unbiased by personnel or shareholders' views, and sufficiently detailed to be operationally applicable?					
9. Clearly reported: Does the report clearly describe the policy being evaluated, including its context and purpose, together with the procedures and findings of the evaluation, so that information provided can easily be understood?					
Taking into account the contextual constraints on the evaluation, the overall quality rating of the report is considered.					

Annexe 2: Launch Note and Revised Offer (Main Elements)



Development
Researchers'_
Network

Italy



Aide à la Décision Economique
Belgium



PARTICIP GmbH
Germany



Deutsches Institut für
Entwicklungspolitik

German Development
Institute

Deutsches Institut für
Entwicklungspolitik
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European Institute for Asian Studies
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ICEI Instituto Complutense
de Estudios Internacionales
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Framework contract for
Multi-country thematic and regional/country-level
strategy evaluation studies and synthesis
in the area of external co-operation

LOT 4:

Evaluation of EC geographic co-operation
strategies for countries/regions in Asia, Latin
America, the Southern Mediterranean and Eastern
Europe (the area of the New Neighbourhood
Policy)

Ref.: EuropeAid/122888/C/SER/Multi

Evaluation of European Commission's Co-operation with El Salvador Country level Evaluation

LAUNCH NOTE Technical and Financial proposal

October 2008

*This proposal of intervention has been prepared by the consortium
DRN, ADE, Particip, DIE, ODI, EIAS & ICEI.*

*The views expressed are those of the contractor.
They may not correspond to those of the Commission*

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1 INTRODUCTION

The evaluation of the European Commission's co-operation with El Salvador is part of the 2008 evaluation programme of the Joint Evaluation Unit of the EuropeAid Cooperation Office and the Directorates-General for External Relations and Development (hereafter referred to as the Joint Evaluation Unit).

The evaluation is being commissioned under the Framework Contract for the Evaluation of EC geographical cooperation strategies with non-ACP Countries and Regions (Lot 4) which was signed between the EC and a consortium led by DRN (Development Researchers Network, Italy) and including ADE (Aide à la Décision Économique, Belgium), PARTICIP (Germany), DIE (Germany), Overseas Development Institute (ODI, United Kingdom), EIAS (European Institute for Asian Studies, Germany) and ICEI (Instituto Complutense de Estudios Internacionales, Spain).

The Launch Note constitutes the contractor's technical and financial proposal in response to the requirements of the Terms of Reference (TORs) drafted by the Joint Evaluation Unit. The note is structured as follows:

- Understanding of the Terms of Reference (Section 2)
- General approach to the evaluation, provisional work plan and quality control (Section 3)
- Composition of the proposed evaluation team (Section 4)
- Budget (Section 5)

Annex 1 presents the detailed CVs and associated statements of absence of conflict of interest for the proposed evaluation team. The TORs are attached to the document as Annex 2.

2 UNDERSTANDING OF THE TERMS OF REFERENCE

2.1 THE OBJECTIVES OF THE EVALUATION

The TORs set out the context of the evaluation by specifying the following two priorities:

- The European Commission (EC) has defined systematic and timely evaluation of its expenditure programmes as a key priority in the context of accountability for the management of the allocated funds and for promotion of a lesson-learning culture throughout the organisation.
- The evaluation should focus on impact (effects) of the expenditure programmes against a background of greater concentration of external co-operation and increased emphasis on results-oriented approaches.

Within this context the TORs specify, within a future-oriented perspective, two main objectives for the evaluation of EC cooperation with El Salvador:

- *to provide the relevant external co-operation Services of the EC and the wider public with an overall independent assessment of the Commission's past and current cooperation relations with El Salvador*
- *to identify key lessons in order to improve the current and future strategies and programmes of the Commission.*

The team therefore understands that the evaluation should provide an assessment against accountability requirements but also be forward-looking so as to provide Commission policy-makers and managers with valuable recommendations for improving current and future programming and implementation.

2.2 THE SCOPE OF THE EVALUATION

The TORs determine the scope of the evaluation in three dimensions: the period covered, the sectors, and a group of thematic features.

The TORs state that the evaluation would cover the Commission's co-operation strategies and their implementation during the period 1998-2008.

The evaluation team understands that :

- the complete cooperation framework with the country should be taken into consideration, including the main agreements and other official commitments between El Salvador and the EU, with due attention also to thematic aspects and the participation of civil society;
- the study will cover the 1998-2000 country strategy, the 2001 Memorandum of Understanding (MoU), the second CSP 2002-2006, as well as an assessment of the priority sectors in the CSP 2007-2013;
- for the period 1998-2008 the evaluation will assess the implementation of the Commission's cooperation, focusing on impact, sustainability, effectiveness and efficiency; for the period 2007-2013 it will review the intended effects;

- the evaluation will also assess the value added by the Community and issues of coherence, coordination, complementarity and consistency as defined in the ToRs.

The evaluation team notes that this period is characterised by:

- the political situation in the aftermath of the signature of the Peace Accords in 1992;
- major natural disasters such as the Hurricane Mitch in 1998 and the two 2001 earthquakes;
- increasing aid from the international community of donors; *and*
- a shift to sector-wide approaches and budget support as preferred means of implementation for the 2007-2013 period.

In terms of **sectoral scope**, the following areas of cooperation are highlighted by the TORs as key:

- *democracy and good governance,*
- *social development and human security,*
- *economic growth and employment, regional integration and trade,*
- *environmental sustainability and agricultural and rural development,*
- *cross-cutting issues.*

On cross-cutting issues the team will consider mainly those of gender and environment unless other specific issues turn out to be of importance in the Salvadoran context.

In addition to these areas, the evaluation will devote specific attention to the following issues:

- *coordination and complementarities between activities under different mechanisms, modalities and budget lines (i.e. ECHO, PRRAC, PAIRCA, BINACIONAL, etc.) at national and at regional level.*
- *coherence of the EC's cooperation in relation to regional strategies, centralised programmes and trade relationships between the EU and El Salvador;*
- *the integration of the Commission into donor coordination mechanisms and their impact on effectiveness and efficiency;*
- *the gradual shift from a project-oriented approach to increased sector-wide approaches and budget support and results-oriented instruments;*
- *the extent to which the recommendations of previous evaluations, such as the 2002 evaluation of the ALA Regulation and the 2007 Evaluation of EC Regional Cooperation in Central America were useful and taken into account in the current programming cycle;*

In respect of the foregoing the team will moreover:

- treat coherence in accordance with the COM 2005/134 *Policy Coherence for Development - Accelerating progress towards attaining the Millennium Development Goals*;
- take special account of concern about the sustainability of humanitarian interventions, which it proposes to treat in the light of the COM 2001/153 *Linking Relief, Rehabilitation and Development – An assessment*;
- assess the different approaches and instruments used in terms of effectiveness and efficiency, also taking due account of coherence and coordination issues;
- analyse the integration of the EC into donor coordination mechanisms, and also analyse the impact of its integration on the effectiveness and efficiency of the EC's interventions;
- carry out an inventory of the Commission funding to El Salvador as a first step in the evaluation process. This inventory will be conducted through data analysis based on the CRIS database. It should be noted that for the first part of the period data may be lacking as CRIS was only created in 2000. The information will be cross-checked and completed through consultation of the available Annual Reports. As regards ECHO projects, the team will consider them for the inventory only, seeking the assistance of the Joint Evaluation Unit in accessing the HOPE database.

2.3 CHALLENGES OF THE EVALUATION

The 1998-2008 period covered by the evaluation is lengthy. The experience of the consortium indicates that access to information for the earliest part of the period will be difficult to retrieve. Specific support from the Joint Evaluation Unit and the Reference Group in retrieving basic documents (MOU 1998-2000, Annual Reports) and a list of projects will therefore be essential.

The TORs mention the importance of covering intended effects of the CSP 2007-2013. Given that the implementation of that 2007-2013 CSP has only recently started, the evaluation team understands that it will be analysed at strategic level in terms of relevance of the design and of the expected impacts and in terms of compatibility with current policies. An assessment of achievements would indeed be premature and indeed impossible at this stage.

The Commission used to manage operations in El Salvador from its Regional Delegation in Nicaragua¹; a Commission Technical Office was recently opened in San Salvador for closer monitoring of activities and coordination with other donors. It is not clear to what extent this office in San Salvador has all the institutional memory covering the decade of cooperation under evaluation. Preliminary information indicates that it would be worthwhile to complement the preparatory and field visits to El Salvador with short visits to the Regional Delegation in Nicaragua. The evaluation team's approach and budget take this into account (see section 5 The Proposed Budget).

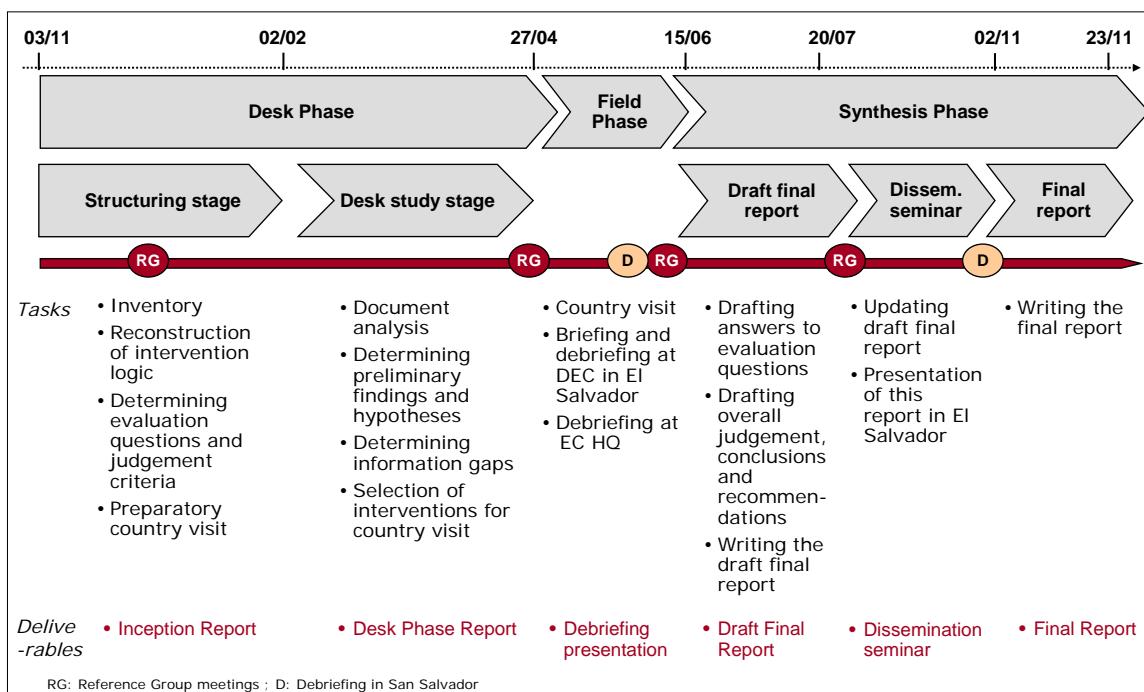
¹ Delegation for Nicaragua, El Salvador, Guatemala and Honduras (based in Nicaragua's capital Managua)

3 APPROACH AND PROVISIONAL WORK PLAN

3.1 OVERALL APPROACH

For this evaluation the team will apply the methodology published on the website of the Joint Evaluation Unit and summarised in the ToRs. Accordingly the evaluation will be structured in four phases as summarised in Figure 1 below. The figure also indicates the activities to be undertaken during the different phases; the Reference Group (RG) and Delegation (D) meetings to be held; and the various deliverables (draft and final versions) to be produced at the different stages.

Figure 1 – Evaluation Phases



3.2 EVALUATION TOOLS AND APPROACHES

During the evaluation different tools and approaches will be used for data collection, analysis and judgement. They will be identified and developed during the structuring stage which is devoted to the design of the evaluation. In brief, the principal tools that will be used are:

- **The intervention logic and the expected effects diagram.** This tool is used to make explicit the hierarchy of objectives pursued during the Commissions' interventions in El Salvador as well as the corresponding expected effects. It will be grounded in key official documents and make explicit reference to this documentary basis.
- **Evaluation Questions.** The team will propose a maximum of **Ten Evaluation Questions**. These questions will be further structured in the Inception Report. For each question Judgement Criteria and Indicators (see below) will be identified. The final set of questions will have to be agreed with

the Reference Group and validated by the Joint Evaluation Unit. The questions will be linked to the five DAC evaluation criteria (relevance, efficiency, effectiveness, impact and sustainability) as well as to coherence and EC value-added. The selection of questions and their structuring will be based on:

- the stated objectives, priorities and principles;
- expectations expressed by Reference Group members and other informants;
- the potential usefulness of the answer in relation to the purpose of the evaluation;
- the feasibility of arriving at an answer.
- **Judgement criteria, indicators and sources.** To each of the above-mentioned questions will be assigned judgment criteria, indicators and an outline of sources. Judgement criteria are of utmost importance as they determine the appropriate indicators and, more generally, the nature of the data collected and the type of analysis. As far as possible the team will propose several indicators which will allow cross-checking and strengthening of the evidence used as the basis for answering the question.
- **Data collection and data analysis.** A series of tools will be used for collecting, structuring, processing and analysing data during the corresponding phases of the evaluation. The final combination and the explanation on the use to be made of each tool will be provided in the Inception Report. The main tools proposed are summarised below:
 - **Literature review.** The team will examine all relevant *key documentation on the past and current Commission actions* concerning El Salvador as well as the main relevant policy documents. The analysis will also cover other evaluation reports, in particular thematic evaluations (Governance, Rural Development...) and geographical evaluations (ALA Regulation and Central America). It will also cover the strategy documents of other donors and especially of the Member States.
 - **ROM analysis.** The information gathered under the ongoing monitoring system (ROM) will be analysed and integrated into the evaluation results. ROM statistics, project sheets, regional reports and the reports from the Coordination Unit will be analysed. This will help the team select the projects to be visited in El Salvador.
 - **Data analysis.** Data analysis will be drawn up on financial flows of EC aid to El Salvador, including the main financial tools (ALA and DCI instruments and the most important thematic budget lines). This data analysis will be based on the Commission's CRIS database (and HOPE for the inventory) and will also take account of socio-economic and ODA statistics. It will help the evaluation team select projects for the field visits and assess the (financial) importance of various thematic clusters..
 - **Interviews both structured and open.** A *round of interviews* with relevant EC staff in Brussels as well as with a large variety of actors in El Salvador will be conducted.

- **Focus group.** A focus group will be organised in the field to facilitate discussion of specific issues with stakeholders and notably beneficiaries.
- **Cross-checking table.** At the end of the desk phase, a table will be developed for each EQ, listing the relevant information emanating from the various tools. A synthesis of key information will be made so as to draw out preliminary conclusions and hypotheses to be tested in the field as well as to identify additional information to be gathered. This task will be completed at the beginning of the synthesis phase, integrating the results of the field phase and feeding into the drafting of the synthesis report.
- **Consistency table.** A table will be developed to check the consistency (and transparency) of the logical chain linking findings, conclusions and recommendations. This will allow the team to ensure that all issues have been accounted for during the evaluation process and that all conclusions are based on clear findings.

3.3 PROVISIONAL WORKPLAN

The work plan will be finalised through the Inception Report following arrival at a clearer understanding of the overall document analysis to be carried out, and clearer identification both of the issues to be taken into account and of the methodology for the remaining phases.

The work plan proposed below is based on the assumption that the evaluation can start in the week of 3 November 2008. It takes into account the fact that a period of a maximum of 1 year is assumed for this evaluation. With a view to ensuring that this time-frame is respected the team wishes to underline that, on the basis of its experience, it is essential that key stages are finalised before holiday periods (notably Christmas, Easter, and the summer break).

The work plan foresees about one week between the submission of a draft report and the organisation of a Reference Group meeting or communication, as well as another week for possible written comments to be provided by the Reference Group.

The start of each next stage depends on the approval of the previous deliverable.

3.4 QUALITY CONTROL OF THE EVALUATION

The complexity of this evaluation requires dedicated quality assurance inputs at each stage. The proposed methodology builds strongly on the past experience of Consortium members and will benefit from the Consortium's knowledge-sharing culture in the evaluation programme.

Three main elements play a key role in quality control. First there is the team in charge of the evaluation, which has been selected so as to ensure that the evaluation deliverables and the entire process meet quality standards. The proposed team is presented in Section 4. The team leader will have a crucial role in quality monitoring and will be responsible for applying the appropriate methodology; for distributing work within the team; for interacting with the Joint Evaluation Unit, the Reference Group and key stakeholders for all deliverables; and for ensuring that deadlines are respected.

Although quality is in the first instance the responsibility of the team and the team leader, a quality control system external to the team is also planned. This will be undertaken by a peer reviewer who is not part of the team and has been chosen on the basis of his thorough knowledge of evaluation methodologies and his experience with previous similar evaluations (see also Section 4). This peer reviewer will:

- review all deliverables prior to their submission to the Joint Evaluation Unit and provide feedback to the team leader, ensuring that the deliverables are amended where necessary; that each deliverable contains the information required for that particular stage (inception, desk, etc.); that the methodology has been applied correctly; that the evaluation is in line with the relevant criteria of the quality assessment grid (see annex 4 of the TOR); and that other aspects such as readability, user-friendliness and so on are to an adequate standard;
- be accessible throughout the process, especially to ensure that the evaluation process proceeds as planned and that experience from previous evaluations is correctly integrated into the evaluation;
- thereby ensure that the evaluation is conducted under optimal conditions and that the required level of quality is maintained. Should major quality problems occur it will be the peer reviewer's duty to inform the company responsible and the Consortium leader (in this case ADE and DRN respectively), so that corrective action can be undertaken (for instance replacement of a team member).

The company in charge of the evaluation (ADE) and the leader of the consortium (DRN) will also play an important role in quality control, first in the sense that they will ensure that the quality system is operational, and second as they will, as mentioned above, intervene and take corrective action should disagreements between the Team Leader and Quality Controller occur or if major quality problems arise.

Finally, each deliverable will be subject to professional English proof-reading. The persons in charge of English proof-reading have experience both in evaluation and in European Commission wording and procedures.

4 THE EVALUATION TEAM

The team proposed has been selected taking account of the requirements of the ToRs. The experts are experienced professionals with extensive knowledge of European external policies. Besides their outstanding individual skills, the team has been built to represent a unified, coherent multi-skilled group, whose combined expertise is complementary and permits coverage of the diverse aspects of this evaluation. The team's knowledge provides sound coverage of evaluation methodologies, including the team leader's and medium-level expert's specific experience with the methodology of the Joint Evaluation Unit, with the European Commission's support to developing countries and with the diversity of funding instruments, as well as regional and country expertise.

All team members have direct experience in Central America, with a senior expert having extensive knowledge of El Salvador.

Furthermore, the team's sectoral expertise covers cross-cutting issues and areas of cooperation on which the TORs specifically recommend a focus, namely:

- (a) democracy and good governance,
- (b) social development and human security,
- (c) economic growth and employment, regional integration and trade,
- (d) environmental sustainability and agricultural and rural development.

The proposed Core Team and the sectors each expert will cover are presented in the following table. The full CVs of the experts are included in Annex 1.

Table 1 – The Evaluation team

Name	Position	CV summary
Ernesto Ugarte	Team leader, socio-economic development, regional integration and trade	Mr. Ugarte has ample knowledge and expertise working in economic development and integration in many Latina America countries, including El Salvador, that makes him qualify to undertake the activities of this ToRs. From the evaluation of small scale projects to the evaluation of complex strategies like the one performed as a Team Leader in 'The Assessment of the EC regional strategy in Latin America', Mr Ugarte has successfully accomplished his tasks, and recognition was expressed over his creative and innovative approaches displayed in more than 200 projects reviewed and assessed by him. Recently, Mr Ugarte has visited El Salvador to investigate the impact of the PAIRCA Project (Euro 14 million), and previously to conduct "The EC evaluation of its regional strategy". As a result of these two studies he is fully aware of the performance and competitive position of El Salvador within the CICA sub-regional group, with its economic activities and with the social problems that are currently hampering development. His extensive and intensive experience working for the EC have empowered him with clear knowledge about the EC cooperation programs and he is fully familiar with the EC norms and procedures intrinsic to the implementation process. Mr. Ugarte has combined his empirical work with important academic activities. He was recently professor at the Brown University of Rhode Island, teaching economic development and finance and has written numerous technical articles about economics. Mr Ugarte displays solid academic credentials. He is a MA in economic development, graduated

Name	Position	CV summary
		from the New York University, and holds an MBA from Columbia University. This combination of development and finance has provided him with great versatility to analyze complex problems.
Vincent Coppens	Medium expert, evaluation, rural and agricultural development, economic growth and private sector	Mr Coppens is a permanent consultant in Evaluation at ADE. He holds a Master degree in Science of Management from the Solvay Business School (Université Libre de Bruxelles), and followed a university exchange programme at the Universidad Complutense de Madrid. He is bilingual French-Dutch and speaks additionally very well both English and Spanish. He is currently working on the Evaluation of the European Commission's aid delivery through Development Banks. He also actively participated in the recently released Evaluation of European Commission's external cooperation with partner countries through the organisations of the UN family. He also contributed to the Evaluation of the European Commission's strategy for Rural Development and Agriculture, the Evaluation of the European Union co-financed Information and Promotion Programmes for Agricultural Products within the EU (Milk and Milk Products), and the Evaluation of the Belgian Survival Fund for the Belgian Parliament. Before joining ADE, he worked four years for A.T. Kearney, an international strategy and management consultancy. He realized projects for more than a dozen international clients in different countries. In addition, he has experience in development issues in third countries, including the realisation of development projects in the field, in particular in Guatemala and Ecuador.
Josyane Bouchier	Sector expert, Democracy, good governance and human security	Ms Bouchier has extensive expertise in development policy and strategy, with decades-long experience in El Salvador and other Latin American countries and in their relations with the EU. She is particularly knowledgeable in the fields of democratic governance, decentralisation, conflict-prevention and peace building. Across her 17 years experience she has fully integrated EC procedures, based on evaluations and studies she has undertaken for the Relex family and other DGs but also as project manager.
Juan Vilanova	Sector expert, environmental sustainability, social and rural development	Mr Vilanova is the Director of EleaDesarrollo, a consultancy company based in Spain since January 1999. He is an Industrial Engineer and holds a Master Degree in Environmental Management. From his position in EleaDesarrollo, he has conducted several evaluations in Latin-American (Uruguay, Paraguay, Argentina, Venezuela, Colombia, Ecuador, Bolivia, Peru, Panamá, El Salvador and Dominican Republic) and African (Mozambique, Malawi, Angola, Namibia and Senegal) countries in the following areas: employment strategies, education, entrepreneurship promotion, health and rural development. He is also since 2004 Director of the Master Degree in NGOs Management (University of Oviedo, Spain).
Edwin Clerckx	Peer reviewer	Dr Edwin Clerckx is a Director of ADE and manager responsible for its Evaluation Area. He holds a Ph.D. in philosophy and a complementary degree in economics. Since joining the company in 2001, he has worked nearly exclusively on evaluations – as expert and as team leader – in the fields of development cooperation, rural development and agriculture, and structural funds. With respect to development cooperation he has participated to several sector/thematic evaluations. He is currently Team Leader of the Evaluation of EC aid delivery through Development Banks and the EIB, but has also worked on other sector evaluations (micro-projects, private sector development and transport). He has also participated in country evaluations such as the joint evaluation of the cooperation of the European Commission and France with Mali

Name	Position	CV summary
		or more recently the Guyana country evaluation where he intervened as methodological advisor. Examples of projects in the fields of rural development or structural funds are the ex post evaluation (at EU level) of the Objective 5b programmes 1994-1999 or his participation as team leader in the evaluation at European level of the information and promotion programmes for agricultural products of the organic sector on the internal market. Throughout these projects he has gained a sound knowledge and a solid experience in the field of evaluation, complemented by different training courses, conferences and seminars on the subject. This knowledge has also been valorised and developed through work on evaluation methodologies, notably by participation in the development of Evaluation Guidelines for the Joint Evaluation Unit based in the EuropeAid Co-operation Office.

Mr Ernesto Ugarte is an experienced team leader of complex evaluations. In 2007 he completed the Evaluation of the EC strategy cooperation Program in Central America (SICA) for the Joint Evaluation Unit .As team leader for the present evaluation he will be responsible mainly for:

- the evaluation process and deliverables,
- design of the methodological approach,
- coordination and verification of the team outputs, and
- representation of the team to the Reference Group.

Furthermore, the team leader will combine the foregoing main tasks with specific coverage of macro-economics and socio-economic development in rural areas. In that regard he will therefore also act as a sector expert. The work entailed by this double role has duly been taken into account in his time allocation.

The medium expert Mr Vincent Coppens has solid experience of complex evaluations commissioned by the Joint Evaluation Unit. His input will be crucial throughout the entire evaluation processes.. Together with the team leader he will maintain an overview of the entire evaluation process and participate in the drafting of all intermediary and final deliverables. He will be in charge of multi-disciplinary issues of economic growth and international aid such as the mix of instruments and approaches, coherence, multi-donor coordination and cross-cutting issues. He will be mainly involved in the following tasks:

- collection of data for the inventory,
- design of the methodological approach,
- collection of documents,
- study of documents and gathering of indicators,
- identification of hypotheses to be tested during the field mission,
- participation in the field mission,
- contributions to answers to the Evaluation Questions,
- preparation of and participation in the RG meetings.

The sector experts, Ms Josyane Bouchier and Mr Juan Vilanova, will strengthen the team by providing sector analyses related in particular to the areas of concentration. Their main tasks will be:

- fine-tuning of judgement criteria and indicators,
- study of documents and gathering of indicators,
- identification of hypotheses to be tested during the field,
- participation in the field mission,
- contributions to answers to the Evaluation Questions.

5 THE PROPOSED BUDGET

A global price of € 190,190 is proposed for this evaluation. An additional 2,5% or € 4,755 will be used for quality control and an additional € 4,920 for the participation of the Team Leader to the seminar in El Salvador. A proposed breakdown of fees and other costs is set out below (table 2), with a view to justifying this budget. This breakdown makes, as required by section 9 of the ToRs a distinction between the budget for the evaluation as such, the budget for the quality control and the budget for the seminar in El Salvador. These different amounts sum up to € 199,865.

This budget also takes into account the participation of the Team leader to a preparatory visit (5 days in El Salvador and 2 days to the EC Regional Delegation in Nicaragua, travel included), the participation of the different team members to the country visit in El Salvador (12 days for the Team Leader, 12 days for the medium expert, and 10 days for the two sector experts, in all cases travel included), and a visit of the Team Leader to the Regional Delegation in Nicaragua (2 days travel included).

Four visits to Brussels are planned for the team leader who is based in Suriname, with a total of 16 per diem. It corresponds to four meetings with the EC Reference Group as well as preparation time with the medium expert based in Brussels.

Furthermore the budget foresees the translation of the revised draft final report (i.e. the 70 pages of the main report) from English to Spanish (as well as its subsequent amendments) and the printing of 60 copies of the revised draft final report of which 10 with the annexes² for the seminar and 110 copies of which 10 with annexes of the final report.

² Given the usual volume of the annexes, 1 annex has been given the same weight as two reports. For the main report the price foresees the full printing in colors. For the annexes, the price allows the printing of about 100 pages per annex in color.

Revised Financial Offer and Calendar for the El Salvador Evaluation

EC reference: EuropeAid/122888/C/SER/Multi, contract n° 2008/166326

ADE reference: A379-04

The present document aims at revising the financial offer and calendar for the El Salvador Evaluation agreed in the evaluators' Launch Note dated 24 October 2008. This revision is explained by the changes in the evaluation team's composition, as mentioned in Mr. Edwin Clerckx' email to Ms Nélida Ortega Barquero on 13 March 2009.

The revised **budget** is presented in table 1 on the next page, and the revised **calendar** in table 2 on the page after, followed by the **curriculum vitae** of Mr. Kervyn.

This revision takes account of the following main elements:

- Replacement of Mr. Ernesto Ugarte by Mr. Bruno Kervyn as team leader for this evaluation, as from the desk study stage;
- Role of Deputy Team leader for Mr. Vincent Coppens, involving among others travel to the regional Delegation in Nicaragua during the field mission and participation to the dissemination seminar in El Salvador;
- Increase of the country mission with one day of the Team Leader and the Deputy Team Leader, while reducing the number of days for the country mission for the two sector experts;
- Increase of the time for the dissemination seminar with one day, upon specific demand from the new Team Leader;
- Latest applicable per diem rates (December 2008 vs. July 2008);
- No travels to Brussels and relating per diems as from the desk study stage, as the new team leader is based in Belgium

As Team Leader, Mr. Kervyn will have the overall responsibility over the evaluation, deliverables and contacts with the Commission and other stakeholders. He will be closely assisted by Mr. Coppens as Deputy Team Leader, who will ensure the application of the appropriate methodological approach, be closely involved in drafting the various reports, have a key role in coordinating the team, interact with the Commission's evaluation manager, and participate actively in Reference Group meetings, during the field mission and at the dissemination seminar.

The revised budget remains within the envelope of the initial budget: revised budget of €199,411 vs. initial budget of €199,865.

The revised calendar takes account of the availability of Mr. Kervyn for the field mission as from mid-September 2009. The field mission is subsequently planned to take place in Nicaragua and El Salvador during the second half of September, starting on Monday 14 September 2009.

Annexe 3: Intervention logic

This Annexe presents the intervention logic (IL) of the EC cooperation with El Salvador during the evaluation period. The evaluators have reconstructed the hierarchy of objectives and expected impact pursued by the EC. The intervention logic is the backbone for this evaluation, delineating the set of objectives against which the EC intervention will be assessed. It is based on the official documents that set out the EC strategies in the country, in particular the two Country Strategy Papers for El Salvador, covering the periods 2002-2006 and 2007-2013. The evaluators tried to stay as close to the texts as possible, in line with the enunciated strategy. Unlike reconstructing the intervention logic of a project, where the logical framework provides the rationale, in this case the intervention logic of a country strategy consists of a number of objectives and expected impact expressed in subsequent strategy documents over the years. As such, the intervention logic reflects the EC overall intentions and approach in an aggregate form, and is not oriented to an analysis of specific interventions or contributions.

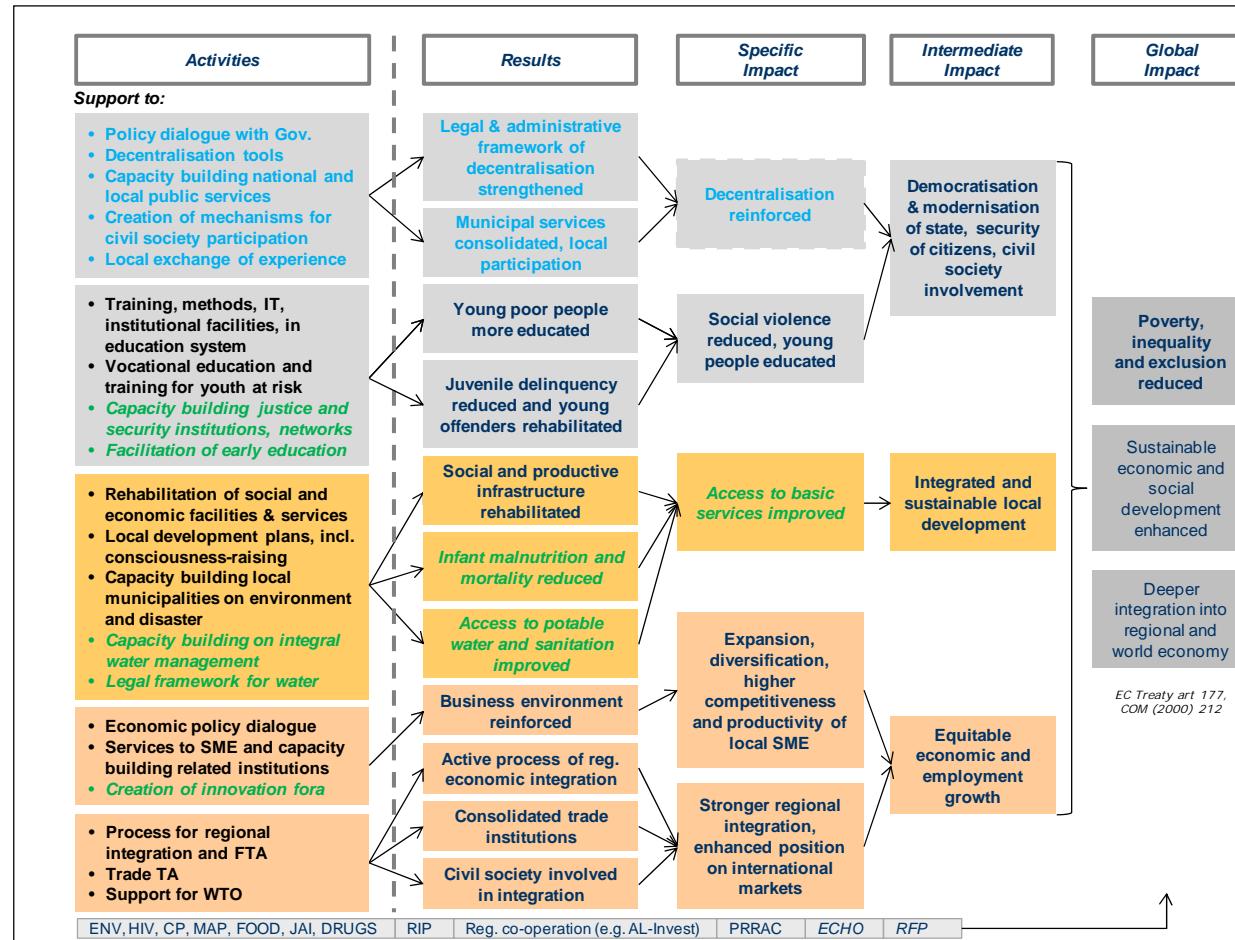
The intervention logic is presented in the form of an expected impact diagram (*see figure below*). It differentiates between four levels of expected impact which correspond to four levels of objectives, and the intended activities for attaining the results:

- Global impact (corresponding to global objectives, in the long term);
- Intermediate impact (corresponding to intermediate objectives, in the medium term);
- Specific impact (corresponding to specific objectives);
- Results (corresponding to operational objectives);
- Activities.

The hierarchical links for attaining these expected impacts are made explicit in the diagram. Additionally, the diagram shows other EC instruments with their own objectives and expected impact, such as centralised budget lines, (sub-)regional programmes, ECHO projects, and others, which all also benefited El Salvador. The diagram further differentiates between the expected impacts and activities of the two main periods:

- Blue font: set out only in the 2002-2006 CSP;
- *Green italic* font: set out only in the 2007-2013 CSP;
- Black font: set out in both 2002-2006 and 2007-2013 CSPs.

Intervention Logic : Expected Impact Diagram¹



¹ The text in blue font refers to expected impacts and activities expressed only in the CSP 2002-2006, the text in green italic font to those in the CSP 2007-2013, the text in black to those expressed in both CSPs 2002-2006 and 2007-2013.

Global impact

The intervention logic presents the three global impacts pursued by the EC, in accordance with both CSPs. These global impacts correspond to the three priority objectives for the general development policy of the European Community laid down in Article 177 of the **1992 Maastricht Treaty**: (i) support for sustainable economic and social development; (ii) gradual integration of the developing countries into the world economy; and (iii) the campaign against poverty. The global impacts are the long-term effects on society expected from the EC interventions in the country.

The diagram further emphasises the global impact “Poverty, inequality and exclusion reduced” in bold, given the recent focus on poverty reduction. The CSPs also indeed refer to the **2000 Joint Statement** by the Council and the Commission², which followed a Communication by the Commission to the Council and the European Parliament, **COM (2000) 212**. This joint statement required EU cooperation to focus primarily on the reduction and gradual eradication of poverty.

These global impacts are further in line with the “**European Consensus on Development**” signed in 2005 by the European Council, the European Commission and the European Parliament – COM(2005) 311. This consensus document presents the common vision for development between the European Commission and EU MS, and a commitment to more and better EU aid. The global impacts are further in line with regional initiatives such as the **2004 Guadalajara summit** and the **2006 Vienna summit**, as mentioned in the CSP 2007-2013.

Intermediate impact

The three intermediate impacts correspond to the three “priority areas” defined in the CSP 2002-2006: support for (i) democratisation and modernisation of the State and greater involvement of Civil Society; (ii) integrated and sustainable local development; and (iii) equitable economic and employment growth. The 2001 MoU also refers to these CSP priority areas, as does the CSP 2007-2013 which mentions in its section on global objectives those challenges from the previous CSP. These intermediate impacts are the mid-to-long term effects expected from the EC interventions in the country.

² European Community Development Policy Statement (DPS) by the Council and the Commission, 20 November 2000.

Specific impact

Five specific impacts are considered, which correspond to the mid-term effects expected from the EC interventions:

- “*Decentralisation reinforced*” refers to the importance given to decentralisation in the 2002-2006 CSP. The first of its stated priority areas, “Democratisation and modernisation of the state, security of the citizens, greater involvement of civil society” (p18), specifies that “the objective of this cooperation priority area is to address the challenges (...) pertaining to the modernisation of the state and decentralisation, in particular by supporting the process of decentralisation currently underway and (...), with budget resources to be concentrated on the former (...).” It has been drawn with a dotted border in the IL diagram because the CSP does not refer to it as a specific impact as such, but as it fills logically the gap in the hierarchy linking the related *intermediate impact* with the two underlying *results* elements of that CSP 2002-2006. This issue of decentralisation is in fact no longer a stated objective in the CSP 2007-2013.
- “*Social violence reduced, young people educated*” refers to specific objectives in this field explicitly mentioned in both CSPs.
- “*Access to basic services*” refers to an explicit objective of the first focal sector in the CSP 2007-2013. Moreover, *access to social and productive infrastructure* is also mentioned as an important aspect of the second priority area of the CSP 2002-2006 “Support for integrated and sustainable local development”. However that priority area of the first CSP was defined broadly, with little precision. This specific impact has therefore been considered in the light of the aspects covered in the CSP 2007-2013..
- “*Expansion, diversification, higher competitiveness and productivity of local SME*” and “*Stronger regional integration, enhanced position on international markets*” are finally objectives made explicitly clear in both CSPs.

Results

Both CSPs name explicitly or implicitly a number of objectives at operational level for attaining the specific objectives. With a view to categorising them, the evaluation team has grouped them in eleven clusters, corresponding to the main initial impact expected from the EC interventions. Examples of such expected results include a strengthened legal and administrative framework for decentralisation, reduced infant malnutrition and mortality, or a reinforced business environment for small and micro-enterprises.

Activities

Activities do not pertain to the hierarchy of objectives and expected impacts, but the operational actions envisaged in the Multiannual Indicative Programmes for attaining the objectives specified in the EC country strategy. From the numerous measures mentioned in the two CSPs, the evaluators summarised the key activities in the diagram. They are further grouped in five clusters, corresponding to the five specific impacts.

Annexe 4: Evaluation Questions, Judgment Criteria and Indicators

This Annexe presents the set of Evaluation Questions (EQ), with their Judgment Criteria (JC) and indicators (I). They have been defined during the Structuring stage and slightly updated in subsequent stages, in accordance with the evaluation methodology of the Joint Evaluation Unit. These structured Evaluation Questions represent the backbone for this evaluation. They address and structure the fundamental issues in respect of the strategy, objectives, implementation and other aspects of EC cooperation with El Salvador. The eight Evaluation Questions defined during the structuring stage by the evaluation team in coordination with the Reference Group (RG) are summarised in the table below.

Overview of the Evaluation Questions

EQ 1	Relevance and Alignment
EQ 2	Education and Social Violence
EQ 3	Social Services and Infrastructure
EQ 4	MSE development
EQ 5	Budget Support
EQ 6	Efficiency
EQ 7	Cross-cutting issues
EQ 8	Coherence, Coordination, Complementarity

These Evaluation Questions address the basic evaluation criteria of relevance, efficiency, effectiveness, impact, and sustainability as well as those of value added by the EC and coherence with other development interventions by the EC in the country. They further cover specific cross-cutting issues and the “3Cs” (coordination, complementarity, and coherence with other European Community policies). The EQs further aim at covering essential elements of the intervention logic; four of them in particular relate to well-defined *specific* and *intermediate impacts*.

The table below provides a schematic overview of the coverage of the evaluation criteria and key issues for each Evaluation Question.

EQ1 covers the overall **relevance** of the strategy in relation to the problems and needs of El Salvador. It also examines its **alignment** with GoES' policies.

EQs 2, 3, 4, and 5 tackle cover the criteria associated with **effectiveness, impact, sustainability** and also the **EC value added** for each of the interventions. They tackle

thereby key thematic elements of the intervention logic, in the sense of expected impacts in the field of education and social violence (EQ 2), social services and infrastructure (EQ 3), MSE¹ development (EQ 4) and with regard to the Budget Support aid modality (EQ 5).

EQ6 covers **efficiency**, focussing on factors favouring timeliness and cost effectiveness of aid delivery relating to **aid modalities** used.

EQ7 assesses the extent to which the **cross-cutting issues** of environmental sustainability, including natural disaster prevention, good governance and gender have been taken into account.

EQ8 reviews the degree of **coherence with the EC (sub-) regional interventions**. It also assesses more widely the “**3Cs**”, namely coherence with other European Community policies, and coordination and complementarity with other donors, particularly with the EU MS.

Coverage of evaluation criteria and key issues by the EQs

Evaluation criteria	EQ1 Relevance and Alignment	EQ2 Education, Social Violence	EQ3 Social Services & Infrastr.	EQ4 MSE Development	EQ5 Budget Support	EQ6 Efficiency	EQ7 CCI	EQ8 Coherence, Coord., Compl.
Relevance	■	□	□	□	□			
Effectiveness		■	■	■	■		□	
Impact		■	■	■	■		□	
Sustainability		■	■	■	■		□	
Efficiency						■		□
Coherence	□							■
EC added value		■	■	■	■			

Key issues

Cross-cutting issues							■	
3Cs	□				□	□		■



Largely covered

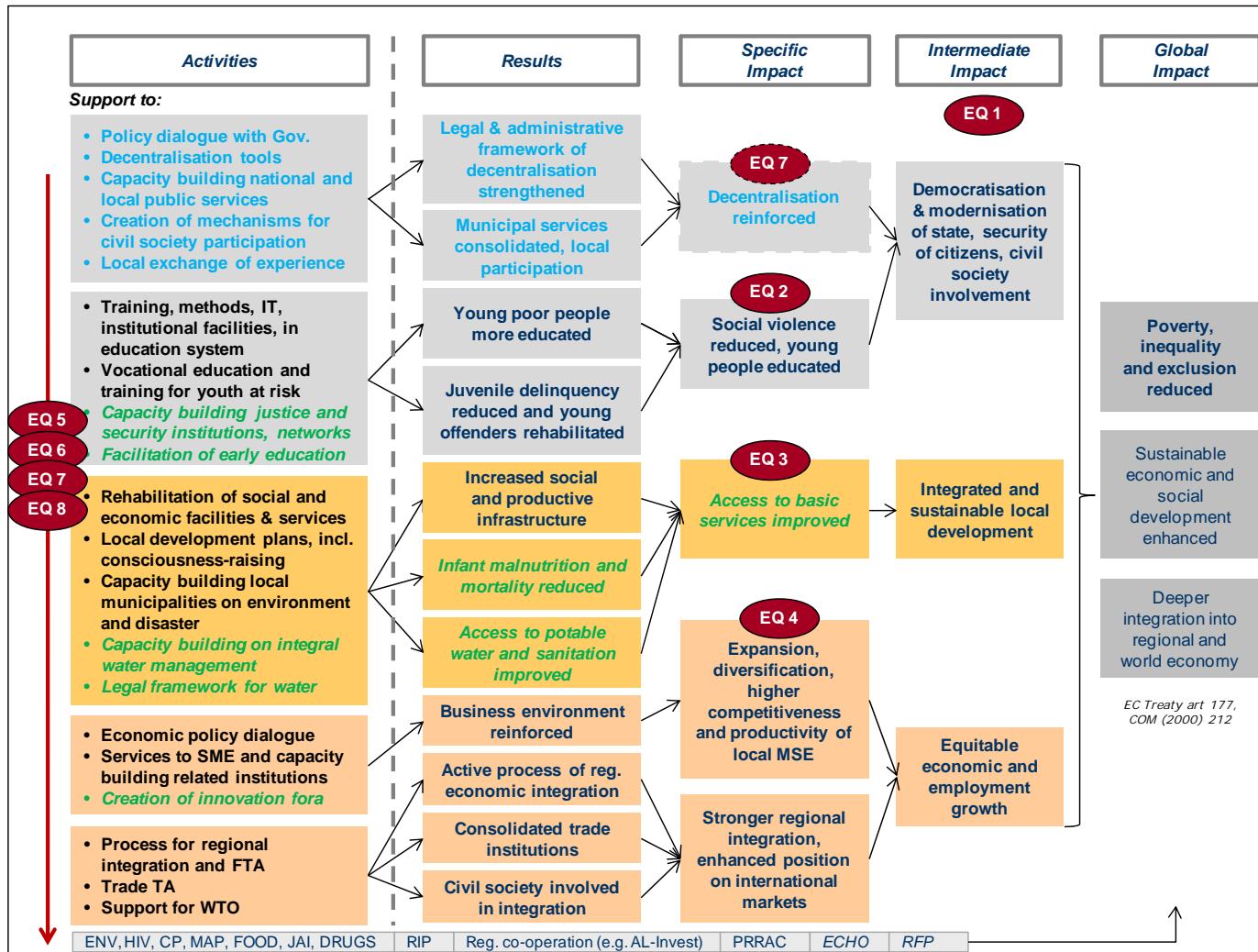


Tackled

The structure of each Evaluation Question is presented in detail below, along with the respective Judgment Criteria and corresponding Indicators, which will constitute the basis for the assessment in each case.

¹ Micro and Small Enterprises

Expected Impact Diagram : Coverage by Evaluation Questions



EQ 1 on Relevance and Alignment

EQ1: To what extent did the EC strategy in El Salvador: (i) respond to the needs, problems and issues of the population, and (ii) address the priorities set by the successive Governments of El Salvador in their development policies?

Justification for and coverage of the question:

This question covers the extent to which the EC strategy took into account the needs and problems of the population as expressed in successive government plans or by the Civil Society in different fora. This consultation process and alignment with government plans is important for connection with the real needs of the people and for promoting ownership of the interventions. It is also important because it reveals the geographical distribution of the funds and the target beneficiaries in the population as a whole.

Moreover, the examination of a strategy over different periods reveals the relevance and adequacy of the programmes, their capacity to respond within short, medium and long term scenarios for the selected target groups, and the extent of the latter's participation in the different activities, so important for sustainability of the programmes.

This question therefore aims to determine the extent to which the EC strategies were devised in response to the basic needs of the population, based on a consultation process with government and local institutions, municipalities and the Civil Society in general, and how far their contributions were incorporated in the design and overall formulation of the EC strategy. It will also review the extent to which the objectives, programmes and projects that make up the strategies also contributed to the overall national agenda of the different governments of El Salvador.

Moreover, the degree of alignment of the EC strategy with government plans will be assessed, and also how far that the strategies took into account the main political and social events that could have disrupted implementation of the interventions, such as elections or changes in national and local policies. In this sense the appropriateness of the strategy to the local context will be reviewed.

Judgment Criteria	Indicators
JC 1.1 – Needs and priorities of the people are taken into account in the EC Strategy.	<ul style="list-style-type: none"> ▪ I 1.1.1 – Existence of GoES national plans, programmes, studies, or analyses describing the priorities of the people ▪ I 1.1.2 – Reference in the EC strategy to the above GoES documents, or to other documents on people's priorities (from Civil Society, international organisations, etc.) ▪ I 1.1.3 – Evidence that the EC has analysed the participation process in the elaboration of the GoES strategies and its coherence with the priorities of the population ▪ I 1.1.4 – Stakeholders' views on the relevance of EC interventions in El Salvador ▪ I 1.1.5 – Evidence of appropriate flexibility in the EC strategy and objectives to facilitate adaptation to possible changes in people's needs and priorities
JC 1.2 – Priorities of successive governments are reflected in the EC Strategy.	<ul style="list-style-type: none"> ▪ I 1.2.1 – Evidence that the EC objectives reflect the sector and geographical priorities as they appear in the GoES programmes ▪ I 1.2.2 – View of national authorities on the coherence of EC-GoES strategies ▪ I 1.2.3 – Evidence of participation of the successive GoES in the programming and consultation process of the CSPs

JC 1.3 – The EC interventions were in line with its strategy.	<ul style="list-style-type: none">▪ I 1.3.1 –Degree of correspondence between breakdown of EC funding and the IL's expected specific impacts▪ I 1.3.2 – Degree of correspondence between EC funding and its programme of work / National Indicative Programme▪ I 1.3.3 – Evidence of appropriate flexibility in the EC funding in relation to the stated objectives
Sources of information: <ul style="list-style-type: none">▪ EC CSPs and Multiannual Indicative Programmes▪ Identification fiches for interventions and alternatives▪ Inventory of EC contributions to El Salvador (<i>see section 3.3</i>)▪ European Community Treaty and development policies, including (sub-)regional strategy papers▪ Evaluations of EC (sub-)regional strategies▪ GoES national plans, programmes, studies, or analyses describing the priorities of the people▪ GoES sector policy documents▪ Diagnostic studies▪ Interviews with EC, GoES, ex-GoES, Civil Society	

EQ 2 on Education and Social Violence

EQ2: To what extent did EC interventions contribute to improve education for young poor people and reduced social violence from juvenile delinquents?

Justification for and coverage of the question:

This question will review the EC interventions in support of education for young poor people and reduction of the level of juvenile delinquency.

As a result of the period of violence El Salvador experienced devastating damage to its education system, many youngsters being forced out of school to participate in controlled gangs call "maras". The inadequate educational infrastructure, the low quality of the system, the outdated curricula, and inadequate support from government institutions, has had an adverse effect on society and it is a challenge that society wishes to resolve in the short and medium terms.

The inadequate attention to education, especially for youngsters and the poorest, has paved the way for increasing juvenile violence, mostly in the outskirts of the main cities. The violence has terrorised the population, driving away businesses and development of a healthy, non-violent culture. The increasing use of drugs and lack of institutions offering alternative educational systems or providing vocational and educational training, and the absence of a network for promoting rehabilitation or better living conditions, continue to be features of El Salvador.

This question will examine the responses to these challenges and will verify the extent to which the EC support contributed to a subsequent reduction in violence, improvements in access to and in the quality of the educational system in El Salvador, and improved access to employment.

Judgment Criteria	Indicators
JC 2.1 – Young poor people are more and better educated.	<ul style="list-style-type: none"> ▪ I 2.1.1 – Rate of school enrolment of children aged 6-18 years ▪ I 2.1.2 – Degree of participation and attendance in the EC-funded new educational programmes for youth ▪ I 2.1.3 – Evidence of EC policy dialogue on reforms at the legislative, institutional and policy levels to improve the quality of the educational system sustainably ▪ I 2.1.4 – Evidence of qualitative improvements in training methods and information technology, in the field of education ▪ I 2.1.5 – Documented views of target groups (teachers, parents, social institutions, church, etc) on the programmes

JC 2.2 – Young poor people and delinquents have better access to employment.	<ul style="list-style-type: none"> ▪ I 2.2.1 – Availability of non-formal education and vocational training ▪ I 2.2.2 – Number of youngsters finishing EC-funded formal and non-formal education or vocational training programmes; ▪ I 2.2.3 – Number of youngsters reintegrating into the formal education system or the labour market after participation in such EC-funded programmes. ▪ I 2.2.4 –Degree of correspondence of EC-funded interventions with intended objectives and funding in the field of education and social violence
JC 2.3 –Juvenile delinquency has sustainably decreased.	<ul style="list-style-type: none"> ▪ I 2.3.1 – Number of police and Civil Society registrations in respect of juvenile violence ▪ I 2.3.2 – Evidence of capacity-building in justice and security institutions following EC policy dialogue or funding
JC 2.4 – The EC support relating to education and social violence offers added value to EU MS' interventions.	<ul style="list-style-type: none"> ▪ I 2.4.1 – Evidence of a clear advantage of EC support to EU MS in the field of vocational training and social violence (policy dialogue, sector or technical expertise, country experience, critical mass of resources) ▪ I 2.4.2 – Evidence of a mandate given by EU MS to the EC in the field of education and social violence ▪ I 2.4.3 – Evidence of a common political agenda between the EC and EU MS in the field of education and social violence
Sources of information:	
<ul style="list-style-type: none"> ▪ EC CSPs and Multiannual Indicative Programmes ▪ Inventory of EC contributions to El Salvador (<i>see section 3.3</i>) ▪ GoES national plans, programmes and studies ▪ GoES legislation ▪ National and local budgets showing allocation in this field ▪ Intervention documents: Financing Agreements, Activity reports, ROM reports, mid-term and final evaluations, identification fiche ▪ SIMPLE (Sistema de Mapeo, Planificación y Evaluación) ▪ Diagnostic studies on education, juvenile delinquency and rehabilitation of young offenders ▪ Documents from donor coordination mechanisms and from other donors ▪ Interviews with EC staff , GoES staff, ex-GoES staff, intervention staff, beneficiaries, Civil Society, EU MS 	

EQ 3 on Social Services and Infrastructure

EQ3: To what extent did EC interventions contribute to improve the social services and particularly for the poorest, focusing on infrastructure for and access to basic health and water services?

Justification for and coverage of the question:

El Salvador is vulnerable to climate disasters, as are the other Central American countries, affecting directly basic infrastructure related to water supply, sanitation, and management. The civil war affected it as well. The infrastructure services were severely damaged as a result of those natural and man-made disasters over recent decades. The inadequate access to potable water, especially for the poorest and in the rural areas, is a major concern for the health of the population. At the same time the social infrastructure related to basic health is inadequate for provision of health services; the current situation has improved over the last decade but is still inadequate in relation to the level of need for primary and preventive attention.

This question will address the strategy interventions related to the improvement of basic services and it will assess the extent to which the proposed activities have brought improvements to the target population, particularly in the area of infant malnutrition and mortality. It will also examine how far access to potable water and sanitation has been enhanced through improved management and delivery of services.

The evaluation question covers the global budget support programme PAPES to the extent of the attainment of general indicators relating to access to health and water services². This funding was used for the basic services component of the GoES' "Red Solidaria" social programme for families living in extreme poverty. It also focuses on achievements of the contribution to the PROARES reconstruction programme that has a specific component focusing on reconstruction of basic infrastructure. Additionally, the EC funded the PRRAC which responded to the 1998 Mitch hurricane. This regional programme is covered in the present evaluation essentially on issues of coherence treated in EQ8, as it was part of the recently released Evaluation of EC regional cooperation in Central America (see chapter on selection of interventions). Water management was also tackled in FORGAES.

Judgment Criteria	Indicators
JC 3.1 – Health infrastructure has been sustainably improved.	<ul style="list-style-type: none"> ▪ I 3.1.1 – Number of health centres rehabilitated and made effective by EC funding ▪ I 3.1.2 – Existence of viable exit strategies for health infrastructure interventions ▪ I 3.1.3 – Degree of correspondence of EC-funded interventions with intended objectives and funding, in the field of access to basic services

² This programme is difficult to consider for the present evaluation question at the level of the other indicators, given that it is a global budget support programme. It is in fact extensively treated in the specific EQ 5 on Budget Support.

JC 3.2 – Access to health services has been sustainably improved.	<ul style="list-style-type: none"> ▪ I 3.2.1 – Existence of EC-funded local development plans, including consciousness-raising ▪ I 3.2.2 – Evidence of improved access to health centres (in km or time), in particular for the poorest ▪ I 3.2.3 – Evidence of increased supply of services (quantity and quality) through EC-funded interventions ▪ I 3.2.4 – Trend in infant malnutrition rate in areas benefiting from EC-funded interventions ▪ I 3.2.5 – Trend in maternal mortality rate in areas benefiting from EC-funded interventions
JC 3.3 – Water management has been sustainably improved.	<ul style="list-style-type: none"> ▪ I 3.3.1 – Number of people having access to potable water in areas benefiting from EC-funded interventions ▪ I 3.3.2 – Disbursements in terms of water sanitation projects ▪ I 3.3.3 – Evolution of the water contamination level in areas benefiting from EC-funded interventions ▪ I 3.3.4 – Number of people having access to toilets/latrines in areas benefiting from EC-funded interventions ▪ I 3.3.5 – Evidence of capacity-building in integral and sustainable water management ▪ I 3.3.6 – Existence of a legal framework for decentralised water management ▪ I 3.3.7 – Existence of good governance mechanisms for managing water at local level
JC 3.4 – The EC support relating to social services (health and water) offers value added to EU MS' interventions.	<ul style="list-style-type: none"> ▪ I 3.4.1 – Evidence of a clear advantage of EC support to EU MS in the field of health infrastructure and services and water management (policy dialogue, sector or technical expertise, country experience, critical mass of resources) ▪ I 3.4.2 – Evidence of a mandate given to the EC by EU MS in the field of health and water ▪ I 3.4.3 – Evidence of a common political agenda between the EC and EU MS in the field of health and water
Sources of information:	<ul style="list-style-type: none"> ▪ EC CSPs and Multiannual Indicative Programmes ▪ Inventory of EC contributions to El Salvador (<i>see section 3.3</i>) ▪ GoES national plans, programmes and studies, and local development plans ▪ GoES legislation ▪ National and local budgets showing allocation within social infrastructure ▪ Intervention documents: Financing Agreements, Activity Reports, ROM reports, mid-term and final evaluations, identification fiches ▪ SIMPLE ▪ Diagnostic studies on social services in El Salvador, in particular on health and water ▪ Documents from donor coordination mechanisms and from other donors ▪ Interviews with EC staff, GoES staff, ex-GoES staff, intervention staff, Civil Society, beneficiaries, EU MS

EQ 4 on SMEs development

EQ4: To what extent did the EC interventions contribute to the development of and employment in local micro and small enterprises, and ultimately increased economic growth?

Justification and coverage of the question:

In El Salvador, overall social stability depends primarily on the economic condition of the population. Delivery of sound and good economic policies and reliable institutions, and a fostering of the development of the private sector should produce growth and employment, promote investment and increase the quality of life of the Salvadorians.

El Salvador has displayed a good recovery from the economic point of view, but not sufficiently to reach the majority of the population. Creation of a good and sound business environment with a proper legal framework will contribute to generating employment, while support to local micro and small enterprises (MSEs)³ and related institutions will enhance the market and improve the competitive capacity of El Salvador, locally, in the region and internationally.

In El Salvador, development of MSEs is especially important for their significant contribution to employment, trade and income generation. Thus, the design of a sound and adequate policy that promotes consolidation of this sector is crucial for the growth of the country. Issues related to registration, taxation, subsidies, market promotion, financing and provision of adequate infrastructures to sponsor innovation and development are key areas for improving efficiency and competitiveness in the local and in the global economy.

This question will explore how the EC interventions have contributed to encouraging the development of local, small and micro-enterprises. It is expected that as a result of these interventions equitable economic growth and employment will be promoted.

Judgment Criteria	Indicators
JC 4.1 – The EC support contributed to the definition of a national policy of development of local MSEs.	<ul style="list-style-type: none"> ▪ I 4.1.1 – Evidence of EC interventions supporting the definition of national policy and legislation for local MSEs ▪ I 4.1.2 – Existence of a national and local policies on the development of local MSEs ▪ I 4.1.3 – Drafted or approved legislation fostering effectively the development of local MSEs ▪ I 4.1.4 – Degree of correspondence of EC-funded interventions with intended objectives and funding, in respect of local MSEs

³ MSE or SME: In El Salvador (and Latin America in general) it is important to make the difference between Micro and Small Enterprises (MSEs) and Small and Medium enterprises (SMEs). In EC-funded interventions in the country we are dealing more with micro and small enterprises (MSEs/MYPEs) than with small and medium enterprises (SMEs/ PYMEs) or with micro, small and medium enterprises (MSMEs/MIPYMEs). We thus refer in general in this evaluation to MSEs, for ensuring correspondence with the EC cooperation strategy in El Salvador and with the usage in this country. The term SME hence does not refer exactly to its definition as micro, small and medium-sized enterprises as mentioned in the EC Recommendation 2003/361/EC as published in the Official Journal of the European Union L 124, p. 36 of 20 May 2003.

JC 4.2 – Local MSEs benefit sustainably from a favourable business environment.	<ul style="list-style-type: none"> ▪ I 4.2.1 – Increase in services and facilities for local MSEs attributable to EC-funded interventions ▪ I 4.2.2 – Number of local MSE staff trained as a result of EC-funded interventions ▪ I 4.2.3 – Evidence of strengthened capacity-building of institutions and organisations in charge of local MSEs development, following EC-funded interventions and policy dialogue ▪ I 4.2.4 – Comparative statistics on attractiveness of business environment in El Salvador <i>vis-à-vis</i> other Central American countries
JC 4.3 – Local MSEs have contributed to economic growth and created employment.	<ul style="list-style-type: none"> ▪ I 4.3.1 – Number of MSE registrations in areas benefiting from EC-funded interventions ▪ I 4.3.2 – Number of people employed in MSEs in such areas ▪ I 4.3.3 – Contribution of MSEs to GDP ▪ I 4.3.4 – Comparative statistics of competitiveness and productivity of Salvadorian vs. other Central American MSEs
JC 4.4 – The EC support for MSEs offers added value to EU MS' interventions.	<ul style="list-style-type: none"> ▪ I 4.4.1 – Evidence of clear advantage of EC support to EU MS in the field of MSEs (policy dialogue, sector or technical expertise, country experience, critical mass of resources) ▪ I 4.4.2 – Evidence of a mandate given to the EC by EU MS in the field of MSEs ▪ I 4.4.3 – Evidence of a common political agenda between the EC and EU MS in the field of MSEs
<p>Sources of information:</p> <ul style="list-style-type: none"> ▪ EC CSPs and Multiannual Indicative Programmes ▪ Inventory of EC contributions to El Salvador (<i>see section 3.3</i>) ▪ GoES national plans, programmes and studies ▪ GoES legislation ▪ National and local budgets showing allocation in this field ▪ National and international statistics offices, Central Banks, Chamber of Commerce, MSE associations, Universities ▪ Intervention documents: Financing Agreements, Activity Reports, ROM reports, mid-term and final evaluations, identification fiches ▪ SIMPLE ▪ Diagnostic studies on MSEs in El Salvador and elsewhere in Central America ▪ Documents emanating from donor coordination mechanisms and from other donors ▪ Interviews with EC staff, GoES staff, ex-GoES staff, intervention staff, beneficiaries, EU MS 	

EQ 5 on Budget Support

EQ5: To what extent have the EC interventions through Budget Support been adapted to the national context, and to what extent have they contributed to improving the framework for public policy and expenditure?

Justification for and coverage of the question:

The CSP 2002-2006 specifies that the emphasis of the EC cooperation is in sectoral programmes rather than in individual projects and elaboration of strategic focus. It further mentions briefly the possibility of providing Budget Support (BS) to the GoES, where necessary and where the amount of EC financing justifies it. Five years later the CSP 2007-2013 has specified that a shift from the classic project approach to long-term sector programmes, implemented via Budget Support, should be considered. It further states that this approach should be accompanied by technical assistance for the preparation of sector strategies as well as institutional support and building of institutional and implementation capacity, especially in the limited number of focal sectors.

There is one case of budget support in El Salvador during the evaluation period: the €37m commitment signed in 2005 for global budget support to the Programa de alivio a la pobreza en El Salvador (PAPES). Additionally, two sector budget supports are under preparation during the course of the present evaluation: €25m support to PRO-EDUCA (education) and €12.1m support to PROCALIDAD (small and micro enterprises). These two sector budget programmes do not fall within the scope of this evaluation as their financing agreements have not been signed yet.

The coverage of this EQ is necessarily limited (this is not an evaluation specific to global or sector budget support). The team will build on the findings of other evaluations, especially the 2006 Joint Evaluation of General Budget Support, and available documentation on these interventions. After the few years of EC experience with this instrument in El Salvador, and given the typical difficulties associated with the use of this instrument, the present country-level evaluation will focus on the relevance of this form of financing, and on its support at policy level and public financial management (PFM) level⁴. These are key aspects of Budget Support, and are the results observed at Government level and in Government- Donor relations. This focus aims at offering the EC Services more practical recommendations for the future use of this instrument and better identification of the reasons for the risks of failure of this modality in the Salvadoran context.

Judgment Criteria	Indicators
JC 5.1 – The EC interventions through BS have been adapted to the national context, in particular the implementation procedures.	<ul style="list-style-type: none"> ▪ I 5.1.1 – Level of public finance deficit ▪ I 5.1.2 – Evidence that EC interventions responded to demand (from the GoES, joint donor initiative, harmonisation and alignment...) ▪ I 5.1.3 – Evidence that conditions are based on policy dialogue with the GoES (ownership), are functional and are being respected ▪ I 5.1.4 – Evidence that disbursements are coordinated with GoES and other Donors

⁴ The precise meaning of the concepts are taken from the “Guidelines... on global BS”, p 25 and from the Issue Paper “Methodology of Evaluation of Budget Support Operations at Country Level”. Note that what is called “Output (2)” in the Guidelines is referred as “Induced output” in the Issue paper.

JC 5.2 – The EC interventions have contributed to improving public financial management.	<ul style="list-style-type: none"> ▪ I 5.2.1 – Existence of an Action Plan to improve public financial management, which offers clear priorities and sequences ▪ I 5.2.2 – Evidence of effective role of Parliament in discussion and approval of budget ▪ I 5.2.3 – Evolution of the role of the Court of Auditors and of its functioning ▪ I 5.2.4 – Evidence that EC interventions improved inclusion of external assistance in public policy and public finance processes ▪ I 5.2.5 – Evidence of transparent information and accountability of expenditure ▪ I 5.2.6 – Existence/preparation of a medium-term expenditure framework or at least of a medium-term plan ▪ I 5.2.7 – Evidence of local-level improvement of PFM
JC 5.3 – The EC budget support effectively supported public policy in the field of poverty reduction.	<ul style="list-style-type: none"> ▪ I 5.3.1 – Trend in budget execution in social sectors and pro-poor expenditures (e.g. primary schools, food security programmes, basic health care, security net, welfare programmes) ▪ I 5.3.2 –Evidence that the policy dialogue between EC and GoES representatives is of good quality and is useful (brings concrete results)
JC 5.4 – The EC interventions through Budget Support offer value added.	<ul style="list-style-type: none"> ▪ I 5.4.1 – Evidence of a clear advantage of EC participation in the preparation and/or implementation of the different budget support interventions or related programmes (policy dialogue, sector or technical expertise, country experience, critical mass of resources) ▪ I 5.4.2 – Evidence of a mandate given to the EC in the context of the coordination and complementarity process ▪ I 5.4.3 – Evidence of a common political agenda between EU MS in budget support interventions
Sources of information:	
<ul style="list-style-type: none"> ▪ Intervention documents: Financing Agreements, Activity reports, ROM reports, mid-term and final evaluations, identification fiches ▪ Reports from Delegations, including External Assistance Management Reports ▪ Guidelines on the Programming, Design and Management of General Budget Support, AIDCO, DEV, RELEX, January 2007. ▪ Methodology of Evaluation of Budget Support Operations at Country Level, Issue Paper May 2008, Evaluation Unit ▪ EC CSPs and Multiannual Indicative Programmes ▪ GoES official documents on development strategy ▪ World Bank Public Expenditure Reviews ▪ SIMPLE ▪ Interviews with EC staff , GoES staff, ex-GoES staff, intervention staff, beneficiaries, other donors 	

EQ 6 on Efficiency

EQ6: To what extent did the aid modalities used enhance timeliness and optimal use of human and financial resources for reaching objectives?

Justification for and coverage of the question:

This question relates to efficiency. It aims at assessing to what extent the chosen aid modalities allowed to enhance timeliness and minimise transaction costs, compared to the observed effects and impacts.

The question has been formulated in this way following a request from the RG for focusing of the efficiency question on the aid modalities. It is thereby in line with the ToR, which states on p9 that a “centre of attention should be (...) the gradual shift from a project and sector approach to increased budgetary support and result-oriented instruments”. The evaluators refer to their use in this exercise of the term ‘aid modality’ to these project, sector and budget approaches, and to geographical and thematic budget lines⁵.

The answer will be based on study at the level of the individual interventions selected for desk and field study.

Judgment Criteria	Indicators
JC 6.1 – The aid modalities used promoted rationale use of human and financial resources	<ul style="list-style-type: none"> ▪ I 6.1.1 – Evidence that cost-effectiveness was a decision criteria for the choice of aid modality at identification stage ▪ I 6.1.2 – Expectations on cost-effectiveness of alternatives to the interventions at identification stage ▪ I 6.1.3 – Evidence that the aid modalities used favoured (or not) rational use of human and financial resources at the level of the GoES and/or implementing partners in the implementation of interventions for the pursuit of interventions’ objectives ▪ I 6.1.4 – Evidence that the aid modality used favoured (or not) rational use of EC management resources ▪ I 6.1.5 – Cost rationale in intervention’s efficiency assessments (in ROM and evaluations) ▪ I 6.1.6 – Stakeholders’ views on rational use of human and financial resources relating to the aid modality used

⁵ Coherence of country-specific interventions with (sub-) regional measures and programmes is tackled in EQ 8.

JC 6.2 – The aid modalities used promoted timeliness of aid delivery	<ul style="list-style-type: none"> ▪ I 6.2.1 – Existence of documents mentioning timing as a decision criteria for the choice of aid modality at identification stage ▪ I 6.1.2 – Expectations on time-efficiency of alternatives to the interventions at identification stage ▪ I 6.2.3 – Evidence that the aid modalities used favoured (or not) implementation time of the interventions by the GoES and/or implementing partners in the pursuit of the interventions' objectives ▪ I 6.2.4 – Evidence that the aid modalities used favoured (or not) EC contracting time ▪ I 6.2.5 – Timing rationale in interventions' efficiency assessments (in ROM and evaluations) ▪ I 6.2.6 – Stakeholders' views on timelines of aid delivery relating to the aid modalities used ▪ I 6.2.7 – Stakeholders views on how they consider that other aid modalities might have allowed to better reach objectives or to reach them in a more time-efficient manner
Sources of information:	
<ul style="list-style-type: none"> ▪ Intervention documents: Financing Agreements, Activity reports, ROM reports, mid-term and final evaluations, identification fiches ▪ Reports from Delegations, including External Assistance Management Reports ▪ Methodology of Evaluation of Budget Support Operations at Country Level, Issue Paper May 2008, Evaluation Unit ▪ Thematic Evaluation on Budget Support ▪ EC CSPs and Multiannual Indicative Programmes ▪ GoES official documents on development strategy ▪ Interviews with EC, GoES, ex-GoES, interventions' staff, beneficiaries, other donors 	

EQ 7 on Cross-Cutting Issues

EQ7: To what extent were issues related to environmental sustainability, good governance and gender taken into account in the design and implementation of EC interventions, contributing thereby to improvement in those areas?

Justification for and coverage of the question:

*It is expected that the EC interventions foster issues related to the **environment** and promote sustainable practices all across the society, promoting norms, laws and education to avoid contamination in all its forms, pollution, deforestation, etc. Programmes related to sound and innovative practices within government institutions and the productive sector are now requirements that should be present in the EC strategy. Similarly, the introduction of new concepts and proper education and training to foster environmental sustainability through management of climate disasters like hurricanes or floods should be integrated into the interventions to prevent or reduce human risk.*

Good governance is also a central issue in El Salvador, which has been marked by a decades-long civil war; it undermined the rule of law, weakened democratic and governmental institutions, and hampered the involvement of Civil Society in promoting the country's development. Decentralisation is namely important in this respect for the EC, as expressed in its 2002-2006 CSP.

With regard to **gender** it is expected that the EC interventions promote equality and reduce gender discrimination still present in El Salvador. The transfer of values and education related to gender equality are largely principles that the EU consistently promotes around the world. Thus it is expected that those principles are respected and disseminated in all their aspects, including awareness campaigns, education, training, and promotion of legal issues that bear on gender equality.

This question will explore the degree to which these cross-cutting issues are present in the EC interventions, and efficiency and impact over the target population will be measured to the maximum extent possible. The evaluation team proposes a focus on these cross-cutting issues (first environmental sustainability, covering also natural disaster prevention, and then gender) so as to allow a more in-depth analysis.

Judgment Criteria	Indicators
JC 7.1 – The EC interventions have taken into account and promoted environmental sustainability.	<ul style="list-style-type: none"> ▪ I 7.1.1 – Explicit references to environmental sustainability and disaster reduction in the formulation of the interventions ▪ I 7.1.2 – Number of environmental sustainability measures within the implementation of non-specific interventions ▪ I 7.1.3 – Number of environmental sustainability specific interventions ▪ I 7.1.4 – Evidence of policy dialogue in relation to environmental sustainability and disaster reduction
JC 7.2 – The EC interventions have taken into account and promoted good governance.	<ul style="list-style-type: none"> ▪ I 7.2.1 – Degree of correspondence of EC-funded interventions with the intended objectives and funding, in the field of decentralisation ▪ I 7.2.2 – Explicit references to good governance in the formulation of non-specific interventions ▪ I 7.2.3 – Number of good-governance-specific actions undertaken within the non-specific interventions ▪ I 7.2.4. – Number of good-governance-specific interventions ▪ I 7.2.5 – Evidence of policy dialogue in respect of good governance

JC 7.3 – The EC interventions have taken into account and promoted gender equality.	<ul style="list-style-type: none"> ▪ I 7.3.1 – Explicit references to gender equality in the formulation of non-specific interventions ▪ I 7.3.2 – Number of gender-specific actions undertaken within the non-specific interventions ▪ I 7.3.3 – Number of gender-specific interventions ▪ I 7.3.4 – Evidence of policy dialogue relating to gender
JC 7.4 – The cross-cutting approach has contributed to advancement of the issues in the country.	<ul style="list-style-type: none"> ▪ I 7.4.1 – Number of examples of good practice introduced to GoES by the EC in relation to these cross-cutting issues ▪ I 7.4.2 – Number of people who followed training courses specifically raising consciousness of these cross-cutting issues ▪ I 7.4.3 – Evidence explicitly linking trends in these cross-cutting issues with EC interventions in the country
<p>Sources of information:</p> <ul style="list-style-type: none"> ▪ EC CSPs and Multiannual Indicative Programmes ▪ Inventory of EC interventions in El Salvador (<i>see section 3.3 and Annexe 4</i>) ▪ Interventions documents: Financing Agreements, Activity reports, ROM reports, mid-term and final evaluations ▪ Reports from Delegations, including External Assistance Management Reports ▪ European Consensus on Development ▪ UNDP, <i>Metas de Desarrollo</i>, 2003 ▪ International ratings ▪ Interviews with EC, GoES staff, ex-GoES staff, beneficiaries, other donors 	

EQ 8 on Coherence, Coordination and Complementarity

EQ8: To what extent did the EC country strategy cohere with its (sub-) regional strategies and with other European Community policies? To what extent was the EC co-operation with El Salvador coordinated with and complementary to those pursued by EU MS?

Justification and coverage of the question:

This question covers issues relating to coherence, coordination and complementarity.

In terms of **coherence**, two points are understood: first, the evaluators will examine the coherence of the EC strategy in El Salvador with its regional RELEX policies and interventions in Latin and Central America, coherence being tackled in this regard as defined in the Joint Evaluation Unit's *Note to the File* dated 6 January 2009; and second, the evaluators will examine the coherence of the EC development strategies in El Salvador with other (non-RELEX) European Community policies (agriculture, trade, and so on). In this second regard coherence is treated as part of the "3Cs", in accordance with its definition in article 178 of the consolidated European Community Treaties (in conformity with the above-mentioned Note to the File).

Coordination with the donor community, particularly with the initiatives put forward by the EU MS, will then be examined, as well as **complementarity** with their co-operation programmes. The interpretation of coordination and complementarity will be that as part of the 3Cs, in accordance with their definition respectively in articles 180 and 177 of the consolidated European Community Treaties (in conformity with the above-mentioned Note to the File). Additionally to the Treaties, the 2005 Paris Declaration also put these issues on the agenda of all the cooperation agencies who signed it, including the EC and EU MS. In the context of the Declaration, this question also tackles **harmonisation** of procedures between donors and **alignment** with national procedures.

Judgment Criteria	Indicators
JC 8.1 – The EC strategy in El Salvador was not contradictory with its (sub-) regional strategies (coherence).	<ul style="list-style-type: none"> ▪ I 8.1.1 – Contradictions between the EC strategies as stated in the CSPs with the EC regional strategies in Latin and Central America (if any). ▪ I 8.1.2 – Synergies between the EC strategies as stated in the CSPs with the EC regional strategies in Latin and Central America (if any). ▪ I 8.1.2 – Evidence of structured interaction between country-specific interventions and (sub-) regional programmes.
JC 8.2 – The other European Community policies are coherent with the EC cooperation with El Salvador.	<ul style="list-style-type: none"> ▪ I 8.2.1 – Contradictions between other European Community policies and the EC development interventions in El Salvador (if any).

<p>JC 8.3 – The coordination mechanisms of the EC with other donors and with the GoES are effective (offer concrete results).</p>	<ul style="list-style-type: none"> ▪ I 8.3.1 – Existence and modalities of coordination of the EC with other donors (in particular EU MS) and with the GoES at the level of the conception/design/feasibility study of the interventions ▪ I 8.3.2 – Existence and modalities of coordination of the EC with other donors (in particular EU MS) and with the GoES at the level of implementation of the interventions ▪ I 8.3.3 – Evidence of strong coordination of the EC with other donors (in particular EU MS) and with the GoES for budget support interventions attributable to this specific modality ▪ I 8.3.4 – Evidence of results obtained at a formal (sector or geographical specialisation, adoption of common methodology..) and informal (exchange of information and analysis) levels ▪ I 8.3.5 – Evidence of harmonisation of procedures between donors and with national procedures ▪ I 8.3.6 – Evidence of alignment on national rules or procedures, or of improvements in those procedures
<p>JC 8.4 –There are complementarities between the interventions of the EC and those of other donors (particularly EU MS).</p>	<ul style="list-style-type: none"> ▪ I 8.4.1 – Evidence of synergies between interventions of the EC with those of other donors (particularly EU MS) as well as with GoES interventions ▪ I 8.4.2 – Evidence of conflicts, duplication or overlapping between interventions of the EC and those of other donors (particularly EU MS) or of the GoES. ▪ I 8.4.3 – Evidence of EC leadership role in promotion of cooperation and complementarities
<p>Sources of information⁶:</p> <ul style="list-style-type: none"> ▪ Reports and documents from the donor community in El Salvador and the GoES ▪ Reports from Delegations, including External Assistance Management Reports ▪ Interventions documents: Financing Agreements, activity reports, ROM reports, mid-term and final evaluations ▪ EC CSPs and Multiannual Indicative Programmes ▪ Paris Declaration, European Consensus on Development ▪ EC working paper, EU report on Policy Coherence for Development COM (2007)545 final, 20.9.2007 ▪ DFID's "Progress Report on Aid Effectiveness", 2008 ▪ World Bank Public Expenditure Reviews ▪ Ad hoc studies on this topic : Sinforiano Cáceres y Marlon López Aragón: "Segunda Propuesta desde el Sector Agropecuario al Acuerdo de Asociación entre la Unión Europea y Centroamérica" Mesa Agropecuaria y Forestal Federación Nacional de Cooperativas (FENACOOP), Abril 2008 ▪ Interviews with EC, GoES, ex-GoES, beneficiaries, other donors 	

⁶ There will most probably be less information available on coordination, harmonisation and alignment between donors in El Salvador compared to certain other countries in the region. At the contrary of for instance Honduras and Nicaragua, El Salvador was indeed not part of the selection of countries in the OECD DAC's series of "Survey on Monitoring the Paris Declaration".

Annexe 5: National Background

1 Political background El Salvador

The Republic of El Salvador's recent decades have been profoundly dominated by the 12-years long civil war in the 1980s, which ended with the signature of the Peace Accords in 1992. Since then the country has experienced progressive political stability and democratisation. A process of demilitarisation was undertaken, democratic institutions were set up, democratic procedures were defined, and so forth. But there is still a high degree of **polarisation** in national politics, along the lines of the divisions of the armed conflict. The two dominant forces are the right-wing coalition ARENA (Alianza Republicana Nacionalista) and the left-wing umbrella front FMLN (Frente Farabundo Martí para la Liberación Nacional). ARENA was in Government following the 1992 peace agreements, but was recently defeated in the parliamentary elections of 18 January 2009, which were won by the FMLN. This constitutes a major shift in power balance at country level with executive power now held mainly by the former revolutionary guerrilla organisation. This was confirmed in the March 2009 presidential contest, in which Mauricio Funes (FMLN) won against Rodrigo Ávila (ARENA) for the replacement of current president Antonio Saca (ARENA).

Despite the progress made in re-installing peace and democracy El Salvador still faces a number of unresolved issues, relating mainly to the following:

- rule of law and order in a country inheriting a culture of violence and impunity in the aftermath of the armed conflict;
- credibility of democratic institutions, as the Parliament, Government and the judicial and human rights systems suffer a reputation for inefficiency and corruption; *and*
- involvement of civil society in a country characterised by a centralised State organisation, lack of organisation of Civil Society, and fluctuating voter turnout.

2 Economic background to El Salvador

El Salvador is a lower-middle income and a middle human development country, ranking 106 of 182 countries according to the 2009 UNPD report. Its economy has traditionally been agricultural. Exports have consisted mainly of coffee, sugar, shrimp, and cotton. Nevertheless, the services and industrial sectors have grown over the last ten years, employing a greater percentage of the workforce and accounting for a much higher part of the gross domestic product (GDP) over the years. Exports now include also offshore assembly products, textiles, and chemicals, following the importance the “**maquila**” business has gained in El Salvador's economy (45% of exports in 2007 – *see table below*). Leading imports are of raw materials, consumer and capital goods, fuel, food, petroleum, and electricity.

Commercial Balance of El Salvador, 1998-2007

<i>in \$m</i>	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007
I- EXPORTS (FOB)	2,441	2,510	2,941	2,864	2,995	3,128	3,305	3,418	3,707	3,980
A-Traditional	423	307	354	205	161	163	166	233	263	260
1-Coffee	324	245	298	115	107	105	123	164	189	187
2-Sugar	67	37	40	70	44	47	37	67	72	72
3-Shrimp	33	25	16	20	9	11	5	3	2	1
B-Non Traditional	834	869	979	1,009	1,077	1,092	1,216	1,364	1,666	1,919
1-Central America	614	637	736	721	740	746	821	911	1,032	1,202
2-Non-C.America	219	233	243	288	337	346	395	452	635	717
3-Maquila	1,185	1,333	1,609	1,650	1,757	1,873	1,923	1,821	1,777	1,801
II- IMPORTS (CIF)	3,968	4,095	4,947	5,027	5,184	5,754	6,329	6,690	7,671	8,677
1-Central America	603	653	811	820	821	867	945	1,017	1,161	1,330
2-Non-C.America	2,519	2,487	2,984	3,046	3,081	3,508	3,926	4,468	5,353	6,110
3-Maquila	847	955	1,153	1,161	1,283	1,379	1,458	1,205	1,157	1,237
III- BALANCE (I - II)	(1,527)	(1,585)	(2,006)	(2,163)	(2,189)	(2,626)	(3,024)	(3,271)	(3,964)	(4,697)

Source: Banco Central de Reserva de El Salvador

The economic recovery and the stabilisation process are attributable partly to the following interventions:

- **Structural reforms:** El Salvador has gone through a process of first generation structural reforms such as trade liberalisation, re-privatisation of the financial sector and other state enterprises, comprehensive tax reform, and improvements in the competitiveness of the business environment. It has diversified its exports, and is improving its access to international financial markets at investment grade levels.
- **Dollarisation:** In January 2001, El Salvador adopted the U.S. dollar as its official currency, thereby “dollarising” its economy. This contributed to macroeconomic stability, with reduced business uncertainty, lower interest rates, and reduced inflation.
- **Inflation** has remained under control during the evaluation period, with annual levels between 0.5% and 4.7%, although it was expected to increase to 7.8% in 2008.
- **Economic growth:** GDP grew steadily during the 1990s following the peace agreements. It then slowed down for a decade, remaining at growth levels of around 2% (*see table below*). This was partially related to the natural disasters which affected the country in 1998 and 2001, as well as to the slowdown of the world economy, the decline in coffee exports, and, weak domestic demand and credit. GDP grew again in the years 2005-2007, up to a growth rate of 4.7% in 2007. These signs of recovery relate to a pickup in broad economic activity driven by a strong performance of the agricultural and construction sectors, as well as private sector services. The IMF nevertheless estimated that GDP growth would be 3% in 2008.

Macro-economic indicators for El Salvador, 1998-2008

	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008E
Population (millions)	6.0	6.2	6.3	6.4	6.5	6.6	6.8	6.9	7.0	7.1	7.3
Population growth (%)		2.0%	2.0%	1.9%	1.9%	1.9%	1.9%	1.8%	1.8%	1.7%	1.7%
GDP current prices (\$bn)	12.0	12.5	13.1	13.8	14.3	15.0	15.8	17.1	18.7	20.4	22.3
GDP growth (% on constant prices)	3.8%	3.4%	2.2%	1.7%	2.3%	2.3%	1.9%	3.1%	4.2%	4.7%	3.0%
GDP per capita, current prices (\$)	1,991	2,025	2,093	2,159	2,195	2,266	2,335	2,479	2,661	2,857	3,073
GDP per capita, based on PPP*	4,332	4,455	4,560	4,659	4,761	4,884	5,001	5,238	5,533	5,847	6,052
Inflation, average consumer prices (%)	2.6%	0.5%	2.3%	3.8%	1.9%	2.1%	4.5%	4.7%	4.0%	3.9%	7.6%
Current account balance (\$bn)	-0.1	-0.2	-0.4	-0.2	-0.4	-0.7	-0.6	-0.6	-0.7	-1.1	-1.4
Current account balance (GDP%)	-1%	-2%	-3%	-1%	-3%	-5%	-4%	-3%	-4%	-5%	-6%

*Gross domestic product (GDP) based on purchasing-power-parity (PPP), per capita, in current international dollar
Source: IMF World Economic Outlook Database, October 2008

- **Population and Migration:** Migration is a central issue in El Salvador. It has dramatically increased since the end of the civil war, in 1992. Quantification of this phenomenon varies according to sources, studies or censuses, as explained in detail in UNDP's El Salvador Human Development Report 2005. Estimates range from 900,000 to 2,800,000 Salvadorans living abroad, the vast majority of them in the United States of America and the others mainly in other Central American countries. Figures regarding the population living in El Salvador vary accordingly. While the IMF reports 7.1 million inhabitants in 2007, a census undertaken that same year by the GoES reports a population of 5.7 million (that is also more than a million inhabitants less than the 6.9 million identified by the 1992 census). In the latter case, the GDP per capita in current prices would have a level of \$3,580 in 2007 (vs. \$2,857 based on IMF population data – *see table above*).
- **Remittances (remesas):** Money transfers from Salvadorans working abroad, mainly in the US, increased significantly during recent decades to become a major source of resources for the country. From \$858m in 1992, to \$1,338m in 1998 and \$3,695m in 2007, this represented 16.8% of GDP in 2007.
- **Public sector deficit:** This deficit stayed at very reasonable levels, except in 2001 and 2002 as a consequence of the 2001 earthquake. During the same period the Current Savings stayed close to 0%. The table below shows the deficit in El Salvador's public finance (Non-Financial Public Sector or NFPS) during the whole period covered by the evaluation.

**Non-Financial Public Sector Overall deficit
including grants as percent of GDP¹**

Year	Deficit
1998	2,6
1999	2,8
2000	3,0
2001	4,4
2002	4,4
2003	3,7
2004	2,4
2005	3,0
2006	2,5
2007	2,0
2008	2,0

- **Balance of payments:** Trade deficits continuously increased over the evaluation period (*see table below*). This is the result of a sharp decrease in the export of coffee and “maquila” goods and services, and the increase in oil prices. It is however moderated by the sharp increase in remittances.
- **Trade:** El Salvador signed free trade agreements with the Dominican Republic (1998), Mexico (2000), Chile (2001), and Panama (2002). It was the first country to ratify the Central America Free Trade Agreement (DR-CAFTA) with the United States, by far its largest trading partner (*see table 2.4 below*), and the first to begin implementation in 2006. El Salvador has also lowered its tariffs over recent years, as shown in the WB trade restrictiveness indices. El Salvador decreased on average its import tariffs and, significantly, non-tariff measures over recent years. However, it remains still above the average for the five Central American Common Market (CACM) countries in this regard, especially Costa Rica (*see table below*).

¹ Sources: FUSADES-DEES: “Respondiendo a los Desafíos Fiscales en El Salvador”, 2007, p.55, World Bank: “El Salvador Public Expenditure Review”, December 2004, p. 6, ECORYS: “El Salvador Informe de Desempeño de la Gestión de las Finanzas Públicas (PEFA)”, Mayo de 2009, p.24

Overall Trade Restrictiveness Indexes for Central America (all goods)

	Tariffs ²		Tariffs + NTM ³	
	2000-2004	2006-07 latest	2000-2004	2006-07 latest
Costa Rica	5.41	5.27	5.60	5.42
El Salvador	6.74	6.54	14.02	11.56
Guatemala	6.01	7.16	15.62	14.34
Honduras	8.56	7.45	10.28	8.25
Nicaragua	4.77	5.98	13.72	11.65
CACM Average	6.30	6.48	11.85	10.24

Source: WB *Trade Indicators 2008*

El Salvador Trading Partners, 1998-2007

in \$m	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007
I- EXPORTS (FOB)	2,441	2,510	2,941	2,864	2,995	3,128	3,305	3,418	3,707	3,980
US	1,447	1,577	1,920	1,873	2,006	2,113	2,166	1,819	1,980	2,023
Americas										
Others	705	735	825	843	863	881	970	1,357	1,419	1,609
Europe	231	167	152	80	79	77	112	172	215	252
Rest of World	(2,383)	(2,478)	(2,896)	(2,797)	(2,948)	(3,070)	(3,248)	(3,348)	(3,614)	(3,884)
II- IMPORTS (CIF)	3,968	4,095	4,947	5,027	5,184	5,754	6,329	6,690	7,671	8,677
US	2,032	2,110	2,451	2,462	2,569	2,861	2,970	2,466	2,712	3,091
Americas										
Others	1,243	1,349	1,668	1,713	1,811	1,974	2,321	2,778	3,204	3,686
Europe	309	258	354	360	319	376	468	531	609	618
Rest of World	(3,584)	(3,718)	(4,473)	(4,535)	(4,699)	(5,211)	(5,758)	(5,775)	(6,525)	(7,394)
III- BALANCE (I - II)	(1,527)	(1,585)	(2,006)	(2,163)	(2,189)	(2,626)	(3,024)	(3,271)	(3,964)	(4,697)

Source: Banco Central de Reserva de El Salvador

- **Challenges:** Persistent high levels of **crime and violence**, in particular juvenile delinquency related to the **maras** (see section 2.3 below), negatively affect the image of the country and the investment climate. It undermines the whole national economic system, as well as society in general. Another important challenge for El Salvador remains provision of better access to basic social, health and educational infrastructure for the **poor and rural citizens**. Additionally, the recent **financial and economic crisis** puts the country at the edge of a recession, impacting largely the population and in particular vulnerable people. El Salvador's Central Bank (*Banco Central de la Reserva*) noted recently that most economic indicators are negative. The country is also in discussion with international financial institutions on the possibility to facilitate credit for recovery; the IMF approved for instance in January 2009 a 'precautionary stand-by arrangement' of about \$800m, enabling the GoES to use it for the case the government deems it necessary for coping with the global financial crisis.

² This Index summarises the tariff restrictiveness of a country. It is the uniform equivalent tariff that maintains the aggregate import volume of a country at its current level – the level associated with the present heterogeneous tariffs.

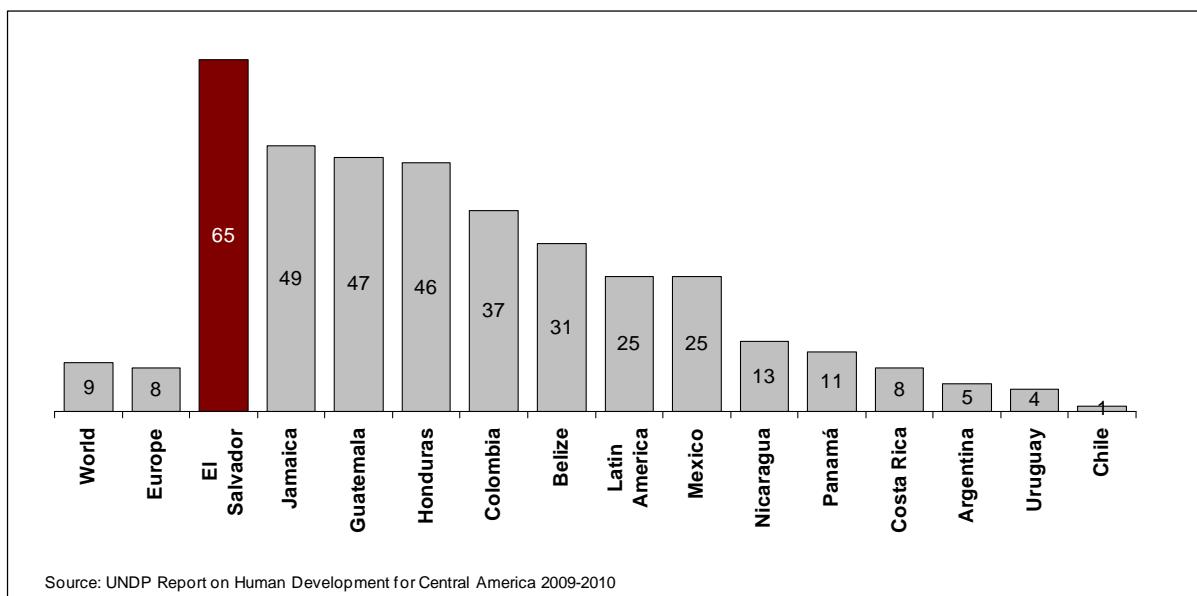
³ This Index reflects the overall trade policy stance of a country. It is the uniform equivalent tariff that would maintain the country's aggregate import volume at its current level – the level associated with the present heterogeneous tariffs and non-tariff measures (NTMs). NTMs include various price controls and measures, variable charges, anti-dumping and countervailing actions, quantitative restrictions, non-automatic licensing, and other prohibitions.

3 Social background El Salvador

Social cohesion remains a challenge for El Salvador, as the following indicators show:

- **Poverty** was significantly reduced during the 1990s, with poverty levels decreasing from 58% to 35% and extreme poverty from 33% to 14.4%. However, progress in the fight against poverty slowed after 2002, which should be seen partially in the context of the 2001 earthquakes and drought and the consequent slowdown of the country's economy.
- **Inequalities** are high but slightly less than in neighbouring countries such as Nicaragua, Honduras or Guatemala (the GINI coefficient was 49.7 in El Salvador in 2007⁴).
- **Crime and violence** are furthermore a major concern in the country, originating in the 1980s armed conflict and in the return from gang warfare. It undermines social capital, impedes access to basic services, reduces employment opportunities, and so forth. Social cohesion is also challenged by the **gap between rural and urban areas**, with rural areas scoring significantly lower in key indicators of social and economic development, for example with GDP per capita three times lower in rural than in urban areas.

Murders per 100,000 inhabitants, 2006



- El Salvador's **human development** index (HDI) has improved continuously over recent decades, from 0.595 in 1975 to 0.692 in 1995, 0.716 in 2000, and 0.747 in 2006 according to UNDP's Human Development Report 2007-2008. This gave the country a ranking in 2006 of 101st out of 179 countries for which data exist (*see table below*). But with an income share of 2.8% held by the lowest 20% of the population in 2000, **income inequality** is high by international standards and has even increased slightly since the mid-1990s.

⁴ The GINI coefficient measures income inequalities on a scale from 0 to 100, 0 indicating a perfect equality (everyone has the same income), and 100 a perfect inequality (one person concentrates all the country's incomes). Other values in 2007 were: Honduras 55.3; Guatemala 53.7; Nicaragua 52.3; Mexico 48.1; Costa Rica 47.2, USA 40.8. Source: UNDP Human Development Statistic Index 2009

Human development indicators for El Salvador, 2006

	Score	Ranking
HDI value	0.747	101/179
Human Poverty Index (HPI-1)	13.6	61/135
GDI as % of HDI	99%	63/157

Source: UNDP Human Development Report 2008

- Despite the fact that **health** indicators in El Salvador have shown a slight improvement over recent years (*see table below*), health remains a cause for concern in general. Main problems relate to limited access to drinking water, malnutrition, lack of sanitation, environmental pollution and degradation. Health management overall and social security are also weak.
- Improvements in **education** have also been observed, although profound challenges in terms of infrastructure and quality remain to be tackled. The statistical yearbook of the Economic Commission for Latin America and the Caribbean (ECLAC or CEPAL in Spanish) shows for instance that the net enrolment rate in second-level education increased from 44% in 2000 to 53% in 2005; however, this should be compared with an average rate of 68.1% in 2005 for Latin American and Caribbean countries.
- As regards vulnerable population groups, poor and rural **youth** is particularly at risk, notably in terms of infant mortality, malnutrition, education, child labour, and urban juvenile delinquency. Regarding women-specific issues, several initiatives were undertaken, but nevertheless the situation is still far from ideal. UNDP's **gender**-related development index (GDI) for El Salvador, measuring inequalities in HDI achievement between women and men, is 0.743 or 99.5% of its HDI value (*see table above*). Of the 157 countries with both HDI and GDI values, 62 countries have a better ratio than El Salvador's.

Social Indicators for El Salvador, 2000-2007

	2000	2005	2006	2007
Income share held by lowest 20%	2.8	..	..	..
Life expectancy at birth, total (years)	70	71	72	..
Fertility rate, total (births per woman)	3	2.8	2.7	..
Adolescent fertility rate (births per 1,000 women aged 15-19)	90	83	82	..
Contraceptive prevalence (% of women aged 15-49)	..	..	..	..
Births attended by skilled health staff (% of total)	..	..	..	..
Mortality rate, under-5 (per 1,000)	35	27	25	..
Malnutrition prevalence, weight for age (% of children under 5)	..	..	..	..
Immunisation, measles (% of children aged 12-23 months)	97	99	98	..
Primary completion rate, total (% of relevant age group)	88	89	88	..
Ratio of girls to boys in primary and secondary education (%)	96	98	99	..
Prevalence of HIV, total (% of population aged 15-49)	..	..	..	0.8

Source: WB World Development Indicators 2008

4 Environmental background to El Salvador

El Salvador is highly exposed to natural disasters, given its geographical position along the Pacific ‘Ring of Fire’ and on the Pacific Ocean. Its history is marked by a long series of catastrophes, in particular volcanic eruptions, tropical storms and severe droughts, the latter two even emphasised by the El Niño and La Niña effects. During the last decade El Salvador was for instance hit by Hurricane Mitch in 1998, the earthquakes on 13 January and 13 February 2001 (which killed 255 people and damaged about 20% of the nation's housing), and the drought in the summer of 2001 (which destroyed 80% of the country's crops).

El Salvador also experienced continuous degradation of its natural resources. This had a direct impact on health and living conditions. A joint UNEP and ECLAC report⁵ states for instance that El Salvador was the most deforested country in Central America, and this negative trend increased between 2000 and 2005 (see table below). Although sanitation and access to improved water source increased to a certain extent over the period, it is still unavailable to a non-negligible part of the population. Environmentally sustainable development remains a challenge for the country.

Environmental Indicators for El Salvador, 2000-2006

	2000	2005	2006
Forest area (sq. km) (thousands)	3.2	3	..
Agricultural land (% of land area)	81.3	82.2	..
Improved water source (% of population with access)	79	..	84
Improved sanitation facilities, urban (% of urban population with access)	89	..	90
Energy use (kg of oil equivalent per capita)	658	694	..
CO2 emissions (metric tons per capita)	0.9	..	..
Electric power consumption (kWh per capita)	653	666	..

Source: WB World Development Indicators 2008

5 El Salvador's national development policy

A few major policy documents set the basis for the national development policy and programmes of the Government of El Salvador over the evaluation period. The “**Plan de Gobernio 1999-2004**” of the *Nueva Alianza* government is the first such plan. It is based on six “alliances”:

- Consolidation of economic stability;
- Alliance for work;
- Alliance for solidarity;
- Alliance for security;
- Alliance for the future; *and*
- Effective and Participative Government.

The government supplemented these policy guidelines in November 2000 with a proposal for territorial action in five regions relating to the “**Plan de Nación**” process launched in 1997. Actions were structured in the following “components”:

- Connectivity (infrastructure);
- Environment (natural resources, water);

⁵ La sostenibilidad del desarrollo en América Latina y el Caribe: desafíos y oportunidades, CEPAL/PNUMA, 2002

- Economic production (production base)
- Urbanisation;
- Municipal associations (*mancomunidad*); and
- Population (quality of life).

Additionally, the government presented a “**Plan de Recuperación**” in March 2001 for the period 2001-2005, aimed at recovery from the two earthquakes which had just hit the country. The objective was also to re-launch sustainable development of the economy in the medium term, and reduce the country’s vulnerability to natural disasters in the long term. This plan was designed to fit in well with the two above-mentioned plans. Activities consisted of the following:

- repair of damage to the education and health sectors, re-establishment of social networks;
- reconstruction of housing, reactivation of productive capacity and infrastructure;
- reduction of vulnerability to natural disasters and rational use of natural resources;
- promotion of sustainable development, based on greater participation and integration of the local economies;
- reduction of migration to the interior and abroad.

In 2004 the newly elected Government issued its “**País Seguro: Plan de Gobierno 2004-2009**”. It includes a commitment to fulfilment of the Millennium Development Goals, and poverty reduction in particular. The Plan consisted of 10 “presidential programmes”, relating to:

1. Information Society;
2. Plan de Nación: decentralised development;
3. Quality of life through recreation and entertainment;
4. Efficient State structures;
5. Growth through new production opportunities;
6. Youth;
7. Security (*Mano Super Dura*);
8. Opportunities for household women;
9. Economic transformation of the agricultural and fishery sectors; and
10. Sport.

The social plan “**Oportunidades**” was launched in this context, with the objective of strengthening social cohesion, particularly in rural areas. It consists of five large programmes:

- FOSALUD (health)
- Conéctate (information society)
- Jóvenes (youth)
- Microcrédito (micro-finance)
- Red Solidaria (safety net, poverty reduction).

The last-mentioned, **Red Solidaria**, is the first programme in the country focused specifically on poverty reduction, based on a geographical dimension and integrated local development. The 2007-2013 CSP mentions this programme is considered a first step towards a more integrated poverty reduction strategy.

Annexe 6: EC - El Salvador cooperation context and implementation

1 The (Sub-) Regional Cooperation Framework

Relations between the European Commission and Latin and Central American countries date back to the 1960s, but were strengthened significantly following the entry of Spain and Portugal to the European Community in 1986. They have consisted of policy dialogue, preferential trade agreements, and a cooperation framework¹. It is necessary to differentiate between regional level (Latin America), sub-regional level (Central America), and bilateral level (El Salvador). Cooperation at (sub-)regional levels is described in this section; the bilateral level is addressed in section 3.2.

At regional level (Latin America), a policy consultation forum was established in 1986: the **Rio Group**. Annual meetings with the EU have been organised since then at ministerial level to build up understanding and facilitate strategic partnership. This dialogue has materialised in numerous horizontal cooperation programmes such as AL-Invest, Al-Urban, and Eurosocial.

The **1992 ALA Regulation²** from the European Council relating to Asia and Latin America provides a legal basis for the main regional, sub-regional and bilateral budget lines and establishes priority sectors. This Regulation gives priority to strengthening the cooperation framework and to promotion of sustainable development and social, economic and democratic stability by means of institutional dialogue and economic and financial cooperation.

At sub-regional level (Central America), policy dialogue specific to Central American countries was initiated by the EC and the EU MS in the 1980s. During its first years the so called **“San José Dialogue”** targeted the peace-building process and democratisation of the region. This process was also supported by a significant increase in development aid and adoption of the **GSP-drugs** measures (Generalised System of Preferences)³. During the 1990s the EU-Central America (EU-CA) dialogue evolved to integrate new issues such as regional integration and disaster prevention and rehabilitation. In 2002 the EU-CA dialogue was renewed in the XVIII Ministerial Conference of San José, and was confirmed and completed in 2004 at the EU/LAC Guadalajara Summit with a focus on social cohesion. At the 2002 Conference the following themes were considered important for alignment of future cooperation:

- Democracy, human rights, rule of law, good governance and civil society
- Regional integration
- Economic relations between the two regions
- Security
- Environment and natural disasters
- Political consultation on international matters of common interest

¹ Sources: Evaluation of EC regional strategy in Latin America (DRN, 2005), Evaluation of EC regional cooperation in Central America (DRN, 2007)

² European Council Regulation EEC n°443/92 of February 1992 on financial and technical assistance to, and economic cooperation with, the developing countries in Asia and Latin America

³ The GSP is a formal system of exemption from the more general rules of the World Trade Organization (WTO), in favour of the countries of Central America. In 2005 the EC adopted the GSP-plus, which includes an incentive regime aimed at adoption before 31 December 2008 of labour and environmental legislation.

Preferential trade agreements at sub-regional level, in the form of a EU-CA Association Agreement, have been under discussion since 1994, but no such agreement has yet been signed. The 1994 Council strategy for Latin and Central America first entailed application of its new association models to the “emergent markets” of Mercosur, Mexico and Chile (“fourth generation agreements”), and second proposed for Central American countries continuation of the EU-CA Cooperation Framework Agreement signed in 1993 (“third generation agreement”). No establishment of a free trade area between the EU MS and Central America was envisaged, but trade preferences of the GSP-drugs system were maintained. Central American States always considered this regime as less advantageous than the “fourth generation” agreements as it is a unilateral, temporary and extra-ordinary strategy, which does not encourage investment and excludes some important products such as bananas. In 2003 a new EU-CA Political and Co-operation Agreement was proposed by the Council but was rejected by certain Central American Governments as well as by the European Parliament, as it was not considered to offer major advantages over the 1993 Agreement. In May 2006 it was resolved to initiate negotiations on a new EU-CA Association Agreement that would include the creation of a free trade area. Five rounds of negotiations were held between June 2007 and October 2008 (the third round in El Salvador on 14 April 2008).

Structuring of the cooperation framework at Central American level started in 1998 with the first Regional Strategy Paper (1998-2000). The subsequent strategies have up to now showed a clear continuum, mainly in support of regional integration.

2 The EC cooperation strategy with El Salvador

In this section a brief overview of the EC strategy over the evaluation period 1998-2008 is presented. It is based on the official EC strategy documents for cooperation with El Salvador, namely:

- the Country Strategy Paper (CSP) 2002-2006; *and*
- the Country Strategy Paper 2007-2013.

The 1998-2001 Period

Before 1998, cooperation with El Salvador was directly linked to emergency interventions and to cooperation with the other countries of the region with which the EC has adopted a number of common instruments (regional cooperation agreements and programmes etc.). This materialised in EC contributions to more than 50 interventions since 1984⁴ to a total amount of approximately \$107m. From 1998 the “project aid” approach appropriate to the post-war phase was gradually replaced by a sector approach.

⁴ Source: Memorandum of Understanding between the European Community and the Republic of El Salvador, 2001

The 2001 MoU

A **Memorandum of Understanding** between the European Community and the Republic of El Salvador was signed in **March 2001**. The stated objective was to define multi-annual guidelines for the programme of cooperation between the EC and El Salvador for the period 2000-2006. Five “sectors of cooperation” were defined in this MoU, for a total available amount of €60m for the period, namely:

- socio-economic development in the rural sector (22%);
- development of the private sector (13%);
- support for modernisation and democratisation of the State and security of the citizens (27% of the total);
- support for the health sector (14%); *and*
- support for environmental sustainability (18%).

These areas were chosen in coherence with the government plan entitled “La Nueva Alianza” (*see section 2.5*), and in line with the EC CSP for the period 2002-2006. In a sense the MoU redefined and confirmed the strategy, and incorporated new guidelines for project implementation. As part of this approach, the EC and El Salvador entered into a “Framework Convention” which simplified and restructured the arrangements for technical and economic cooperation by putting in place a set of clear contractual and financial rules for the implementation of aid measures, by establishing the role of national coordinator, and by entrusting the Salvadorean authorities with greater responsibility in the execution phase. Moreover in March 2001 a series of measures aimed at helping with the process of **reconstruction** following the earthquakes of January and February 2001 were agreed with El Salvador by the international community at a meeting of the Consultative Group.

The 2002-2006 CSP

The first EC Country Strategy Paper (CSP) for El Salvador covered the period **2002-2006**. It originated during a period in which El Salvador needed a set of policies and interventions for consolidating the democratisation and institutional reforms. It differed from strategies and policies which applied in the direct post-war period (demobilisation, demilitarisation, etc.) and which dominated previous interventions by the EC, government, and the international donor community. The CSP defined three “priority areas”:

- support for democratisation and modernisation of the State and greater involvement of Civil Society;
- support for integrated and sustainable local development; *and*
- support for equitable economic and employment growth.

In accordance with this CSP and with the 2001 MoU, the Multi-annual Indicative Programme⁵ proposed a total budget of €60m in support of this strategy, and defined the intended annual allocations by area and sector over the period 2002-2006.

⁵ The Multiannual Indicative Programme is described in the CSP 2002-2006 document (chapter 6).

The 2007-2013 CSP

The second EC Country Strategy Paper for El Salvador covered the period **2007-2013**. It acknowledged that the challenges described in the first CSP still applied, including consolidation of democracy and good governance, but specified two “focal sectors” for the new cooperation period:

- Fostering of social cohesion and human security (focal sector 1), in particular:
 - access to basic services (health, and water & sanitation); *and*
 - reduced social violence, human capital and promotion of young people;
- Economic growth, regional integration and trade (focal sector 2), in particular:
 - expansion, diversification, competitiveness and productivity of domestic private-sector businesses, particularly small and micro enterprises at local level and focusing on rural areas; *and*
 - El Salvador’s enhanced position on international markets (EU and Central America) and effective integration in the Central American region and participation in the multilateral trade system and in the global economy.

A brief overview of key elements of the three main documents is presented in the table below. A complete hierarchy of the EC objectives and expected impact is further provided in Chapter 4 of this report, representing the evaluation team’s structured reconstruction of the EC intervention logic over the period.

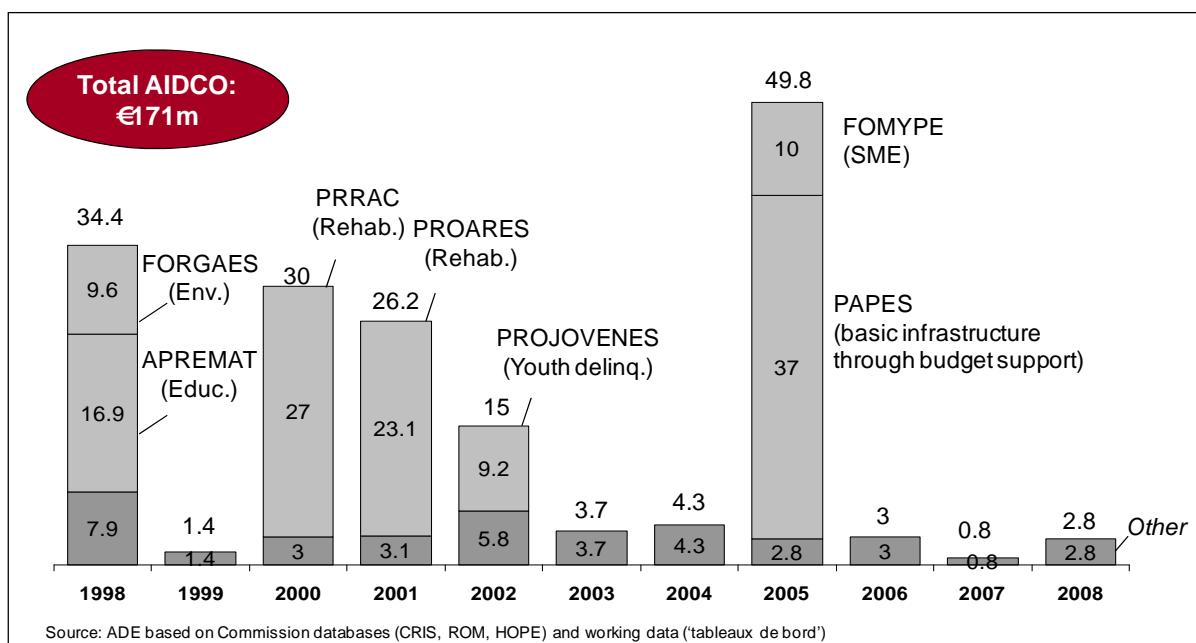
Overall view of the EC priority cooperation areas by period

MoU 2001	CSP 2002-2006	CSP 2007-2013
Sectors of cooperation	Priority areas	Focal Sectors
• Modernisation, democratisation and improved safety	• Democratisation and modernisation of the State, security of the citizens, greater involvement of Civil Society	• Reduced social violence, human capital and promotion of young people (<i>focal sector 1</i>)
• Socio-economic development in the rural sector • Support for the health sector • Support for environmental sustainability	• Support for integrated and sustainable local development	• Access to basic services: health, and water & sanitation (<i>focal sector 1</i>)
• Development of the private sector	• Equitable economic growth and employment	• Expansion, diversification, competitiveness and productivity of domestic private sector (<i>focal sector 2</i>) • Enhanced position on international markets (EU and Central America), in the multilateral trade system, and in regional integration (<i>focal sector 2</i>)

3 The implementation of the strategy – Inventory

The EC committed a total of €195m for projects and programmes specific to El Salvador over the evaluation period 1998-2008⁶. It consisted mainly of AIDCO funding⁷, that is €171m which represents 88% of the allocated resources for the execution of 78 projects and programmes. ECHO (humanitarian) funding, on the other hand, amounted to €23m or 12% of the total, for the execution of 71 projects and programmes. The chronology of commitments was marked by peaks over the years, in particular in 1998, 2000-2002, and 2005, as shown in the figure below.

AIDCO + ECHO funding to El Salvador, commitments in €m per year, 1998-2008



These peaks correspond mainly to commitments to large programmes such as for post-disaster reconstruction in 2000-2001 and the PAPES and FOMYPE in 2005⁸. Following the 1998-2008 evaluation period, four large programmes are currently in preparation: PRO-EDUCA (€25m), PRO-CALIDAD (€12.1m), PROJÓVENES II (€11.3m) and PARE-ES (€24.2 m)..

The table below provides an overview of the 20 largest AIDCO contributions in El Salvador over the evaluation period. For the ECHO projects, the largest contributions totalled €600,000; a third of ECHO contributions (23/71) were made in 2001 in the aftermath of the earthquakes and drought which occurred during that year. Annex 7 provides a list of all 78 AIDCO and 71 ECHO interventions.

⁶ Funding in scope for this evaluation, see definition of the scope under 1.1 (e.g. excluding regional programmes)

⁷ AIDCO funding here refers to projects and programmes under the management of DG RELEX and AIDCO.

⁸ See Acronyms section at the beginning of this report.

**AIDCO funding to El Salvador, commitments in
€m, 1998-2008 – 20 largest contributions**

Intervention Name	Commitment	Year
Programa de Alivio a la Pobreza en El Salvador (PAPES)	37.0	2005
Programa de Reconstrucción Regional para América Central Subprograma El Salvador (PRRAC)	27.0	2000
Programa de apoyo a la Reconstrucción de El Salvador (PROARES)	23.1	2001
Apoyo al Proceso de Reforma de la Educación Media en el Área Técnica (APREMAT)	16.9	1998
Fortalecimiento de la Competitividad de las Micro y Pequeñas Empresas en El Salvador (FOMYPE)	10.0	2005
Fortalecimiento de la Gestión Ambiental en El Salvador (FORGAES)	9.6	1998
Prevención Social de la Violencia y la Delincuencia Juvenil en El Salvador (PROJOVENES)	9.2	1999
Apoyo a la reinserción socio económica de las poblaciones afectadas por el conflicto en 10 municipios marginales de El Salvador	3.6	1998
Programa de transferencia de tierras	3.5	1998
Block Grant 2002	2.4	2003
“Las Dignas” Programme for the promotion of women’s employment and participation in local development and non sexist education in El Salvador	2.1	2000
Programa País El Salvador (Programa Pluriannual Democracia y Derechos Humanos en América Central)	1.8	2002
Establecimiento de 225 sistemas productivos sostenibles familiares-empresariales en 8 comunidades de La Bermuda – el Salvador	1.4	2005
Fortalecimiento de la economía rural de familias pobres en los departamentos de Cuscatlán y La Libertad – El Salvador	1.4	2003
Gestión comunitaria para la conservación y uso sostenible del Bosque de Cinquera, El Salvador	1.1	2005
Concientización y rehabilitación social y ecológica en 8 municipios – El Salvador	1.0	2001
Block Grant 2003	1.0	2004
Block Grant - Cofinanciación ONGs	1.0	2005
Proyecto de Manejo de Abejas y del Bosque (PROMABOS)	0.9	1999
Organización y desarrollo integral de los jóvenes rurales de las microrregiones MESSES e IDES – El Salvador	0.9	2002

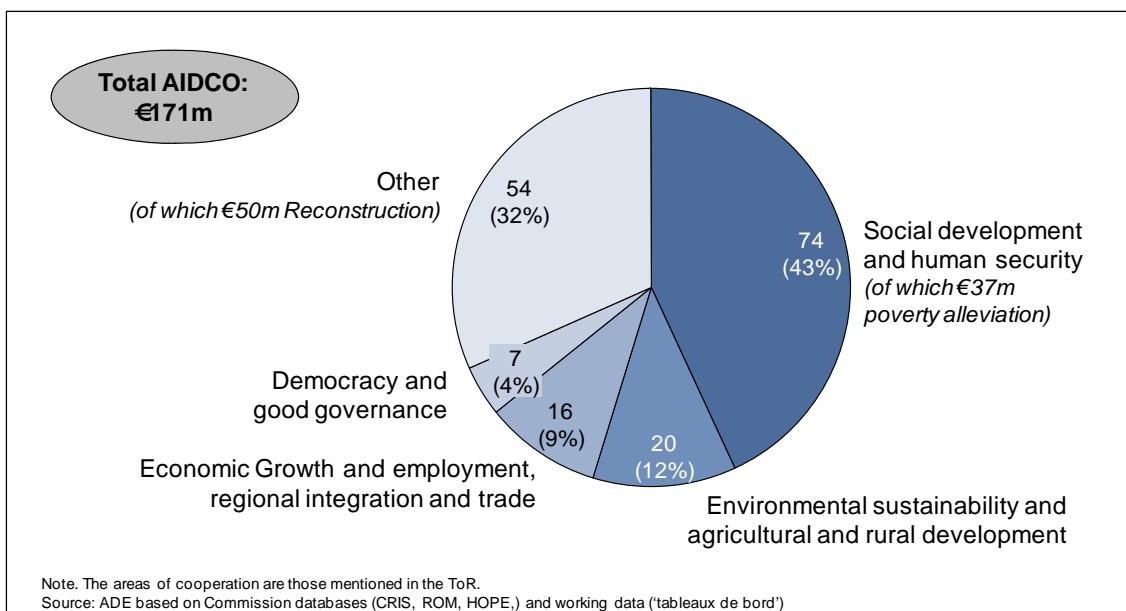
Source: ADE based on EC databases (CRIS, ROM, HOPE,) and working data ('tableaux de bord')

In terms of payments, the CRIS data extract shows that 82% of funds contracted by AIDCO were disbursed at the end of 2008 (€122m payments on the €149m contracted for the interventions reported in CRIS)⁹.

⁹ Payments in CRIS are aggregated disbursement data from signature of contract to date of extraction (16 January 2009), for contracts signed since 2001. Less information is thus available on payments *vis-à-vis* commitments (e.g. breakdown per year).

With regard to the four areas of cooperation mentioned in the ToRs for this evaluation, 43% of AIDCO funding was committed to the area of social development and human security (*see figure below*). The three other areas together represent a quarter of the funding. The remainder consisted essentially of €50m funding for post-disaster reconstruction projects and programmes.

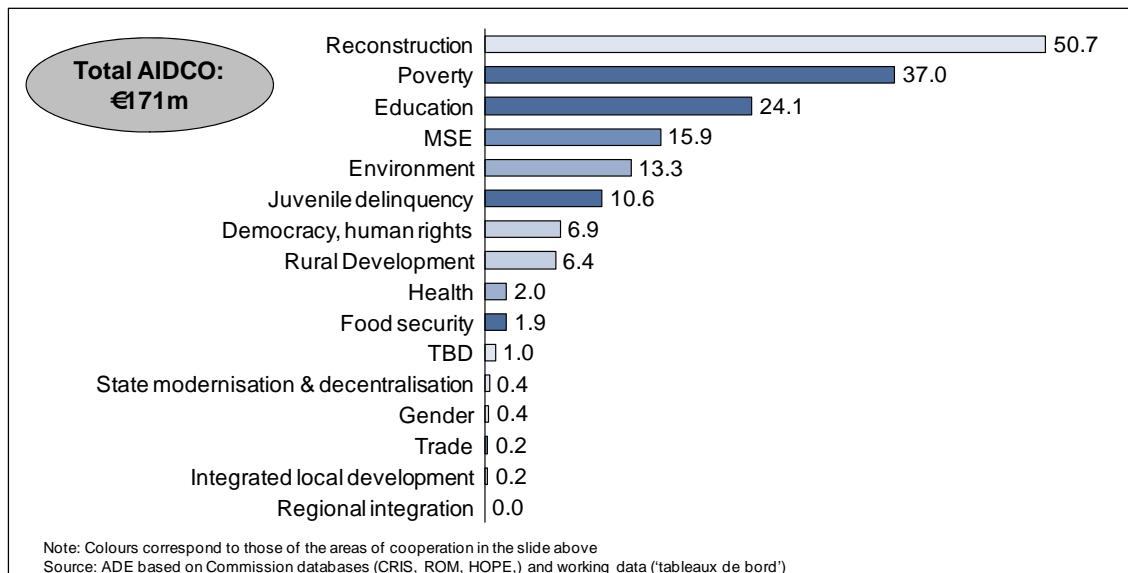
AIDCO funding to El Salvador, commitments in €m, 1998-2008 – per area of cooperation



A further breakdown indicates that the sectors receiving most funding over the evaluation period, in addition to reconstruction, were poverty, education, MSEs¹⁰, environment, and juvenile delinquency (*see figure below*). No AIDCO intervention can be explicitly and primarily linked to the water sector, but 17 such 'water' interventions were funded by ECHO. However an intervention may tackle several sectors, examples being the PROARES reconstruction intervention which includes among other things a drinking water and sanitation sector policy, and the poverty-reduction programme PAPES.

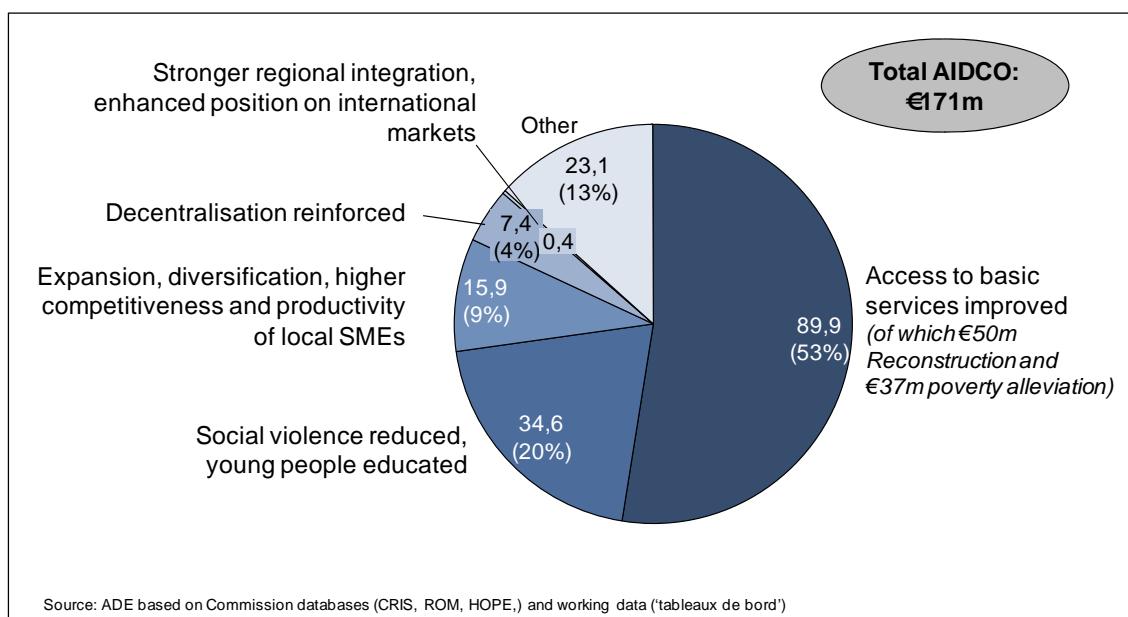
¹⁰ Micro and small enterprises – see *Acronyms section*

AIDCO funding to El Salvador, commitments in €m, 1998-2008 – per sector



The following figure presents a breakdown of AIDCO funding according to the objectives pursued by the interventions. To this end interventions have been categorised by the evaluators according to the main expected “specific impacts” to which they can be related. The specific impacts are those considered in the reconstructed intervention logic (IL), which is based on the 2002-2006 and 2007-2013 Country Strategy Papers.

AIDCO funding to El Salvador, commitments in €m, 1998-2008 – per IL expected specific impacts



Funding originated in several EC **budget lines**. The geographical ALA budget line accounts for the predominant proportion, with 78% of funding through ten projects, as shown in the table below. In terms of number of projects, it is however the thematic budget line for co-financing with NGO which stands out, representing more than half of the projects (41/78).

**AIDCO funding to El Salvador, commitments in
€m, 1998-2008 – per budget line**

Budget Line	Commitments	Share	# Projects
ALA	134.0	78%	10
ONG	18.9	11%	41
REH	4.0	2%	2
ENV	2.7	2%	3
DDH	2.4	1%	2
FOOD	1.9	1%	5
DCI-NSAPVD	1.7	1%	6
EIDHR	1.1	1%	6
TBD	4.6	3%	3
<i>Grand Total</i>	<i>171.2</i>	<i>100%</i>	<i>78</i>

Source: ADE based on EC databases (CRIS, ROM, HOPE,) and working data ('tableaux de bord')

Budget support has materialised once in El Salvador (in 2006), with the following General Budget Support programme:

- PAPES: a financing agreement for €37m in support of the “Programa de alivio a la pobreza en El Salvador” (PAPES) was signed in December 2005.

In addition, three other budget support programmes are currently under preparation, but none of them had their financing agreement signed in 2008. These consist in two sector budget supports and one general budget support, respectively :

- PRO-EDUCA: €25m in support of the programme “Fortalecimiento de la Cohesión Social en el Sector Educativo de El Salvador” (PRO-EDUCA);
- PROCALIDAD: €12.1m in support of the “Programa de Fortalecimiento del Sistema Nacional de Calidad en El Salvador” (PROCALIDAD); and
- PARE-ES: : €24.2m general support to the “Programa de Apoyo a la Recuperación Económica de El Salvador”, funding the anti-crisis plan (PAC) and the National Development Plan 2010-2014.

These four budget support programmes represent together €98.3m. A significant part of EC contributions over recent years thus consists of budget support.

In addition to the 149 AIDCO and ECHO interventions specific to El Salvador which fall within the scope of the inventory for this evaluation, El Salvador also benefited from EC funding through **regional measures and programmes**. Such funding was covered in the

regional evaluations of the EC cooperation with Latin America and Central America¹¹, and thus falls outside the scope of the present evaluation. To name a few examples:

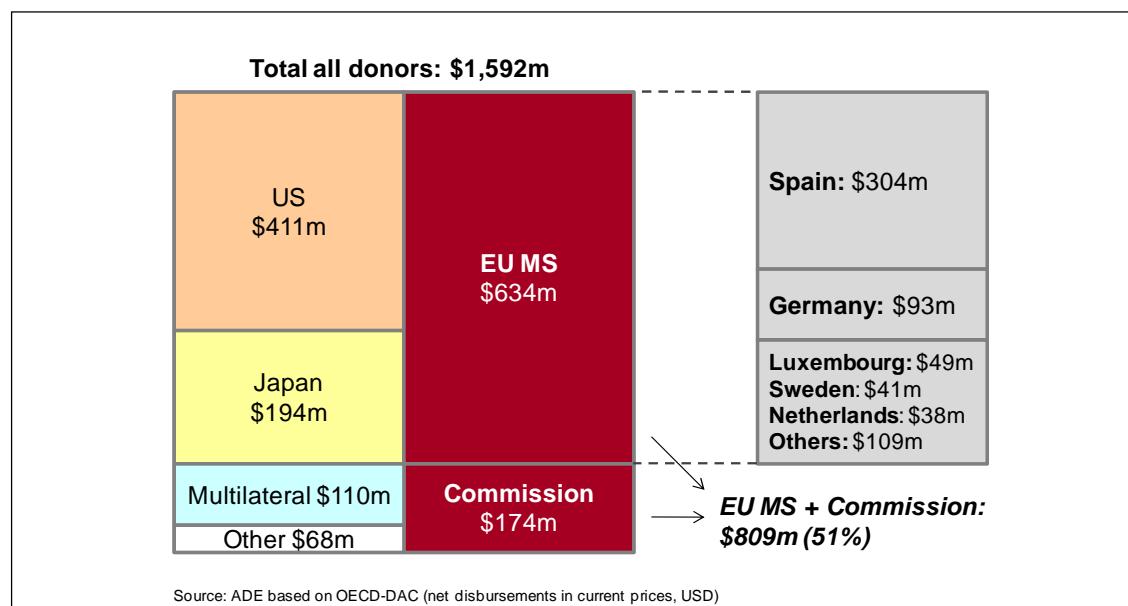
- *at global level:* DIPECHO (Disaster Preparedness ECHO);
- *at the level of Latin-America:* Al-Invest (economic cooperation), ALFA (higher education), URB-AL (urban local development), EURO-SOLAR (renewable electric energy), @LIS (information society); and
- *at the level of Central America:* PRESANCA (food and nutritional security), CONSUAC (tax union), PREVDA (environmental vulnerability), PAIRCA (regional integration), ADAPPCA (regional policies), ZONAF (regional borders), BINACIONAL (El Salvador – Honduras border).

4 Other donors' cooperation

El Salvador received a total of \$1,592m net disbursements of official development aid (ODA) from the donor community over the period 2001-2007, according to OECD-DAC data. This represented 1.4% of its GDP, ODA thus representing a non-significant part of the country's resources. Average ODA *per capita* was \$31 in 2007.

The EC and eighteen EU MS together accounted for half (51%) of ODA during the 2001-2007 period, as shown in the figure below and presented in detail in the Appendix below. The EC itself accounted for 11% of total ODA to El Salvador and Spain 19% (i.e. half of the EU MS' contributions). Furthermore contributions from Germany, Luxembourg, Sweden, the Netherlands, the UK, and France exceeded \$20m over the period. Besides the EU, two donors provided a substantial part of the total resources: the US with 26% (\$411m), and Japan with 12% (\$194m).

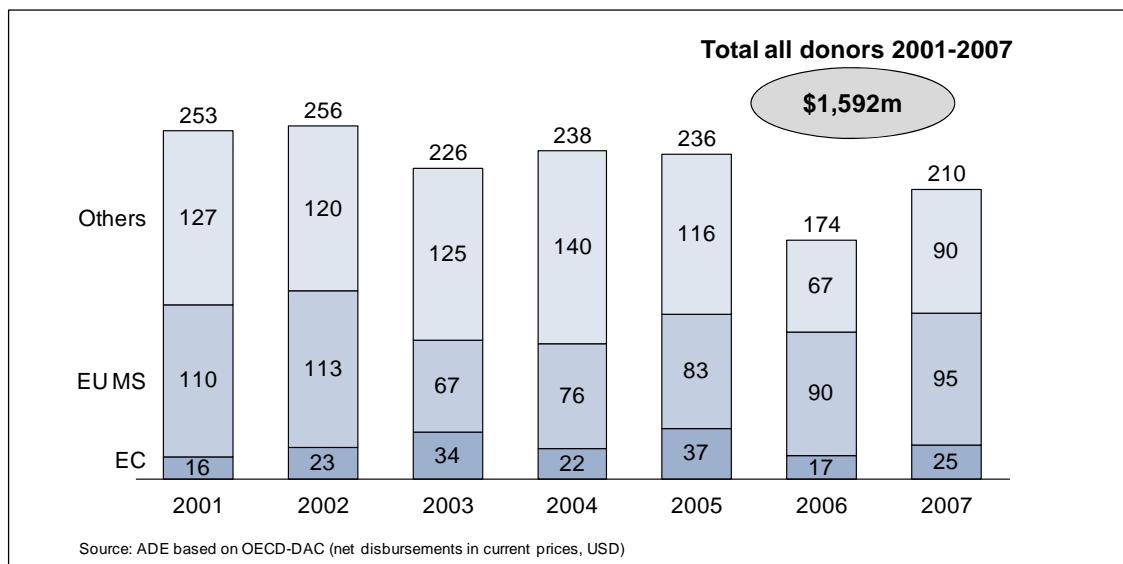
Donors' ODA to El Salvador, 2001-2007, by donor



¹¹ Evaluation of EC regional strategy in Latin America (DRN, 2005), Evaluation of EC regional cooperation in Central America (DRN, 2007)

ODA disbursements from the donor community over recent years were highest shortly after the earthquakes and drought which affected El Salvador in 2001, with annual levels of around \$250m (*see figure below*). Over the following years it decreased somewhat to within the range \$170m-\$240m.

Donors' ODA to El Salvador, 2001-2007, per annum



Appendix – Donors' ODA to El Salvador

The table below presents the donors' ODA to El Salvador during the period 2001-2007, based on OECD-DAC statistics of net disbursements in current prices in USD.

Donor	EU	2001	2002	2003	2004	2005	2006	2007	2001-2007
Austria	x	1.4	1.2	1.3	1.3	1.4	1.4	1.0	8.8
Belgium	x	3.0	1.4	1.1	2.3	3.3	1.6	1.4	14.1
Czech Republic	x	0.0	0.0	0.2	0.2	0.2	0.0	0.1	0.7
Denmark	x	1.2	1.3	1.1	0.6	0.9	0.2	0.0	5.3
France	x	1.1	3.0	2.7	3.6	3.4	3.3	5.7	22.9
Germany	x	25.8	15.2	12.4	12.7	8.9	9.2	9.2	93.2
Greece	x	0.3	-	0.1	-	-	-	-	0.4
Hungary	x	-	-	-	-	-	-	-	-
Ireland	x	1.4	1.0	1.6	2.0	2.7	3.0	2.5	14.1
Italy	x	4.0	4.4	0.3	4.5	0.2	0.4	0.5	14.2
Luxembourg	x	5.4	5.6	5.1	6.9	6.9	10.3	9.1	49.4
Netherlands	x	9.5	8.4	6.4	6.5	6.2	0.9	0.4	38.2
Poland	x	0.0	-	-	-	-	-	-	0.0
Portugal	x	0.1	-	-	-	-	-	0.0	0.1
Slovak Republic	x	-	-	-	-	-	-	-	-
Spain	x	45.9	55.7	27.0	27.5	42.6	44.1	61.1	303.9
Sweden	x	8.3	5.3	5.5	7.7	6.0	4.3	4.2	41.1
UK	x	3.1	11.1	2.4	0.2	0.0	11.3	-	27.9
Australia		0.0	-	-	-	-	0.0	0.1	0.1
Canada		5.3	3.3	5.4	4.8	4.4	3.0	4.2	30.5
European Commission		15.9	23.4	33.9	22.1	36.6	17.0	25.2	174.1
Finland		0.6	0.4	0.6	0.5	0.4	0.1	-	2.5
Iceland		-	-	-	-	-	-	-	-
Japan		58.2	32.9	21.4	2.3	22.7	29.8	26.8	194.1
Korea		0.2	0.6	0.2	0.3	2.0	0.3	1.1	4.9
Multilateral Agencies		5.5	14.4	21.1	13.7	34.2	5.5	15.3	109.7
New Zealand		0.1	0.0	0.0	0.0	0.1	0.1	0.0	0.4
Norway		2.6	1.7	1.1	1.1	2.1	0.5	0.7	9.7
Switzerland		3.1	4.1	2.0	2.6	3.5	2.8	2.3	20.4
Turkey		0.1	-	-	-	-	-	-	0.1
US		50.9	62.0	72.9	114.8	47.0	24.5	39.0	411.2
Total		252.8	256.4	225.7	238.0	235.7	173.5	209.9	1,592.0
EU MS	18	110.3	113.5	67.1	75.8	82.7	89.8	95.2	634.4
EU MS + EC		126.2	136.9	101.0	97.9	119.3	106.8	120.4	808.5

Annexe 7: List of EC interventions in El Salvador

The table below shows the list of EC interventions specific to El Salvador during the period 1998-2008. Interventions are ranked according respectively to their DG (first AIDCO then ECHO), year (in reverse chronological order), and commitment amounts (from high to low). It is the result of data analysis based on information from EC databases (CRIS, ROM, HOPE) and working data ('tableaux de bord'). It provides the names of the interventions as reported in those systems.

Analytical study on this basis is developed in the Inventory presented in Annexe 6.

DG	Name	Year	Commitment
AIDCO	Desarrollo del potencial turístico de la Microregión El Bálsamo, a través del impulso a procesos educativos, organizativos y de fortalecimiento institucional que favorezcan la generación de ingresos a las familias de la zona.	2008	494,054
AIDCO	Integración social y laboral de jóvenes en riesgo en el área metropolitana en el área de San Salvador (Soyapango, Apopa y Ciudad Delgado)	2008	451,492
AIDCO	Fortalecimiento de las capacidades de las organizaciones de jóvenes del municipio de Tacuba.	2008	314,580
AIDCO	Fortalecimiento de la participación ciudadana de mujeres adultas y jóvenes para mejorar su acceso a servicios socio económicos, políticos y culturales en los municipios de Mejicanos y Ayutuxtepeque.	2008	229,755
AIDCO	Derechos civiles y políticos y buen gobierno en el ámbito local.	2008	222,981
AIDCO	Fortaleciendo la ciudadanía de las mujeres con el ejercicio de los derechos laborales en El Salvador	2008	215,910
AIDCO	Fortaleciendo el respeto de los derechos humanos a través de la participación ciudadana y la transparencia en la gestión pública	2008	193,774
AIDCO	El Derecho Internacional de los Derechos Humanos y el Derecho Laboral Internacional como Herramientas de Incidencia y Cambio	2008	187,023
AIDCO	Promoviendo ciudadanía para el ejercicio del derecho humano a la salud en El Salvador	2008	175,066
AIDCO	Clínica Sanitaria-Educacional Móvil Rural	2008	120,805
AIDCO	Fortalecimiento de Comités de Defensoras Populares, para una vida digna	2008	120,000
AIDCO	Nejapa Municipio Sostenible	2008	64,042
AIDCO	Educación participativa en higiene y saneamiento para lograr cambios de comportamiento en 20 comunidades y 23 escuelas en El Salvador.	2007	750,000
AIDCO	Prevention and Eradication of Child Labour, La Libertad	2006	750,000
AIDCO	Particip. ciudadana y acceso a empleo de jóvenes en 2 munic. de Ahuachapán	2006	744,243
AIDCO	PROYECTO JUVENIL CIHUATAN: UNA RESPUESTA A LA VIOLENCIA JUVENIL Y AL MALTRATO HACIA LAS MUJERES A TRAVÉS DE UNA ESTRATEGIA DE REDES LOCALES - EL SALVADOR	2006	597,259
AIDCO	Cons. capacidades de 17 com. de la micro-Región Sur de Ahuachapán	2006	564,134
AIDCO	MICROEMPRESAS DE MUJERES PRODUCEN Y COMERCIALIZAN MATERIALES DE CONSTRUCCIÓN SUSTENTABLES EN EL SALVADOR	2006	364,254

AIDCO	Programa de alivio a la pobreza en El Salvador (PAPES)	2005	37,000,000
AIDCO	Gestión comunitaria para la conservación y uso sostenible del Bosque de Cinquera, El Salvador	2005	1,100,000
AIDCO	BLOCK GRANT - Cofinanciación ONGs	2005	989,488
AIDCO	ESTABLECIMIENTO DE 425 SISTEMAS PRODUCTIVOS SOSTENIBLES FAMILIARES-EMPRESARIALES EN 8 COMUNIDADES DE LA BERMUDA - EL SALVADOR	2005	711,228
AIDCO	Bolck Grant 2003	2004	999,540
AIDCO	Block Grant 2002	2004	996,098
AIDCO	Desarrollo social y democr. en 3 Municipios - El Salv.	2004	482,735
AIDCO	Mujeres Salvadoreñas Protagonistas de Cambios, El Salvador	2004	446,283
AIDCO	Mejoramiento del estado nutric. en 8 com. del Departamento de Ahuachapán	2004	429,909
AIDCO	Amélioration des conditions de vie des populations rurales par le renforcement de l'org. com. et la diversification agricole, dans la micro région Centre-Sud du D'Ahuachapán	2004	379,243
AIDCO	Proyecto pesquero - Des. del sistema pesq. del emb. Cerrón Grande y com.	2004	361,866
AIDCO	Mejoramiento de las condic. de vida de la poblac.de Morazán, mediante at. en salud a la niñez, a grupos vulnerab., la organizac. e implicación de la com. Beneficiaria.	2004	190,735
AIDCO	FORTALECIMIENTO DE LA ECONOMIA RURAL DE FAMILIAS POBRES EN LOS DEPARTAMENTOS DE CUSCATLAN Y LA LIBERTAD - EL SALVADOR	2003	1,387,149
AIDCO	Block Grant 2002	2003	999,997
AIDCO	ACCIONES DE APOYO PARA EL DESARROLLO INTEGRAL EN ZONAS RURALES - FORTALECIMIENTO DE LAS ACTIVIDADES DE LA INTERCOMUNAL DE LA ZONA SUR DEL DEPARTAMENTO DE AHUACHAPAN - EL SALVADOR	2003	720,474
AIDCO	Block Grant 2002	2003	399,385
AIDCO	Asistencia técnica de la FAO para el programa de seguridad alimentaria de la CE en América Central	2003	200,000
AIDCO	Programa País El Salvador (Programa Pluriannual Democracia y Derechos Humanos en América Central)	2002	1,800,000
AIDCO	ORGANIZACION Y DESARROLLO INTEGRAL DE LOS JOVENES RURALES DELAS MICROREGIONES MESSES E IDES-EL SALVADOR	2002	907,405
AIDCO	Establecimiento de 425 sistemas productivos sostenibles familiares-empresariales en 8 comunidades de la Bermuda - El Salvador	2002	711,228
AIDCO	El Salvador - Solidaridad Internacional; Programa de SA para Cacapoera y Corinto	2002	690,010
AIDCO	Fortalecimiento de 6 unidades ambientales en Chalatango. El Salvador	2002	638,946
AIDCO	APOYO A LA SEGURIDAD ALIMENTARIA DE DOS MUNICIPIOS VULNERABLES DE EL SALVADOR.	2002	538,991
AIDCO	PROMOCIÓN DE LA PRODUCCIÓN DIVERSIFICADA Y LA CONCERTACIÓN SOCIAL PARA LA SEGURIDAD ALIMENTARIA EN DOS MUNICIPIOS DE MORAZÁN,EL SALVADOR.	2002	475,636
AIDCO	Programa d'appui à la Reconstrucción de El Salvador	2001	23,128,223
AIDCO	CONCIENITZACION Y REHABILITACION SOCIAL Y ECOLOGICA EN 8MUNICIPIOS-EL SALVADOR	2001	1,000,000
AIDCO	Fortalecimiento de la Educación Cívica y Participación Ciudadana	2001	610,047
AIDCO	Formation D'educateurs et D'educatrices populaires ruraux au Salvador	2001	568,326
AIDCO	Unidades productivas agroecológicas, Cantón Samuria Jucuaran - El Salvador	2001	464,373

AIDCO	Fortalecimiento Institucional de la Secretaría Técnica del Financiamiento Externo	2001	421,952
AIDCO	PRRAC - Programa de Reconstrucción Regional para América Central Subprograma El Salvador	2000	26,969,001
AIDCO	LAS DIGNAS'PROGRAMME FOR THE PROMOTION OF WOMEN'S EMPLOYMENTPARTICIPATION IN LOCAL DEVELOPMENT AND NON-SEXIST EDUCATIONIN EL SALVADOR	2000	2,120,941
AIDCO	Viviendas para familias damnificadas por la tormenta tropical Mitch en el Occidente de El Salvador	2000	497,629
AIDCO	Fortalecimiento del desarrollo organizativo y económico ganadero en la microregión económica social - Mes, Tecoluca, San Vicente, El Salvador	2000	249,059
AIDCO	Ampliamento e ristrutturazione della scuola caserio San Nicolas nel Municipio di Chalchuapa El Salvador	2000	98,792
AIDCO	Programa de Recolección y Reciclaje de Materiales Desechados en los Municipios de San Salvador y Soyapango - El Salvador	2000	-
AIDCO	Projet de crédit au développement dans les secteurs urbains et ruraux défavorisés - El Salvador	2000	-
AIDCO	Prévention de la délinquance juvénile au Salvador	1999	9,200,000
AIDCO	PROMABOS	1999	941,807
AIDCO	Apoyo salud común en las regiones ex-confli. de Morazán	1999	478,888
AIDCO	Apoyo a la Introducción de Prácticas de Diversificación Productiva, a la Conservación de los Suelos y del Agua y a la Reforestación en cuatro municipalidades del Departamento de Morazán, El Salvador	1999	-
AIDCO	Fortalecimiento de la participación ciudadana para el desarrollo municipal - El Salvador	1999	-
AIDCO	Adolescentes en riesgo en la zona periférica urbana de la capital - El Salvador	1999	-
AIDCO	Community Health Care Project - Chirilagua, El Salvador	1999	-
AIDCO	Proyecto de Mecanización Agrícola de Apoyo a la Diversificación y Tecnificación de los Cultivos - El Salvador	1999	-
AIDCO	Développement zone frontalière avec Honduras	1999	-
AIDCO	Proyecto Renacer	1999	-
AIDCO	Desarrollo de procesos formativos y productivos con 25 comunidades pobres de la zona de El Paisnal	1999	-
AIDCO	Crédito alternativo y programa de desarrollo comunitario para micro-empresas y granjas de subsistencia en el oeste de El Salvador	1999	-
AIDCO	Programa de desarrollo económico para pequeños granjeros - El Salvador	1999	-
AIDCO	Apoyo organizativo y económico a cinco cooperativas agrícolas del municipio de Suchitoto	1999	-
AIDCO	Apoyo a la recuperación de las condiciones productivas y la autosuficiencia alimentaria de la población damnificada por la tormenta tropical Mitch	1999	-
AIDCO	Tres lugares de vida y de salud para los niños	1999	-
AIDCO	APREMAT- Amélioration de l'enseignement secondaire technique	1998	16,900,000
AIDCO	Fortalecimiento Políticas Medioambientales	1998	9,600,000
AIDCO	APOYO A LA REINSERCIÓN SOCIO-ECONÓMICA DE LAS POBLACIONES AFECTADAS POR EL CONFLICTO EN 10 MUNICIPIOS MARGINALES DEL DE	1998	3,600,000
AIDCO	Programa de transferencia de tierras	1998	3,496,470
AIDCO	Fortal. Desarro. Democrát. Participación Ciudadana	1998	754,550
AIDCO	Consolidación de la organización y participación ciudadana en 18 municipalidades de El Salvador	1998	-
ECHO	Transforming Vulnerabilities into Capacities in Disaster Preparedness in High Risk Communities of the Department of Sonsonate, El Salvador	2008	450,000
ECHO	Basic Community Early Warning System Multi threats in the south of Usulután	2008	425,000

ECHO	Renforcement de la coordination et des capacités communautaires et municipales de préparation aux catastrophes dans la Région Métropolitaine de San Salvador	2008	390,000
ECHO	Implementation of a multi-threat system for information, coordination and response to natural disasters, in the Micro region Centre of Ahuachapán	2008	345,000
ECHO	Strengthening disaster preparedness capacities of communities, schools and municipalities in Tamanique and Comasagua	2008	345,000
ECHO	Empowering and Transforming Vulnerable Communities in Disaster Preparedness	2007	420,000
ECHO	Integral relocation of 93 families affected by Stan storm in Santa Ana department	2006	377,425
ECHO	Appui au relogement durable des populations victimes de la tempête tropicale Stan en octobre 2005	2006	365,317
ECHO	Basic Community Early Alert System South of Usulutan. SAT Usulutan.	2006	345,000
ECHO	Increasing Impact: Harmonizing Community based and Institutional Disaster Management Materials, Methods and Tools	2006	305,000
ECHO	Réhabilitation intégrale des installations de la ville de San Salvador (Zone Métropolitaine de San Salvador) touchées par l'ouragan Stan	2006	300,000
ECHO	Information, monitoring and early warning regional system in South Ahuachapán, El Salvador	2006	285,000
ECHO	Support in the rehabilitation of families affected by Storm Stan in the municipality of Tecoluca	2006	250,000
ECHO	Housing rehabilitation and improvement of health and hygiene conditions for rural area families affected by tropical storm STAN	2006	250,000
ECHO	Rehabilitation of agriculture related productive activities and food safety in communities affected by Hurricane Stan on the Jiboa River lower basin	2006	250,000
ECHO	Amélioration des capacités locales de gestion de risques dans des zones marginales du Secteur Métropolitain de San Salvador	2006	245,000
ECHO	House Rehabilitation for Victims of Hurricane Stan in El Rosario Municipality - El Salvador.	2006	207,256
ECHO	Distribution of humanitarian aid to the affected people by the Hurricane Stan	2005	300,000
ECHO	Aide humanitaire aux personnes affectées par l'ouragan Stan dans 7 municipalités du Salvador	2005	300,000
ECHO	Attention of immediate response to the Emergency in the province of Santa Ana for floods due to tropical storms	2005	300,000
ECHO	Emergency primary action on population severely affected by hurricane Stan in 2 municipalities of El Salvador	2005	300,000
ECHO	Support to the process of restoration of basic living conditions for the victims of hurricane Stan in South Ahuachapan area	2005	200,000
ECHO	Providing Water, Sanitation, and Medicine for communities in Southwest Ahuachapan, El Salvador	2005	200,000
ECHO	Emergency response aid, mitigation services and basic rehabilitation kits for people affected by tropical storm Stan and Santa Ana volcano eruption in El Salvador	2005	150,000
ECHO	Youth Participation in Disaster Preparedness in 20 Vulnerable Communities of El Salvador	2004	300,000
ECHO	Jiboa Basin Early Warning Systems (JIBEWS)	2004	260,264
ECHO	Formation à la construction parasiismique en geo matériaux de maison dans les régions rurales les plus affectées par les tremblements de terre 2001 au Salvador	2002	528,000
ECHO	Strengthening local capacities to respond to emergencies and to prevent disaster impacts in the communities of 16 municipalities of Marazan, Usulutan and San Miguel departments of Eastern El Salvador	2002	374,473

ECHO	Prevención del aumento de los niveles de malnutrición en niños y niñas menores de 5 años y mujeres embarazadas y lactantes en 14 comunidades del departamento de Ahuachapán.	2002	200,000
ECHO	Recuperación nutricional de menores de cinco años en los municipios de Santa Catarina Mashuat, Juayua y Nahuizalco, departamento de Sonsonate.	2002	199,963
ECHO	Strengthening local capacities to respond to emergencies and to prevent disasters impacts in the communities of 16 municipalities of Morazan, Usulutan and San Miguel departments of eastern El Salvador.	2002	187,237
ECHO	Humanitarian Aid for the victims of the Earthquake in El Salvador	2001	600,000
ECHO	Appui d'urgence à la population sinistrée par le tremblement de terre dans 4 municipalités du Département de La Paz	2001	600,000
ECHO	Earthquake emergency project in El Salvador	2001	600,000
ECHO	Post-emergency assistance for Earthquake victims in the Municipalities of Zacatecoluca (Department of La Paz), San Esteban de Catarina (Department of San Vicente), and Tenanzingo & San Pedro Perulapan (Department of Cuscatlan)	2001	600,000
ECHO	Integrated Health Sector Prevention Programme of the Northern Part of the Department La Libertad	2001	560,000
ECHO	Programme d'appui à la construction de 600 abris temporaires, de 300 latrines ainsi que de 100 habitations modulables paraismiques pour les victimes du tremblement de terre dans le Département de Ahuachapan au Salvador	2001	530,000
ECHO	Garantir l'accès à l'eau potable et à l'assainissement de base aux populations victimes du tremblement de terre du 13 janvier 2001 dans 6 départements du Salvador	2001	510,000
ECHO	Humanitarian Aid for the victims of the Earthquake of the 13rd January 2001 in El Salvador	2001	500,000
ECHO	Response to the Earthquake in El Salvador	2001	500,000
ECHO	Emergency Assistance to the Displaced Families of the Earthquake in El Salvador of January 13 and February 14, 2001 (Pilot project in one municipality)	2001	500,000
ECHO	Humanitarian Assistance and Initial Rehabilitation Activities in the area of Water and Environmental Sanitation (WES) for the most vulnerable Salvadoran people affected by the Earthquake	2001	500,000
ECHO	Security Food Project for the Earthquake damned people in El Salvador	2001	500,000
ECHO	Intervention de post-emergence dans la Commune de Villa Colon suite au tremblement de terre de janvier 2001	2001	450,000
ECHO	Contribution à l'amélioration des conditions sanitaires des victimes du tremblement de terre	2001	400,000
ECHO	Humanitarian Aid to the people affected by the February 13th earthquake in the Department of San Vicente	2001	380,000
ECHO	Temporary minimum housing, sanitation, psycho social attention for families affected by Earthquake the 13th of January 2001 in two canons of the Santa Tecla Municipality, Department of La Libertad	2001	370,000
ECHO	Provision of temporary shelter and minimum sanitary conditions for the population affected by the January 13th earthquake in the rural communities of Zacatecoluca and Tecolula, Bajo Lempa	2001	370,000
ECHO	Psycho-social First Aid	2001	290,000
ECHO	Initiative de soutien à la reconstruction de la zone des municipalités de San Pedro Nonualco, San Pedro Masahuat, Rosario de la Paz et San Juan Talpa	2001	260,000
ECHO	Alleviate victims Basic Needs in the Counties of El Espinal and La Soledad in the Municipality of San Rafael Cedro Province of Cuscatlán, El Salvador, caused by February 13th Earthquake	2001	250,000

ECHO	Rehabilitation of houses and latrines of 318 beneficiaries families of PTT in the municipalities of Berlín, Jiquilisco and Jucuarán located at the Usulután Department affected by the January 13th, 2001 earthquake	2001	250,000
ECHO	Medical brigades and latrine construction in the cantones affected by the earthquake, located in the municipalities of Santa Catarina Masahuat and San Antonio del Monte in the Department of Sonsonate	2001	210,000
ECHO	Apoyo a la rehabilitación integral en el Municipio de Mejicanos después del terremoto	2001	170,000
ECHO	Emergency program for the control, prevention and case management of dengue fever in departments of San Vicente, Sonsonate and La Paz in El Salvador	2000	350,000
ECHO	Educación y Prevención del DENGUE en los municipios de Soyapango e Ilopango	2000	345,000
ECHO	Extension of a territorial warning system for disaster preparedness and risks mitigation on community,municipal and departmental level in Morazan,El Salvador	2000	340,000
ECHO	Controle integrale des menaces et vulnérabilités des 4 municipalités du département de San Miguel,El Salvador	2000	300,000
ECHO	Campaña de Erradicación del Dengue en San Salvador (El Salvador)	2000	200,000
ECHO	Fortalecimiento comunitario y municipal para la emergencia y prevención epidemiológica del Dengue en el municipio de Mejicanos	2000	190,000
ECHO	Extension of a territorial warning system for disaster preparedness and risk mitigation on community, municipal and departamental level in Morazan, El Salvador.	2000	340
ECHO	Fortalecimiento de un Sistema de Vigilancia Epidemiológica (SVE) interfronterizo Honduras-El Salvador	1999	300,000
ECHO	Rehabilitación de emergencias de sistemas de agua potable y saneamiento básico comunitario en las Comunidades de los Municipios de Jucuarán y Mercedes Umaña del Departamento de Usulután	1999	250,000
ECHO	Rehabilitation of Water and Sanitation infrastructure and Psycho-social Assistance	1999	250,000
ECHO	Proyecto para el apoyo a la prevención de desastres en San Salvador	1999	250,000
ECHO	Aide humanitaire en faveur des victimes de l'ouragan Mitch au Salvador.	1998	300,000
ECHO	Humanitarian assistance to the victims of the Mitch hurricane in El Salvador.	1998	250,000
ECHO	Emergency attention and rehabilitation of the living conditions in the municipalities of Jiquilisco and Jucuarán	1998	250,000
ECHO	Aide d'urgence à cause de catastrophe naturelle (Ouragan Mitch) -El Salvador	1998	200,000
ECHO	Humanitarian assistance to the victims of the Mitch hurricane in El Salvador (Bajo Lempa, Usulutan)	1998	150,000
ECHO	EMERGENCY REHABILITATION IN SAN MIGUEL, USULUTAN, SAN VICENTE AND LA LIBERTAD	1998	150,000

Annexe 8: Interventions in brief

This Annexe presents a brief description of the interventions selected for desk study, in the form of a summary table per intervention. They are presented in the following order:

- **PAPES:** Programa de alivio a la pobreza en El Salvador,
- **PRRAC – El Salvador:** Programa de Reconstrucción Regional para América Central, Subprograma El Salvador
- **PROARES:** Programa de Apoyo a la Reconstrucción de El Salvador,
- **APREMAT:** Apoyo al Proceso de Reforma de la Educación Media Técnica,
- **PROJÓVENES:** Prevención Social de la Violencia y Delincuencia Juvenil en el Gran San Salvador,
- **FOMYPE:** Fortalecimiento de la Competitividad de las Micro y Pequeñas Empresas en El Salvador,
- **FORGAES:** Fortalecimiento de la Gestión Ambiental en El Salvador,
- **“Las Dignas”:** Programa para la promoción de empleo y participación en el desarrollo local de las mujeres y de la educación no sexista en el Salvador.

PAPES

Programa de Alivio de la Pobreza en El Salvador (PAPES)	
Intervention Title	
Commission Ref.	ALA/2005/017-587
Intervention Start date & End date	2006-2009 (FA signed in December 2005)
Budget planned	€37m
Budget committed	€37m
Budget disbursed	<p>Up to March 2009: €25m disbursed of the €35m committed for the general budget support, which does not include the technical assistance programme (€2m)</p> <p>The €25m disbursed correspond to:</p> <ul style="list-style-type: none"> €6m for the 1st fixed tranche (100% paid): June 2006 €7m for the 2 FT (100% paid): June 2007 €3m for the 3 FT (100% paid): August 2008 €9m for the 1st variable tranche (100% paid): March 2008 <p>In December 2008, after evaluating the 2008 Variable Tranche, DEC proposed to disburse €8.5m out of the 10 M. € initially committed because 2 of the 9 targets for the indicators of the VT were not fully met. For administrative reasons disbursement was delayed by HQ and was finally made in August 2009.</p> <p>Up to February 2009: €747.860 disbursed of the €2m committed for Technical Assistance, evaluation, etc. This Technical assistance will end in December 2009.</p>
Beneficiary	General Budget Support but theoretically attached to the public programme “Red Solidaria” benefitting to the 100 poorest municipalities (out of 262) of El Salvador.
Programme Background & History	<p>Since 2005 on and for the first time in many years, the GoES implemented a active social policy (called “Red Solidaria”) and consisting in improving the delivery of social and productive services (heath, education, housing, roads, electricity, water and sanitation, etc.) in the poorest municipalities of El Salvador. Red Solidaria is thus a multi-sectoral programme geographically defined. EC choose to contribute to this programme through a general budget support, but to focus 7 of the 9 indicators of the Variable Tranches on the achievement of targets in the 32 poorest municipalities of the country.</p> <p>This programme is also supported by five other main donors (KFW, Spain, Luxemburg, Junta de Andalucía, BID) for around €30m. Up to the beginning of 2009, GoES had contributed directly to 54% of the US\$ 103 M. RS total funding. This support is executed by the “Fondo de Inversión social para el Desarrollo Local” (FISDL) and is coordinated by the “Secretaría Técnica de la Presidencia” (STP).</p> <p>The EC Budget support started in 2006 and seems to have been successful (the 4 first tranches were integrally and timely disbursed) until the last Variable Tranche for which 2 out of the nine targets were considered as only partially achieved.</p>
Overall objectives	Reduce social inequalities and poverty, and attain the MG.
Specific objectives	Enhance the execution of Red Solidaria, a programme directed towards the poorest rural families in El Salvador.
Expected results	The poorest rural families of El Salvador have a better access to social and productive services
Main Activities	
Documentary Sources	<ul style="list-style-type: none"> ▪ EC (AIDCO): Convenio de Financiación entre la Comunidad Europea y la República de El Salvador – “programa de Alivio a la Pobreza en El Salvador” (PAPES). Signed in December 2005. ▪ EC: Propuesta de Financiación del PAPES (no date) ▪ Various documents, between 2006 and 2009, extracted from the PAPES file in AIDCO. ▪ EC (AIDCO): Ficha de Identificación ‘Programa de Apoyo presupuestario a Mejora de servicios Básicos en Municipalidades más pobres de El Salvador’, Mayo de 2005. ▪ FISDL: Septimo Informe Cuatrimestral Seguimiento Fisico Financiero – Programa Red Solidaria – Al 30 de abril de 2009.

PRRAC – El Salvador

Intervention Title	Programa Regional de Reconstrucción para América Central (PRRAC) – Subprograma El Salvador
Commission Ref.	<ul style="list-style-type: none"> ▪ Decision Number (CRIS): ALA/2000/004-153
Intervention Start date & End date	<ul style="list-style-type: none"> ▪ Commission decision date: 22/12/1999 ▪ Financing Agreement signature date: 07/2000 ▪ Financing Agreement end date: <i>not applicable</i> ▪ Contracting period end date: 31/12/2007 ▪ Payment end date: 31/12/2008 <p>(Source: PRRAC – El Salvador Closure Statement, page 1)</p>
Budget planned	<ul style="list-style-type: none"> ▪ Total budget for PRRAC - El Salvador: €28.5m (Commission single donor)
Budget committed	<ul style="list-style-type: none"> ▪ EC (initial) commitment: €28.5m¹ ▪ EC contracted amount: €26,97m (corresponding to the initial commitment of €28.50m less €1,53m uncommitted amount) <p>(Source: CRIS; PRRAC – El Salvador Closure Statement, page 1)</p>
Budget disbursed	<ul style="list-style-type: none"> ▪ Commission payments: €26,97m <p>(Source: CRIS)</p>
Beneficiary	
Programme Background & History	<p>The PRRAC was set up as a response to the damages caused by the hurricane Mitch in October 1998 in Central America, which left 10,000 deceased, 9,000 missing people, and 1.2m evacuated or injured people.</p> <p>The global €250m programme was designed with a view to continuation of reconstruction after the end of emergency aid. It started effectively in 2000 and finished in 2008. It financed interventions in five sectors:</p> <ul style="list-style-type: none"> ▪ Water and sanitation: €124.2m ▪ Education and training: €74.6m ▪ Health: €26.2m ▪ Social housing: €12m ▪ Local development initiatives: €13m <p>Four countries benefited from the PRRAC, through country-specific subprogrammes:</p> <ul style="list-style-type: none"> ▪ Honduras: €119m ▪ Nicaragua: €84m ▪ El Salvador: €28.5m ▪ Guatemala: €18.5m <p>While the PRRAC had initially a regional character with regard to post-Mitch rehabilitation, it lost it as soon as the financing agreements were signed at national level.</p> <p>Regarding El Salvador, the financing decision for PPRAC-El Salvador covered 31 country-specific contracts:</p> <ul style="list-style-type: none"> ▪ 3 principal projects: IMEF, PRRACSASS, and PROCEDAMO, with their respective international TA contracts, mid-term and final evaluations; <ul style="list-style-type: none"> ○ IMEF (PRRAC n°037): “Infraestructuras y mejoramiento escolar y formativo” - contract period: 2001-2005 – Commission commitment of €10.4m ○ PRRACSASS (PRRAC n°040): “Fortalecimiento de los servicios de salud del primer nivel de atención, de los sistemas de agua potable y saneamiento líquido” - contract period: 2002-2006 – Commission commitment of €10.4m ○ PROCEDAMO (PRRAC n°032): “Concientización y educación ambiental integral en el ámbito local y cuencas seleccionadas” - contract period: 2001-2004 – Commission commitment of €10.4m

¹ After closure of the project, the EC CRIS database adjusts however the initial commitment amount to the contracted amount.

	<p>commitment of €3.7m</p> <ul style="list-style-type: none"> ▪ 13 grant contracts (<i>'contratos de subvención'</i>) corresponding to local initiatives; ▪ 2 supply contracts for the PRRACSASS Project; ▪ 1 service contract for the IMEF Project. <p>(Source: PRRAC – El Salvador Closure Statement, page 1)</p>
Overall objectives	<ul style="list-style-type: none"> ▪ Contribute to rehabilitation of public service infrastructure and improved access to water and sanitation, education, and public health services, in those areas most severely affected by hurricane Mitch, and support the transformation process towards sustainable development in those sectors <p>(Source: PRRAC – El Salvador Closure Statement, page 1)</p>
Specific objectives	<p>Specific objectives common to all PRRAC beneficiary countries:</p> <ul style="list-style-type: none"> ▪ Rehabilitate, improve and increment the infrastructure and equipment in the education, public health, environmental sanitation and housing sectors; ▪ Reinforce services in education, public health and sanitation, including management capacities of competent government institutions, with a view to improve efficiency, quality and access, principally for the most disfavored population groups; <i>and</i> ▪ Reinforce local administration and civil society through promotion of elaboration and execution of rehabilitation and development plans, and support to preparation and launching of a normative framework for risk prevention and reduction of impact of such catastrophes. <p>(Source: PRRAC Documento Informativo, page 8)</p>
Documentary Sources	<ul style="list-style-type: none"> ▪ European Commission, PRRAC Financing Agreement, 2000² ▪ European Commission, PRRAC 2007 Report, 2008 ▪ European Commission, PRRAC Documento Informativo ▪ European Commission, Closure Statement – Standard Explanatory Note, PRRAC – El Salvador, 2008 ▪ European Commission, Communication from the Commission to the Council and the European Parliament on a Community Action Plan for the Reconstruction of Central America, COM(1999) 201 Final, Brussels, 28.04.1999, 1999 ▪ European Court of Auditors, Special Audit report 2008 n°6- European Commission Rehabilitation Aid Following The Tsunami And Hurricane Mitch, 2008 ▪ Transtec-Sher, Evaluación Global del Programa Regional para la Reconstrucción de América Central (PRRAC), 2009

² Evaluators did not dispose of the Financing Agreement specific for PRRAC – El Salvador during the desk study. As it is reportedly close to PRRAC Financing Agreements in the other Central American countries, the Financing Agreement for PRRAC-Nicaragua was used in the meantime as a general reference for the desk study.

PROARES

Intervention Title	Programa de apoyo a la reconstrucción de El Salvador (PROARES)
Commission Ref.	<ul style="list-style-type: none"> ▪ Commitment number (CRIS): GF/CRIS 2001/002-383 ▪ Project number: SLV/B7-3100/01/073 (signed on XXX)
Intervention Start date & End date	<ul style="list-style-type: none"> ▪ EC decisión date: 17/09/2001 ▪ Agreement signature date: 15/11/2001 <ul style="list-style-type: none"> ○ Addendum 1 (<i>signed in 11/2005 for extension of duration and of intervention area, changes in budget lines and in institutional logic</i>) ○ Addendum 2 (<i>signed in 08/2006, for extension of duration and TA</i>) ▪ Agreement end date: 14/11/2007 (as extended by the addenda – initially 14/11/2005)) ▪ Start date (real): 18/03/2002 ▪ End date (real): 17/03/2007 (implementation in 60 months instead of initially planned 30 months, according to Final Evaluation)
Budget planned	<ul style="list-style-type: none"> ▪ Total Project: €32m ▪ Commission contribution: €25m (or 78.1% of total)³ ▪ Counterpart contribution (GoES): €7m (21.9%) (<i>ad valorem</i>)
Budget committed	<ul style="list-style-type: none"> ▪ Commitment by Commission: €23,1m in 2001 (92.4%) (<i>Source: CRIS</i>)
Budget disbursed	<ul style="list-style-type: none"> ▪ Disbursement by Commission: €22.5m (90%) on 17/03/2007 ▪ Disbursement by GoES: (83.8%) on 17/03/2007 (<i>Source: Final Evaluation, page 1</i>)
Beneficiary	<p>Direct beneficiary (in charge of execution and management of the programme): Fondo de Inversión Social para el Desarrollo Local de El Salvador (FISDL).</p> <p>Intervention areas (with final beneficiaries) are in the following departments⁴:</p> <ul style="list-style-type: none"> ▪ La Paz: all 22 municipalities ▪ Cuscatlán: all 16 municipalities ▪ San Vicente: 7 municipalities: Guadalupe, San Cayetano Istepeque, Santo Domingo, San Lorenzo, San Sebastián, Tepetitán y Verapaz ▪ La Libertad: 1 municipality: Talnique ▪ San Salvador: 3 municipalities: San Salvador, Guazapa y San Martín ▪ Usulután: 4 municipalities: California, San Francisco Javier, Santiago de María y Usulután
Programme Background & History	PROARES was set up as an EU solidarity reaction to the 13 January and 13 February 2001 earthquakes in El Salvador, following the Reconstruction Plan presented by the GoES in Madrid in March 2001. These two earthquakes killed 255 people and damaged about 20% of the nation's housing; it represented in absolute terms the destruction of 149,528 houses and damages to 185,338 others. (<i>Sources: Plan Indicativo, page 5, and Final Evaluation, page 1</i>)
Overall objectives	To contribute to the process of reconstruction/ prevention and to the increase in living standards of the population affected by the [2001] earthquakes in El Salvador (<i>Source: Plan Indicativo, page 3</i>)
Specific objectives	To contribute to the reestablishment and improvement of housing and social development existing before the January and February 2001 earthquakes in the municipalities covered by the intervention programme, favouring local development and participation and reducing environmental vulnerability against natural catastrophes". (<i>Source: Plan Indicativo, page 3</i>)
Expected results	<p>The Financing Agreement specify four expected results:</p> <ul style="list-style-type: none"> ▪ R1- Reconstruction of houses, according to the "roof over everyone's head" principle, aimed at those affected by the earthquakes with an income of less than double the minimum wage. ▪ R2- Reconstruction of basic infrastructure, specifically drinking water networks and

³ The two addenda did not change the overall amount of the EC contribution.

⁴ The original 2001 Financing Agreement envisaged only the three departments of La Paz, Cuscatlán, and San Vicente. The three other departments were added in 2005 through the first addendum.

	<p>sewage systems.</p> <ul style="list-style-type: none"> ▪ R3- Reconstruction of social infrastructure, notably state primary schools and basic health centres. ▪ R4- Reconstruction of community infrastructure, training and production centres and other public use infrastructure⁵.
Main Activities	<ul style="list-style-type: none"> ▪ Building of houses ▪ Building of basic infrastructure ▪ Building of social and municipal infrastructure ▪ TA <p>(Source: <i>Plan Indicativo, page 4</i>)</p>
Documentary Sources	<ul style="list-style-type: none"> ▪ ILF, Evaluación Final PROARES, 2007 ▪ PROARES, Plan Indicativo ▪ European Commission, Monitoring Report, May 2004 ▪ European Commission, Closure Statement, Standard Explanatory Note, 2009 ▪ European Commission, Ficha de seguimiento de proyectos, 2009

⁵ As mentioned in the 2005 first addendum - the original 2001 Financing Agreement referred to "Reconstruction of community infrastructure, specifically municipal markets".

APREMAT

Intervention Title	Apoyo al Proceso de Reforma de la Educación Media en el Área Técnica (APREMAT)				
Commission Ref.	Project. SLV/B7-310/IB/97/248				
Intervention Start date & End date	Start date: 03/02/1999 End date: 02/02/2005				
Budget planned		CE (€)	El Salvador Gov. (€)	Beneficiaries (€)	TOTAL (€)
	Funding Agreement (15/01/1998)	14.200.000	5.900.000	1.100.000	21.200.000
	Addendum (07/07/2002)	2.840.000	1.187.000	212.000	4.239.000
	TOTAL	17.040.000	7.087.000	1.312.000	25.439.000
Budget committed	16.900.561,15 €				
Budget disbursed	16.900.561,15 €				
Beneficiary	<p>The main beneficiary (Project Counterpart) is “Ministerio de Educación de El Salvador” (MINED)</p> <p>Targeted groups:</p> <ul style="list-style-type: none"> • 3.000 teachers of 22 secondary schools (enseñanza media técnica), considered as “focal centers”, in 14 Departments of El Salvador. • 60.000 students (according to ex-post evaluation); 14.500 students (according to “acta de cierre”) of 22 secondary schools. Students of secondary education (16 – 18 years old, “enseñanza media técnica”). • Citizens of 14 Departments in El Salvador, in which project intervention was focused. 				
Programme Background & History	<p>Main background issues:</p> <ul style="list-style-type: none"> ▪ Technical Secondary Education Reform had started in 1996 in El Salvador. ▪ Education Plan Decenal (1995 – 2005) (MINED). ▪ This project was identified in 1998 as an important support to Technical Secondary Education, in order to develop Education Reform at this level, and with an emphasis on decentralization. 				
Overall objectives	<p>To improve quality in technical secondary education in El Salvador, with a specific gender equity strategy, in accordance with National Education Reform process (Plan Decenal 1995 – 2005).</p> <p>Source (Annexe 2, CdF, page 4).</p>				
Specific objectives	<ul style="list-style-type: none"> ▪ Strengthen MINED capacities for strategic planning and regulation of technical secondary education. ▪ Contribute to design, testing, validation and dissemination of new curricula for technical secondary education. ▪ Promote structures for design - testing – validation of methodologies and educational materials concerning gender equity issues. ▪ Support training and information processes for teachers of technical secondary education (in 22 focus schools – “Centros modelo”) concerning educational reform and new teaching methodologies. ▪ Contribute to modernization of teacher training system for technical secondary education. ▪ Improve infrastructure of 22 technical secondary schools in 14 Departments of El Salvador, focusing on making them suitable for male and female students. ▪ Improve capacity of technical secondary schools (especially 22 focal) for providing non-formal education activities. ▪ Create employment guidance counselling services, especially focused on research and 				

	<p>guidance for female students on new employment options.</p> <p>Source: Annexe 2, CdF, pages 4-5.</p>
Expected results	<ul style="list-style-type: none"> ▪ MINED capacities strengthened, consolidating a structure focused on institutional support for secondary education. ▪ Quality of technical secondary education improved, in terms of curricular design, teacher training and vocational / employment guidance for students. ▪ Infrastructures and equipment improved for technical secondary schools. ▪ Acquired capacity of designing and executing non formal education activities in cooperation with MINED and external institutions. <p>Source (Annexe 2, CdF, page 5).</p>
Main Activities	<p>Research, strategic planning and evaluation:</p> <ul style="list-style-type: none"> Needs of qualified human resources in various sectors in El Salvador. Grades offered by technical secondary education in El Salvador. Organise and update information concerning curricular issues, including cost studies for each grade / level / place. Design a database concerning previous aspects. Identify specific difficulties for female students in terms of access and performance in technical secondary education. Training activities concerning previous aspects for main stakeholders. <p>Curricular Design.</p> <p>In-Service Teacher Training:</p> <ul style="list-style-type: none"> Research study about teachers in service. Design of training and self-training workshops in curricular design, teaching methodology and teaching / learning materials with gender equity focus. Information and training workshops for 3.000 teachers. Design and execution of management workshops for direction and administrative staff. <p>Pre-service Teacher Training:</p> <ul style="list-style-type: none"> Design and execution of an initial training scheme for Technical Secondary Education Teachers. <p>Infrastructures and equipment:</p> <ul style="list-style-type: none"> Design of a preventive maintenance program. Training and information related to it. Construction work related to infrastructure in 22 schools. Supply of equipment. Supply of 4 mobile – units for technical training. <p>Specialized Teacher Training.</p> <ul style="list-style-type: none"> Workshops for 350 teachers of 22 focus-schools. <p>Non – formal education activities.</p> <p>Vocational / employment counselling.</p> <ul style="list-style-type: none"> Research on qualified human resources needs in various sectors in El Salvador. Design and edition of information materials for ninth grade students, related to employment opportunities, with a focus on gender equity issues. Workshops for ninth grade students, related to previous aspects. Creation of a vocational / employment counselling service.
Documentary Sources	<ul style="list-style-type: none"> ▪ APREMAT, Informe final técnico – financiero (2006). ▪ CAMBRIDGE EDUCATION CONSORTIUM, Informe final de evaluación ex-post. (2006) ▪ APREMAT, Convenio de Financiación (1998). ▪ APREMAT, Addendum al Convenio de Financiación (2002) ▪ APREMAT, Acta de Cierre del proyecto (2005). ▪ SOL, ELÍAS Y ASOCIADOS, AUDITORES EXTERNOS Y CONSULTORES, Informe de auditoría final. (2005) ▪ APREMAT, Actas de entrega de activos fijos, mobiliario, equipamiento, etc. (2004 – 2005) ▪ MINED, Fundamentos de la Educación Media Técnica y Superior Tecnológica (programa MEGATEC, Plan Nacional de Educación 2021) (2008) ▪ MINED, Estudio analítico de la implementación inicial de la Red MEGATEC (2008)

PROJÓVENES

Intervention Title	Prevención Social de la Violencia y la Delincuencia Juvenil en El Salvador (PROJÓVENES I)
Commission Ref.	SLV/B7-3100/99/0133
Intervention Start date & End date	Start date: 01/06/2003 End date: 31/03/2009
Budget planned	Total project: 12.800.000 € EC contribution: 9.200.000 € GoES contribution: 3.600.000 €
Budget committed	8.853.623 €, according to CRIS
Budget disbursed	8.702.172 € according to CRIS
Beneficiary	<p>Consejo Nacional de Seguridad Pública, El Salvador.</p> <p>Targeted groups:</p> <ul style="list-style-type: none"> • 9.000 young students of 30 schools in San Salvador metropolitan area. • 7.000 young offenders (individual plans for social reintegration). • 5.000 young people, as beneficiaries of occupational training). • 30.000 young people, as beneficiaries of infrastructures, such us “Centros Juveniles de Atención Integral”, sport facilities, etc. • Total young people attended: 50.000 <p>Indirect beneficiaries: citizens of San Salvador Metropolitan Area: 1.863.223 people.</p> <p>Source: Addendum nº 1 al Convenio de Financiación (Annexe II, pages 6-7)</p>
Programme Background & History	<ul style="list-style-type: none"> • Juvenile delinquency is considered as one of the main national problems in El Salvador at the early 90s. • GoES policies relating to the approach to juvenile delinquency were characterised by repressive plans and the application of severe laws, some of which were challenged on constitutional grounds and for jeopardising international treaties and agreements safeguarding children's rights. Unlike the preventive approach developed in Nicaragua, in the Northern Triangle nations (El Salvador, Honduras and Guatemala) there has been a prevailing tendency towards the criminalisation of the gang phenomenon • PROJÓVENES I starts in this background, with the challenge of being an alternative to these repressive policies, by means of an integrated approach based on prevention and improvement of opportunities for youngsters.
Overall objectives	<p>Reduce youth violence and delinquency, improving citizen security in the main urban areas of San Salvador. Reduce by 50% number of young offenders.</p> <p>Source: Addendum nº 1 al Convenio de Financiación (Annexe II, page 3)</p>
Specific objectives	<p>Increased quantity and quality of opportunities for 50.000 young people (10 – 25 year old) at social risk in San Salvador Metropolitan Area.</p> <p>Source: Addendum nº 1 al Convenio de Financiación (Annexe II, page 3)</p>
Expected results	<p>Local Approach: created participation facilities for children and young people at social risk, in order to improve their development at personal, family and community levels.</p> <p>Institutional Approach: strengthen management and coordination capacities of local, regional and national institutions with competences in juvenile delinquency prevention.</p> <p>General Approach: created and shared information related to experiences with children and young people at social risk</p> <p>Source: Addendum nº 3 al Convenio de Financiación (page 3)</p>

Main Activities	<ul style="list-style-type: none"> • Create a team for intervention with young offenders (2 programs). • Provide psychologists for primary and secondary schools (30 programs). • Promote and support Centers providing integrated services for young people. (14 programs). • Promote and support cultural and sport facilities (9 programs). • Promote access to employment workshops and training schemes for young people (24 workshops and 8 training programs). • Support interventions with young people involved in street gangs (<i>mara</i>) (8 programs). • Promote and support interventions with young people at special risk. (5 programs). • Training for the staff of institutions working in related areas of intervention. (6 programs). • Research into characteristics of young people at risk (actual status + evolution). Support awareness actions.
	Source: Addendum nº 1 al Convenio de Financiación (Annexe II, pages 4 – 5)
Documentary Sources	<p>PROJÓVENES I, Convenio de financiación. (2002)</p> <p>PROJÓVENES I, Addendum 1 CdF. (2003)</p> <p>PROJÓVENES I, Addendum 2 CdF. (2005)</p> <p>PROJÓVENES I, Addendum 3 CdF (2006)</p> <p>PROJÓVENES I, Plan Operativo Global. (2003).</p> <p>PROJÓVENES I, POAs 1, 2, 3 y 5. (2003 – 2009).</p> <p>PROJÓVENES I, several annual and quarterly reports (2003-2005).</p> <p>PROJÓVENES I, Comments related to mid-term evaluation draft report (2005).</p> <p>PROJÓVENES I, Informe Final Técnico (2009)</p> <p>PROJÓVENES I, “En la ruta de la prevención” (2009)</p> <p>EUROPEAN CONSULTANTS ORGANISATION, Mid-term evaluation report. (2005)</p> <p>Observatorio Centroamericano sobre Violencia (OCAVI): Homicidios Registrados por Año en El Salvador (2009)</p>

PROJÓVENES II

Intervention Title	Prevención Social de la Violencia y la Delincuencia Juvenil en El Salvador (PROJÓVENES II)
Commission Ref.	DCI-ALA/2008/020-154
Intervention Start date & End date	Funding Agreement signed on August 7 th 2009 66 months project since Funding Agreement becomes effective
Budget planned	Total: 14.125.000 € EC contribution: 11.300.000 € GoES contribution: 2.825.000 €
Budget committed	EC: 11.300.000 €
Budget disbursed	/
Beneficiary	<p>Consejo Nacional de Seguridad Pública, El Salvador.</p> <p>Target groups and institutions:</p> <ul style="list-style-type: none"> • 100,000 children and young people under 35, their families and communities, in fourteen (14) municipalities located in the departments of San Salvador and La Libertad • National and local institutions involved in prevention of youth violence and delinquency (see action fiche for more details) • Civil society organisations (see action fiche for more details)
Programme Background & History	<p>Facts: violence and crime have reached alarming rates through the Central American region. The level of violence corresponds to that of an epidemic; since the annual homicide rate exceeds 10 per 100 thousand inhabitants. El Salvador's rate has been around 50 (68 in 2006) per 100 thousand inhabitants for several years now. The most serious problems of violence and delinquency are concentrated in twenty (20) municipalities, especially those located in the San Salvador Metropolitan Area.</p> <p>GoES policies:</p> <ul style="list-style-type: none"> • Plan País Seguro (Safe Country) (2004 – 2009). • Plan Nacional de Prevención y Paz Social (2007). <p>Lessons learnt from PROJÓVENES I, in terms of:</p> <ul style="list-style-type: none"> • Integrated approach. • Focus on youth. • Prevention through community-level citizen participation • Participation of municipalities • Regeneration of public/community spaces • Cooperation among institutions • Importance of field-based presence • Focus on urban areas • Participation of international technical assistance
Overall objectives	Promote social cohesion and mitigate risk factors of juvenile violence and delinquency in El Salvador
Specific objectives	Consolidate capacities for rehabilitation and social prevention of violence in 14 municipalities of the San Salvador Metropolitan Area, most from the department of San Salvador and a minority from the department of La Libertad.
Expected results	R1. Functioning capacity of the public institutions strengthened, with jurisdiction in the prevention of violence and rehabilitation of persons under 35 years of age in conflict with the law.

	R2. Integration of at risk groups into community life facilitated. R3. Increased economic opportunities for young people and their families. R4. Physical/environmental surroundings of stakeholder communities regenerated.
Main Activities	<p>For R1:</p> <ul style="list-style-type: none"> • Training courses and workshops for civil servants in 14 municipalities • Implement inter-institutional coordination strategy. • Inter-institutional coordination boards and follow-up of agreements. • Technical Assistance to support the process of including needs of young people in political agendas <p>For R2:</p> <ul style="list-style-type: none"> • Design and implement a training scheme for boards of directors and civil organizations in prevention, self-management, communication and integrated youth development. • Design and implement a strategy to promote youth participation in different community boards. • Design and organize a structured offer for young people at risk, as mitigation factors: cultural, sportive...). • Design and implement a strategy for youth counseling and intervention. • Services and infrastructure for inter-institutional coordination meetings. Creation of inter – institutional coordination boards. <p>For R3:</p> <ul style="list-style-type: none"> • Research studies: identification of employment opportunities for young people. • Vocational training courses for young people. • Create and strengthen an employment counseling and guidance service for young people. • Support creation of small enterprises for youth self-employment. <p>For R4:</p> <ul style="list-style-type: none"> • Design and implement awareness campaigns on healthy practices for young people. • Regeneration of public/community spaces for young people.
Documentary Sources	<p>EC, Identification fiche for project approach (2008).</p> <p>EC, Action fiche (several versions). (2008).</p> <p>EC, additional information to previous documents (Logical Framework, Budget Impact Fiche, etc.) (2008)</p> <p>EC, Memorandum to the DCI Committee. (2008).</p> <p>EC (AIDCO), Draft Commission Decision on the Annual Action Programme 2009 in favour of El Salvador to be financed under Article 19 09 01 of the general budget of the European Communities, Concerning PROJÓVENES II, PROEDUCA and PROCALIDAD. (2009)</p> <p>PROJÓVENES II, Convenio de Financiación (2009)</p>

FOMYPE

Intervention Title	Fortalecimiento de la Competitividad de las Micro y Pequeñas Empresas en El Salvador (FOMYPE)
Commission Ref.	<ul style="list-style-type: none"> ▪ Commitment number (CRIS): ALA/2004/016-805
Intervention Start date & End date	<ul style="list-style-type: none"> ▪ Financing Agreement (FA) signature date: 10/06/2005 ▪ Expiring date of Financing Agreement: 31/07/2008 ▪ Expiring date of Contracting Period: 27/04/2008 ▪ Expiry date of disbursement period: 31/07/2008 <p>An Addendum to the FA was signed on December 19th, 2007 which extends the end of the project implementation period from July 31th of 2008 till April 9th, 2009 “para posibilitar la ejecución de las actividades pendientes y ya contratadas”</p> <p>(Source: FOMYPE, Standard explanatory note: Request for amendment including extension of commission decisions and/or financing agreements, p.1)</p>
Budget planned	<ul style="list-style-type: none"> ▪ Global: €12.5m (100%) ▪ Commission contribution: €10.0m (80%) ▪ Counterpart contribution (GoES): €2.5m (20%) <p>(Source: TAP, Annexe II to Financial Agreement p.13)</p>
Budget committed	<ul style="list-style-type: none"> ▪ Primary commitment (project budget): €10.000.000 ▪ Total funds contracted: € 9.638.588
Budget disbursed	<ul style="list-style-type: none"> ▪ Total funds disbursed by EC: € 6.991.532 ▪ Total funds disbursed by counterpart: € 1.477.406 <p>(Source: Final Report, p.48)</p>
Beneficiary	<p>The Financing Proposal (p.2) identifies as Project Beneficiary, the Ministry of Economy of El Salvador (MINEC), through the National Commission for Micro and Small Enterprises (CONAMYPE); and as direct beneficiaries (Target Groups):</p> <ol style="list-style-type: none"> 1. “The Salvadorian micro and small enterprises (MSE) (estimated to some 50.000 and 6.000 units respectively). This is in accordance with the main issue defined for productive sector support in the CSP of El Salvador. The Project will try to soften the trend towards geographic concentration of economic activity, drawing special attention to those companies located out of the 4 big urban areas in El Salvador. The exports-oriented industrial or agro-industrial MSE shall be prioritized (a minimum of 16, 100 companies)”. 2. Institutions which give assistance to Salvadorian MSE, ie: <ol style="list-style-type: none"> 2.1 La Comisión Nacional de la Micro y Pequeña Empresa (CONAMYPE), as institution leader, responsible for coordinating the governmental policies related to MSE. 2.2 La Comisión Nacional de la Ciencia y la Tecnología (CONACYT), as the institution responsible for the governmental policy related to Science and Technology. 2.3 El Fondo de Fomento a las Exportaciones (FOEX), as an institution expected to help financially the MSE introduce the unavoidable technological and normative adaptations in the production process. 2.4 La Federación de Asociaciones Cooperativas de Ahorro y Crédito de El Salvador de RL (FEDECACES) as a non-banking financial institution which intermediates Salvadorian migrant workers’ remittances. 2.5 Universities <p>(Sources: Financing Proposal p.2; TAP, Annexe II to Financial Agreement, p.4; and EC, Project Synopsis, p.1)</p>
Programme Background & History	The intervention is coherent with the Country Strategy Paper 2000-2006; particularly with the 2 main issues that the focal sector “Equitable growth of economy and employment” identifies: (1) to promote the necessary conditions to increase the productivity and competitiveness of Salvadorian firms in a sustainable way, particularly that of Micro and Small

	<p>Enterprises at the local level; and (2) to reinforce El Salvador's position in the international markets. (2002-2006 CSP, p. 21).</p> <p>It addresses a sector considered as a priority by the GOES. The National Policy for MSE, enforced since October 2000 through an Integrated Support System for the sector promoted by the Ministry of Economy, proposes "to improve the opportunities for the productive development of MSE and its workers, as well as to improve their position in the domestic and international markets to strengthen the sector's capacity to generate quality employment". One of the strategies to fulfill this objective has been geared toward improving access of the MSE entrepreneurs to an extended range of business development services. The Government policies however have left productive, technological and innovation development somewhat aside, although it is on the agenda of pending priority actions and has been incorporated into the Government Plan of the president elected in 2004 (Plan de Gobierno País Seguro). (<i>Sources: TAP, Annexe II to Financial Agreement, p.1; Financing Proposal, p 6-7</i>).</p>
Overall objectives	Help develop competitiveness of Salvadorian micro, small and medium-sized enterprises and, hence, contribute to the country socio-economic development. (<i>Source TAP, Annexe II to Financial Agreement, p.19</i>).
Specific objectives	Give access to Salvadorian MSE to an extended choice of high quality business support services as a key to improve competitiveness. (<i>Source: TAP, Annexe II to Financial Agreement, p.19</i>).
Expected results	<p>3 are the main expected results of the project:</p> <ol style="list-style-type: none"> 1. The project has helped develop policies, laws and legal norms which constitute a more adequate framework to better MSE's competitiveness in El Salvador. 2. Strengthened capacity and efficiency of the institutions and public and private programmes dedicated to give technical and financial business development services. 3. Salvadorian SME have developed their management, production and marketing capacity, as a result of having access to better, diversified and geographically more accessible specialized technical assistance services. <p>(<i>Source: TAP, Annexe II to Financial Agreement, p.20-22</i>)</p>
Main Activities	<p>FOMYPE implement activities at 3 levels: macro, meso and micro levels:</p> <ol style="list-style-type: none"> 1. Activities to strengthen the National Support System to MSE (Macro level). 2. Activities to strengthen institutions which give support to MSE (Meso level). 3. Support activities to micro-business units (Micro level) <p>(<i>Source TAP, Annexe II to Financial Agreement, p.23-24</i>)</p>
Documentary Sources	<p>COMURES, Memoria XXIV Congreso Nacional de Municipalidades, November 2008 CONAMYPE, Fomento de la Competitividad de las MIPYMES, May 2006 CONAMYPE, Fomento de la Competitividad de las MIPYMES, August 2006 Economist Intelligence Unit (EIU), Microscope on the Microfinance Business Environment in Latin America and the Caribbean, 2008 EC, Disposiciones Técnicas y Administrativas, TAP, Annexe II to Financial Agreement EC, Sinopsis del Proyecto, 2006 EC, Financing Proposal EC, Informe Estratégico 2002-2006 (Country Strategy Paper, CSP) EC, Regional Strategy paper 2002-2006 EC, Regional Strategy paper 2007-2013 EC FOMYPE, Informe de evaluación final, 2009 EC FOMYPE, Sistematización de la experiencia del proyecto Fortalecimiento de la Competitividad de las Micro y Pequeñas Empresas en El Salvador, 2009 EC, Monitoring Reports MR EC Response sheet to MR FOMYPE, Standard explanatory note: Request for amendment including extension of commission decisions and/or financing agreements GOES, La Nueva Alianza, Plan de Gobierno 1999 – 2004 GOES, País Seguro Plan de Gobierno 2004 - 2009 MINEC, webpage, Boletines de prensa PYMES MINEC, webpage, laws</p>

FORGAES

Intervention Title	Fortalecimiento de la Gestión ambiental en El Salvador (FORGAES)
Commission Ref.	<ul style="list-style-type: none"> ▪ Commitment number (CRIS): ALA/1998/004-304 (SLD/1998/0232) ▪ Project number: SLV/B7-3100/98/0232 (signed on 20 June 2000); an Addendum was signed on 20 December 2003 following the 2001 earthquakes
Intervention Start date & End date	<ul style="list-style-type: none"> ▪ Agreement signature date: 23/06/2000 ▪ Agreement end date: 31/12/2007 ▪ TA contract signature date: 10/07/2002 ▪ TA contract end date: 07/08/2007 ▪ Real start date: 08/08/2002 ▪ Real end date: 07/08/2007
Budget planned	<ul style="list-style-type: none"> ▪ Commission contribution: €9.6m (86% of total), incl. €1.6m addendum ▪ Counterpart contribution (GoES): €1.6m (14%)
Budget committed	<ul style="list-style-type: none"> ▪ Commission contribution: €9.6m committed, i.e. funds from the Plan Operativo Global (POG) were completely committed in CRIS (<i>Source: Project Transfer Fiche 2006 page 1, Ex-post monitoring report 2009 page 1</i>).
Budget disbursed	<ul style="list-style-type: none"> ▪ Commission contribution: €9.0m contracted and disbursed (93% of budget and of commitments) (<i>Source: Ex-post monitoring report 2009 page 1</i>).
Beneficiary	<p>The main beneficiary is the Ministerio de Medio Ambiente y Recursos Naturales (MARN). Financial resources are administered by the SETEFE (Secretaría Técnica del Financiamiento Externo).</p> <p>The 2004 Audit specifies that the programme benefits directly to the following institutions:</p> <ol style="list-style-type: none"> 1) Ministerio de Ambiente y Recursos Naturales (MARN); 2) Corporación de Municipalidades de la República de El Salvador (COMURES); 3) Instituto Salvadoreño de Desarrollo Municipal (ISDEM); 4) Instituto Salvadoreño de la Mujer (ISDEMU); 5) Comisión de Salud y Medio Ambiente de la Asamblea Legislativa; and 6) Municipalidades del País⁶. <p>Indirect beneficiaries of such strengthening and development of institutions, through better services and efficient environmental management, are citizens in general and industrial, agro-industrial and agricultural companies, according to this audit. At the local level, the FORGAES benefits also indirectly to the population in general through protection of water resources.</p>
Programme Background & History	The POG mentions on page 15 that FORGAES was preceded by a formulation mission with independent experts on the account of the Commission in 1998, and by ample consultation of national authorities and a variety of stakeholders: experts, NGOs, municipalities, international community, etc.
Overall objectives	Strengthen environmental management at central and local level, contributing to sustainable development. (<i>Source: POG, page 8</i>).
Specific objectives	<p>Improve institutional and participative management in the environment, integrating the gender dimension. (<i>Source: POG, page 8</i>).</p> <p>The 2006 Project Transfer Fiche specifies further on page 1 that main objectives were strengthening and stepping up environmental management, and increasing the institutional capacity of the Ministerio de Medio Ambiente y Recursos Naturales (MARN) and of other actors involved in environment in the country. After the change in Commission codirector in</p>

⁶ El proyecto tiene una cobertura al nivel nacional (*Source: POG, p3*). Se apoya directamente a los siguientes municipios: Atiquizaya, Jujutla, La Libertad, Suchitoto, Cojutepeque, Usulatan, y Ciudad Barrios. También hay un apoyo a las mancomunidades: Ahuachapan Centro con los municipios Ataco, Apaneca, Ahuachapan y Tacuba; la mancomunidad AMUVASAN con los municipios Opico, Quetzaltepeque, Armenia Ciudad Arce, Colon y Sacacoyo y la mancomunidad AMUSNOR integrado por los municipios La Reina, El Paraíso, San Francisco Morazán, Agua Caliente y Tejutla. (*Source: Intermediate Evaluation Report, p14*)

	January 2005, the project strategy was focused on process facilitation of national actors and municipalities in environmental management, by means of direct (budgetary) support.
Expected results	The project has five main expected results, as indicated in the POG on page 8 (and further detailed in its subsequent pages): <ul style="list-style-type: none"> ▪ Strengthened Ministry (MARN) with regard to its functional capacity ▪ Harmonised normative and institutional framework ▪ Strengthened management for protecting water resources ▪ Professionals and citizens better informed , participating in environmental management ▪ Gender approach systematised in environmental management
Main Activities	FORGAES has six components, as indicated in the Intermediate Evaluation Report (page 1): <ul style="list-style-type: none"> A. Fortalecimiento Institucional – el Ministerio fortalecido en sus capacidades institucionales; B. Legislación Ambiental – armonización del marco normativo e institucional; C. Recursos Hídricos – Gestión fortalecida para la protección de los recursos hídricos; D. Comunicación, Educación Ambiental y Participación Ciudadana – profesionales y ciudadanos mejor informados y participando en la gestión ambiental; E. Género y Medio Ambiente – la institucionalización del enfoque de género en la gestión ambiental; F. Gestión de Riesgo fortalecida a nivel central y local.
Documentary Sources	<ul style="list-style-type: none"> ▪ NIRAS, Informe de Evaluación Intermedia - FORGAES, 2006 ▪ FORGAES Task Manager, Ficha de Transferencia de Proyectos, 2006 ▪ FORGAES, Plan Operativo Global (versión revisada Abril 2003), 2003 ▪ Corpeño y Asociados, Auditoria Financiera y de Cumplimiento de las Actividades, 2004 ▪ European Commission, Monitoring Report MR-30135.01, 2003 ▪ European Commission, Monitoring Report MR-30231.01, 2004 ▪ European Commission, Monitoring Report MR-30231.02, 2009 (ex-post) ▪ FAO, Global Forest Resources Assessment, 2005

Las Dignas

Intervention Title	Programa para la promoción de empleo y participación en el desarrollo local de las mujeres y de la educación no sexista en el Salvador (Las Dignas)
Commission Ref.	<ul style="list-style-type: none"> ▪ Commitment number (CRIS): ONG/PVD/2000/125/CSR
Intervention Start date & End date	<ul style="list-style-type: none"> ▪ Financing Agreement (FA) signature date: na (not available) ▪ Expiring date of Financing Agreement: na ▪ Expiring date of Contracting Period: na ▪ Expiry date of disbursement period: na <p>The project's execution started in September 2000 and ended in March 2004.</p>
Budget planned	<ul style="list-style-type: none"> ▪ Global: na ▪ Commission contribution: na ▪ Counterpart whole contribution: na
Budget committed	<ul style="list-style-type: none"> ▪ Primary EC commitment (project budget): €1,060,270 ▪ Total funds contracted: €1,060,270 <p><i>(Source: Monitoring June 2002, Information unconfirmed and in contradiction with other documents)</i></p>
Budget disbursed	<ul style="list-style-type: none"> ▪ Total funds disbursed by EC: \$1,060,012 (46%) ▪ Total funds disbursed by counterpart: \$1,255,703(54%) ▪ Counterpart NGO (CAID/OXFAM UK): \$404,927 (17.5%) ▪ Other NGO: Novib, Pan Para el Mundo, Diakonia, etc) \$850,776 (36.5%)
Beneficiary	Project Beneficiaries: Las Dignas (Asociación de Mujeres por la Dignidad y la Vida) and women in general.
Programme Background & History	<p>Two references regarding the project background:</p> <ol style="list-style-type: none"> 1. The first one is institutional: the project design occurred during an important transition phase which led Las Dignas from being an informal movement to settling as a NGO-like institution. (<i>cf. Informe de Evaluación, p. 20</i>). 2. The general context marked by the fact that there are many women who are household chief; that they play an important role in social reproduction and are economically, politically and culturally vulnerable.
Overall objectives	<p>Help eliminate gender subordination, intervening in 2 fields:</p> <ol style="list-style-type: none"> 1. Attitude change (opening of new spaces, women' rights acknowledged); 2. Changes in woman's role from a cultural, economic and political point of view.
Specific objectives	<p>Four specific objectives:</p> <ol style="list-style-type: none"> 1. Grupos y mujeres demandan la creación y el acceso a fuentes de ingreso digno y cuestionan la división sexual del trabajo y el impacto de las medidas económicas en la calidad de vida. 2. Agentes relacionados con las políticas públicas de educación y la comunidad educativa promueven el derecho al acceso y calidad de la Educación. 3. Mujeres con liderazgo y organizaciones locales son protagonistas en la gestión del ejercicio pleno de sus derechos civiles y políticos. 4. Las Dignas se establecen como organización sostenible y con capacidad de influencia política.
Expected results	See specific objectives above.
Main Activities	<p>The Project has developed 4 subprojects: No Sexist Education; Participation and Local Development; Woman and Economy; and Institutional Development.</p> <ol style="list-style-type: none"> 1. NO SEXIST EDUCATION SUBPROJECT: <ul style="list-style-type: none"> • Experiencia piloto en 6 escuelas • Sistematización del modelo de educación no sexista, • Propuesta conceptual, metodológica, técnica y práctica del abordaje del sexism in la Educación • Red de Maestros, padres de familia y alumnos

	<ul style="list-style-type: none"> • Certamen literario (65 centros educativos: 50 públicos y 15 privados) • Comité amplio de seguimiento de los acuerdos de Dakar- documento para debate. Demanda a la Asamblea Legislativa para no disminuir presupuesto de Educación. • 115 instituciones demandaron información sobre la Educación No Sexista (50 escuelas, 12 universidades, 17 instituciones publicas, 32 ongs y 4 medios de comunicación). <p>2. PARTICIPATION AND LOCAL DEVELOPMENT</p> <ul style="list-style-type: none"> • Articulación de los procesos con mujeres (28 grupos de mujeres), donde participan los gobiernos municipales que manifiestan su interés y aceptación de estos procesos y el impulso de acciones positivas dirigidas hacia las mujeres. • ANDRYSAS (Asociación Nacional de Regidoras, Sindicas y Alcaldesas de El Salvador, conformada por mujeres de todos los partidos políticos). • 10 convenios para incorporación de enfoque de genero a nivel municipal. • 2 oficinas de atención a la mujer en San Salvador • Compromiso de Comures de apoyar el trabajo de las Concejalas. • Presencia en 107 municipios. Incorporación de Equidad de Genero en 17 municipios. • Campaña mas mujeres participando en la política (3 Partidos Políticos, 8 grupos de mujeres, 6 organizaciones municipales de mujeres y 4 Ongs mixtas) . • Procesos de incidencia política en temas de ámbito municipal y en temas de la agenda nacional, tales como: <ul style="list-style-type: none"> a) <u>reformas electorales</u> para favorecer la incorporación de más mujeres en la política b) <u>competencias municipales y la descentralización del Estado</u> (considerando algunas de las demandas de las mujeres, por ej violencia intrafamiliar c) <u>el ejercicio del voto crítico</u> de las mujeres en las elecciones municipales y nacionales. • Seminario internacional para el análisis y propuesta de reformulación del Presupuesto Nacional para la incorporación de la equidad de género, en coordinación con Red de Mujeres Parlamentarias de las Américas, Parlamentario Centroamericano, PNUD, UNIFEM, CIM, Fundación Eberth, comisión Legislativa de la familia, Mujer y Niñez, Las Mélidas y Las Dignas. • Propuestas a la Asamblea Legislativa: <ul style="list-style-type: none"> a) Para la incorporación de mujeres en la elección de Magistrados/as de la Corte Suprema de Justicia b) Relacionada con la paternidad responsable, el abuso sexual y la explotación sexual infantil. 25 nov. Día Internacional por la no Violencia hacia las Mujeres) <p>3. WOMAN AND ECONOMY</p> <ul style="list-style-type: none"> • Promoción de la matrícula en oficios no tradicionales. • Campaña contra el acoso sexual. • Compromiso de las autoridades del Instit. Tecn. Industrial de impulsar acciones positivas para las jóvenes. • Campaña de denuncia de las violaciones a los derechos laborales de las mujeres (193 demandas) y 351 asesorías, por incumplimiento e irrespeto de las leyes laborales. • Acompañamiento a cuatro grupos (165) de trabajadoras de 5 empresas de maquila (Newtex, Rainbow, Charter, Oriental Tex y Daewoo). • Campaña sobre derecho a la salud y pensiones. • Convenio con la PGR (3 años firmado a finales del 2003) en el marco de los derechos: a una vida libre de violencia, responsabilidad paterna y los derechos laborales de las personas. • Otro convenio de colaboración por dos años se firmó con la Comisión de Mujeres Trabajadoras de las Centrales Sindicales Salvadoreñas (CMTCSS). Este tiene como objetivo desarrollar acciones de formación y reflexión para la consolidación de la CMTCSS <p>4. INSTITUTIONAL DEVELOPMENT</p> <ul style="list-style-type: none"> • Formulación de un nuevo Plan Estratégico trianual y re-planteamiento de la
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	<p>estructura, objetivos, programas e indicadores del trabajo de Las Dignas.</p> <ul style="list-style-type: none"> • Escuela de Debate Feminista (139 mujeres) y 6 voluntarias apoyando. 4 conversatorios (70 mujeres y 11 hombres) • Presencia en Medios: 84 entrevistas a terceras personas (incluyendo radio, televisión, escritoras de reportajes, etc) referidas a los temas que desarrollados por Las Dignas. De éstas el 10% ha sido demandas específicas de los propios medios. El 67.9% de las entrevistas son en radio, el 23.4% en televisión, el 6.2% en agencias de prensa y 2.5% en periódicos. • La pagina web, en 5 meses genero 2,196 consultas. • Cedoc: 1,518 consultas en 12 meses. Distribución de libros a 130 casas de la Cultura. • Admin/ contabilidad • Comunicaciones: boletín Dignas Solidarias y apertura de otros espacios virtuales: (ADITAL, ALAI, Mujeres Hoy, CIMAC, El Faro) . Pag. Web (4674 visitas) • Gestión y planificación
Documentary Sources	<ul style="list-style-type: none"> ▪ Fundación Acceso, Rogelio Azurdia et al, Project evaluation report, Asociación de Mujeres por la Dignidad y la Vida, Las Dignas , Julio 2004 ▪ EC, Final report, 1 Enero 2003 - Marzo 2004 ▪ Marco Lógico del Program, Presentación PPT, Mayo 2006 ▪ Las Dignas, Programa de Justicia económica para las Mujeres, Presentación PPT ▪ Las Dignas, Principales resultados, Presentación PPT, Mayo 2006 ▪ Las Dignas, Plan Institucional Estratégico 2004-2008, Julio 2005 ▪ Las Dignas, Propuesta de agenda para la visita de representantes de la union europea a las dignas, 2006 ▪ Las Dignas, Informe Descriptivo Final, Seminario Regional Genero y Cooperación en Centroamérica

Annexe 9 : Data Collection Grid

This Annexe presents the **factual information collected at the level of the indicators**, gathered through desk and field study. It is structured per Evaluation Question (EQ), and within these EQs per Judgment Criterion (JC) and related Indicators (I). It should be regarded as part of a work in progress.

The set of EQ-JC-I (without the information collected) is provided in Annex 4.

EQ1	To what extent did the EC strategy in El Salvador: (i) respond to the needs, problems and issues of the population, and (ii) address the priorities set by the successive Governments of El Salvador in their development policies?
JC 1.1	<i>Needs and priorities of the people are taken into account in the EC Strategy.</i>
PROARES	The intervention tackled real needs and priorities of the population, both in terms of post-disaster as longer term needs. The EC proved flexible in responding quickly to new and urgent needs (2001 earthquakes).
FOMYPE	With FOMYPE, the EC takes into account priorities as expressed by the GoES but does not take people needs and priorities into account in the design and implementation of its intervention nor does it incentive the GOES to take people needs and priorities into account in its policy design and implementation.
PROJÓVENES I y II	<ul style="list-style-type: none"> No evidence has been found that consultation processes with the population took place at the stage of project identification for PROJÓVENES I & II. Despite the previous point, it is certain that Salvadorian population perceived (at the beginning of the period) and still perceives juvenile delinquency as one of the main problems affecting their society. Thus, it may be said that interventions in this area are relevant according to this criteria.
APREMAT	<ul style="list-style-type: none"> No evidence has been found that consultation processes with the population took place at the stage of project identification for APREMAT. APREMAT is focused on the reinforcement of Secondary Technical Education, within the framework of the Education Reform in El Salvador and the Education Ten-Year Plan 1995-2005. Certainly, it was an appropriate and relevant area for the Salvadorian government at the time of project design, since this is the area least developed by the Reform.
I-1.1.1	Existence of GoES national plans, programmes, studies, or analyses describing the priorities of the people
General	<p>Basic and still valid, even if somewhat forgotten in the country daily life, the Peace Agreements state the priorities that the Salvadorian people established at the end of the conflict.</p> <p>The Plan of Nation –which has been integrated to the Governmental Plan “País Seguro” as one of the 10 Presidency Programmes- is the result of a 2 year (1999-2001) process of consultation under the leadership of the National Committee for Development CND. It sets the bases for a decentralized process of development of national territory through 5 megaprojects:</p> <ul style="list-style-type: none"> • Región Oriental/Golfo de Fonseca: Puerta Centroamericana al Comercio Internacional; • Región Occidental/Zona de los Volcanes: desarrollo del ecoturismo nacional y Centroamericano • Región Norte/Cuenca Alta del Río Lempa: zona de producción de servicios ambientales • Región Costera Central/Comalapa: zona de innovación en exportación agrícola e industrial • Región Metropolitana/Gran San Salvador: transformación del sistema vial <p>(País Seguro Plan de Gobierno 2004 – 2009, p.43)</p> <p>With these exceptions, up to 2008, the Governmental Plans are to be considered as the product of a political party internal work.</p>
General	<p><i>See I-1.2.3</i></p> <p>No other document available than the GoES national development policy programmes:</p> <p>“Plan de Gobernio 1999-2004” “Plan de Nación” (1997) “Plan de Recuperación” (2001) “País Seguro: Plan de Gobierno 2004-2009” “Oportunidades” <i>(see section 2.5 of the Inception Report of the present evaluation: El Salvador’s national development policy)</i></p>

FORGAES	See I-1.2.1: Environment was actually a low priority issue for both the GoES and the population in general according to the POG
PROJÓVENES II	<p>Ficha de Acción (Page 4):</p> <p><i>“El miedo se ha convertido en una de las actitudes y conductas más frecuentes y condicionantes de la vida en El Salvador, y esto por la enorme cantidad de riesgos a los que se enfrentan las personas diariamente, como producto de la creciente delincuencia y la violencia. Según las encuestas de opinión, 5 de cada 10 salvadoreños consideran a la delincuencia como el principal problema del país; 7 de cada 10 piensan que la delincuencia ha aumentado en el último año y 8 de cada 10 aseguran haber sido víctimas de la delincuencia. La percepción de inseguridad suele ser mayor que la inseguridad real a la que los ciudadanos están sometidos; pero es estimulada por ésta; 4 de cada 10 salvadoreños dicen sentirse inseguros. Fuente: Encuesta “Informe Evaluación del año 2006”; IUDOP, diciembre de 2006. Encuesta ‘La victimización la percepción de seguridad en El Salvador en el 2004’, Ministerio de Gobernación, Consejo Nacional de Seguridad Pública, San Salvador, PNUD; abril, 2005”</i></p>
APREMAT	No evidences found concerning this indicator for APREMAT project
FOMYPE	<p>The National Policy for MSE – as developed by CONAMYPE in May 2006 in the document “Fomento de la Competitividad de las MIPYMES” does not refer to priorities established by the people.</p> <p>Actually, it responds to an irrevocable <u>top down logics</u> in its conception and implementation -and then in no way responds to a demand driven scheme- where the Government visualizes itself on top along with International Cooperation (giving) and situates the MIPYME at the bottom (receiving). (See p. 48)</p>
PAPES	The GoES had no specific plan for poverty alleviation. Red Solidaria began in 2004 and can be considered as the first coherent public effort to fight poverty in the rural areas. However it is focalized on the 100 poorest rural municipalities of the country and it is not a PRSP. But it offers the advantage to be very much Government driven. It is based on the poverty map elaborated by FLACSO.
Las Dignas	The National Policy for Women Household Chief, which is part of the Governmental Plan “País Seguro” as the 8th Presidency Programmes (Creación de oportunidades para la mujer jefa de hogar “mujeres en acción”) - is based on the weight, at national level, of households under women conduction and is not based on priorities established by the people. Yet it proposed to study the main needs of Salvadoran women. (See p.47)
I-1.1.2	Reference in the EC strategy to the above GoES documents, or to other documents on people's priorities (from Civil Society, international organisations, etc.)
General	<p>The EC 2002-2006 CSP for El Salvador refers to the Governmental Plan 1999 – 2004 “La Nueva Alianza” and to the Plan of Nation (See p.7).</p> <p>According to the 2002-2006 CSP (p.12), the Salvadorian society pointed out, in various opinion polls and surveys, delinquency as its major problem.</p>
General	<p>The 2007-2013 CSP has a specific one-page chapter on the GoES' strategy: Chapter 3 on El Salvador National Agenda. It also refers to elements of this GoES strategy in other parts of the document (e.g. on page 23, relating to the absorption and institutional capacities of large reform-based GoES programmes).</p> <p>A recent EC External Assistance Management Report (EAMR) from December 31, 2008 recognises on page 8 that relations with the Civil Society have still to be strengthened: “Relations with Non-State Actors (NSA) and stakeholders' dialogue in general have to be strengthened. On 27 November 2008 DEL organised a one-day informal forum with civil society in the “Quadrilogue” format (DEL, Non-State Actors/Local Authorities, GOES, interested MPs) aiming at strengthening civil society networking and establishing and fostering stakeholders' dialogue. The situation of civil society in the country is characterised by weak or non existing networks and by "duplicity" of concepts and perceptions</p>

	<p><i>of civil society. While GOES relies heavily on established foundations mainly financed by the business sector, social and popular NGOs (including most Europeans) denounce their exclusion from dialogue.</i> GOES perceives them as being too closely aligned with the political opposition. On this background, DEL brought together—as several NGO staff members emphasised—<i>for the first time GOES staff members and Parliamentarians of both leading political parties with civil society. The forum treated topics such as the participation of civil society at national and regional levels (in the context of the Association Agreement), education and youth issues (in the context of the geographical programmes) as well as the possibilities for NSA/LA to participate in CJP under the thematic budget lines.”</i></p>
FORGAES	<p>See I-1.2.1: Environment was actually a low priority issue for both the GoES and the population in general according to the POG</p> <p>Nevertheless, the 2009 Ex-Post Monitoring Report (page 2) mentions that the project had a high degree of relevance, with an intervention logic responding to ‘priority needs’, with good environmental management considered essential in the context of significant environmental issues and limited budget for the recently created MARN: “<i>La calificación “bueno (B)” en este rubro resulta de un alto grado de pertinencia y de un diseño generalmente bueno pero con un Marco Lógico (ML) con importantes debilidades. Pertinencia: En El Salvador, siendo un país densamente poblado y enfrentando desafíos medioambientales significantes, se considera una buena gestión ambiental esencial. Con un presupuesto estatal de funcionamiento muy deficiente desde la creación del Ministerio de Ambiente y Recursos Naturales (MARN) hasta la fecha, un apoyo externo para el fortalecimiento de capacidades institucionales dentro del sector fue (y sigue siendo) muy pertinente. Además, en 2002, con la nueva Ley de Medio Ambiente recién aprobada y con el MARN establecido desde hace pocos años, el proyecto FORGAES llegó en el momento más oportuno. Diseño: Por lo general, los elementos de la lógica de intervención corresponden a necesidades prioritarias. No obstante el ML no refleja una visión clara sobre las metas y logros concretos que se aspira. Vinculada a esta falta de visión clara, los objetivos en el ML carecen de IOVs y a nivel de los REs los IOVs están en muchos casos mal formulados (no medibles, no cuantificados, demasiado orientados al simple cumplimiento de seleccionadas actividades). En fin, la mezcla a nivel de los RE de componentes transversales (4) con componentes temáticos (2) complica el manejo del ML y la organización de la ejecución (solapes en responsabilidades y actividades)”.</i></p>
FOMYPE	<p>The project TAP refer to 2 documents:</p> <ul style="list-style-type: none"> • the Governmental Plan -without any detail- to state that the project is in line with that Plan in so far as it focuses on a sector that the GoES considers a priority (MSE development); and, • the National Policy for Micro and Small Enterprises under CONAMYPE’s responsibility, which the project will help implement . <p>None of those documents refers to people priorities.</p> <p>Relevant here to note that there has been no Identification Document and that no identification in situ has taken place during the project elaboration process (as sources close to ECD have confirmed MN 201), while it is supposed to be the stage in which the main problems to be addressed are identified and prioritized in close interaction with government, business associations, business service organizations, universities, entrepreneurs, etc. As stated in the Final Project Evaluation (p.73), no initial need survey took place at the beginning of the project with the beneficiaries (intermediate and final).</p>
PAPES	<p>PAPES, in its Identification Fiche, links this intervention to more global objectives, at international and national level. At international level it is coherent with the global objective of the ECs cooperation, which the fight against poverty. At the national level it is coherent with the 2002-2006 CSP’s objective of local sustainable development.</p> <p>According to the Identification Fiche (p.2):</p>

La intervención propuesta está en sintonía con el objetivo prioritario de la política de cooperación comunitaria, **la lucha contra la pobreza** - según artículo 177 del Tratado de la Unión Europea (UE) - reafirmado por la Declaración Conjunta del Consejo de Ministros y de la Comisión Europea (CE) sobre Política Comunitaria de Desarrollo (Noviembre 2000), que establece que la cooperación de la UE debe centrarse en la reducción y eliminación progresiva de la pobreza. Con vistas a alcanzar ese objetivo último, los documentos de programación de la CE para El Salvador en el periodo 2002-2006 definen el apoyo al **desarrollo local sostenible** como una de las prioridades de la cooperación de la UE con este país.

De acuerdo al *Memorando de Entendimiento* suscrito entre la CE y el Gobierno de El Salvador (GES) el 26 de Marzo del 2001, los sectores de cooperación serán: el desarrollo socioeconómico en el área rural; el desarrollo del sector privado; el apoyo a la modernización, democratización y seguridad del Estado; y la sostenibilidad ambiental. Por su parte, el *Documento de Estrategia País* de la CE para El Salvador (DEP, 2002-2006), en el marco del Memorando, señala que la cooperación de la CE para dicho periodo se centrará en tres prioridades: modernización del Estado, desarrollo local y apoyo al sector productivo.

En el DEP el eje prioritario para la “Democratización y Modernización del Estado” tiene como objetivo reforzar el proceso de descentralización y autonomía de los poderes locales para lograr un mayor grado de eficacia en la prestación de servicios públicos, con la participación de los ciudadanos y la sociedad civil. Los resultados de las acciones de apoyo a la descentralización, se completan en el DEP con intervenciones de inversión en infraestructura social y productiva, y programas de refuerzo institucional y formación para los municipios y agentes locales, previstas en el eje de “Desarrollo Local Integral y Sostenible”, cuyo objetivo es fomentar un desarrollo que contribuya a superar las condiciones de pobreza en el plano local, y sea respetuoso con el medio ambiente. En este sentido, el DEP recomienda colaborar en la implantación de un sistema de gestión integral de cuencas, y promover el abastecimiento de agua potable, el saneamiento básico, así como la recogida, manejo y tratamiento de residuos.

La intervención propuesta de apoyo a una mejora de los servicios sociales básicos, dirigida a promover un desarrollo local sostenible con el fin de reducir la pobreza, es, por lo tanto, congruente con la estrategia de cooperación de la UE con El Salvador, y se basa igualmente en las propias políticas de desarrollo de este país:

Las Dignas	No information available
I-1.1.3	Evidence that the EC has analysed the participation process in the elaboration of the GoES strategies and its coherence with the priorities of the population
FOMYPE	There is no available evidence that the EC analysed the participation process in the elaboration of GOES' MSE promotion strategy.
PROARES	PROARES' final evaluation mentions on page 3 that it tackled real housing needs of the population: see I-1.2.1 See I-1.1.2 (Social and popular NGOs denounce their exclusion from dialogue. GoES perceives them as being too closely aligned with the political opposition.)
PRRAC	See I-1.2.3
PAPES	EC has received information from RE during the preparation phase of PAPES on the participation process in the elaboration of the RS strategy and its coherence with the priorities of the population
Las Dignas	There is no available evidence regarding the gender issue
I-1.1.4	Stakeholders' views on the relevance of EC interventions in El Salvador
General	An EC staff member notes that there might be consequences in terms of cooperation financial flows of the fact that El Salvador should actually be considered a lower middle income country according to the revision of the GNP per capita figures following the 2007 census: <i>“Las cifras [del último censo de población] restan 1,4 millones de habitantes al censo que había antes de su actualización. Los informes estadísticos y macro económicos siguen dando los antiguos 7,1 millones en lugar de los actuales 5,7. Si se actualizaran los datos conforme a las cifras actuales, El Salvador daría un salto muy respetable en su PIB, renta per</i>

capita, etc., lo que implicaría considerarle país de renta media alta con las consecuencias que ello conlleva en términos de flujos financieros procedentes de la cooperación, entre otros factores.”
 (Source: MN12)

According to an official declaration, El Salvador's president confirmed this change in status: “*Hay una serie de cambios, que nos llevan a subir la primera grada, como país de renta media alta”*
 (Source: Presidente de la República, Declaraciones Sr Elías Antonio Sacas, Presidente de la República, Lanzamiento de los resultados del censo de población y vivienda 2007, 2008)
 (Source: El Diario de Hoy, “\$3,574 nuevo PIB per cápita en El Salvador”, 2008)

An EC staff member notes that the 2007-2013 CSP has been mainly prepared at HQ level, with minimal participation of the Delegation in San Salvador. According to this staff member, there is execution or continuation of projects with questionable government institution for this reason.
 (Source: MN 1)

An EC staff member notes that it is critical to put the EC cooperation in context. Political relations, institutional weakness, etc. are important. It would allow understanding the relevance and incidence of the EC in El Salvador (Source: MN 6b)

An EC staff member poses the question whether sector-wide approaches (SWAp) versus regional programmes (within the country) correspond to population need in such a very centralised country as El Salvador. (Source: MN13)

PROJÓVENES I y II	<p>El hecho de que esté en preparación PROJÓVENES II, como intervención para 4 años que continúa la línea iniciada por PROJÓVENES I induce a pensar que los principales stakeholders perciben que es una estrategia pertinente.</p> <p>Por otra parte, existe consenso entre todas las personas entrevistadas durante el trabajo de campo acerca de la pertinencia de PROJÓVENES I y II.</p> <p>Source: MN 201-214</p> <p>Ficha de identificación PROJÓVENES II (page 2):</p> <ul style="list-style-type: none"> ▪ This identification fiche comes as a result of a consultation process with key stakeholders including officials from various ministries, institutes, associations representing the different social sectors of El Salvador, and colleagues from Member State representations (Spain, Germany, Italy, France) and respective cooperation agencies (AECI, GTZ) as well as other International Organizations, such as UNDP, UNODC, the World Bank and the Inter-American Development Bank. ▪ Human security and social exclusion, as reflected in the MoU with the government of El Salvador, have been confirmed as overriding development and societal concerns in these consultations. Particularly in the urban area, social risks are becoming ever more complex as emigration to the cities continues. <p>The integral approach of the project PROJÓVENES (2002-2008), hosted by the CNSP, constitutes the model for this intervention, which is suggested to be continued as a project for a duration of four years. The project pretends to further consolidate institutional and community processes initiated in the areas of prevention and rehabilitation, using and widening innovative approaches developed at the local level.</p>
APREMAT	<p>En las entrevistas realizadas durante el trabajo de campo se ha constatado que la percepción del MINED y de algunos beneficiarios del proyecto APREMAT es que el apoyo a la Educación Media Técnica era pertinente, y sigue siéndolo: se trata del área educativa que tiene más relación con la inserción laboral, en un contexto donde el desempleo es un problema patente.</p> <p>Source: MN 206, 209, 212, 213</p>

Aunque la evaluación final del proyecto APREMAT no realiza un análisis detallado del criterio de pertinencia, algunas de sus conclusiones apuntan a que los principales stakeholders valoran positivamente la pertinencia de la intervención:

Evaluación ex – post (página 12):

Como primera conclusión destacamos la oportunidad de la intervención del Proyecto APREMAT, coincidiendo con la preocupación compartida por todos los agentes interesados en la falta de profesionales operativos para todos los sectores económicos salvadoreños, en la coyuntura de Reforma Educativa de la década de los '90. El Proyecto APREMAT pertinentemente enfatizó la necesidad de apoyar la Educación Media Técnica focalizándose en la debilidad manifiesta de una oferta de calidad de la Formación Profesional para resolver la carencia crónica de falta de profesionales operativos en El Salvador. En este sentido pues, el Proyecto APREMAT tuvo la responsabilidad histórica de construir un modelo de referencia para la Educación Media Técnica salvadoreña. El impacto de APREMAT en el Sistema Educativo hoy en día es aún evidente y muestra el gran paso adelante que representó crear la red nacional de 22 centros focales.

FOMYPE	According to CONAMYPE's executives (MN308), with the FOMYPE project, the EC has made an important financial contribution in the area of SME promotion -and economic development promotion in general-, with quite a <u>meager impact</u> .
PAPES	Some donors (MN 108, 209) and public institutions (MN 107) stress the relevance and importance of EC's contribution through PAPES because it came precisely when the Parliament decided not to accept the IFIs loans to the GOES and because it was rapidly followed by other contributions, although these did no compensate the "lost" loans.
I-1.1.5	Evidence of appropriate flexibility in the EC strategy and objectives to facilitate adaptation to possible changes in people's needs and priorities
PROARES	The EC proved flexible in responding quickly to new and urgent needs (2001 earthquakes), with significant funding (€25m).
PRRAC	PRRAC was first and foremost a response to urgent population needs following the Mitch devastation: <i>"Following the hurricane Mitch in October 1998 and the first relief aid, the European Parliament in its resolution of November 19 1998 has invited the EC to draft a strategic communication on a reconstruction plan of the region. For the identification of such a plan, the first missions were sent in the first semester of 1999."</i> But the EC response strategy went directly beyond pure emergency aid to include (and actually focus on) the longer-term development dimension. The first principle of the EC action plan presented on 28 April 1999 established indeed that <i>"programme activities must effectively bridge the gap between the emergency stage and development cooperation schemes"</i> . The programme is grounded in the conclusions of the team experts sent to the field, which showed that <i>"impact of Hurricane Mitch has exacerbated existing social problems, making it even more difficult for the poor to gain access to basic education and health services"</i> . Urgent needs are not mentioned in this Communication. The objectives presented in the Communication and by PRRAC (reworded but quite similar) showed that the aim was not to address urgent needs but to support the transformation prompted by the IADB in the Washington Consultative Group (<i>"Reconstruction in the sense of transformation"</i>). This is confirmed in the First annual Report of the PRRAC. The PRRAC objectives are as follows: <i>To contribute to the rehabilitation and the improvement of infrastructures, supply and management of education, sanitary and health services in the zones more affected by the hurricane Mitch and give support to the transformation towards more sustainable development model in the mentioned sectors.</i> <i>Specific objectives:</i> <i>1. to rehabilitate and to increase the infrastructures and equipment in education, health, sanitation and housing</i>

	<p>sectors.</p> <p>2. to strength education, health and sanitation services including the management capacity of related governmental institutions with the aim to improve the efficiency, the quality and the access in particular of poorest population</p> <p>3. to strength the local administrations and the civil society through the support to the encouragement and the implementation of rehabilitation and development plans and the support to the preparation and launching of the normative framework of risk prevention and reducing the impact of this type of natural catastrophes.</p>
Las Dignas	The aid modality used (project under thematic budget line) has been sufficiently flexible to allow suspension of activities during a few months and to adapt activities so as to answer the new emergency situation after the 2001 earthquakes.
APREMAT	APREMAT fue objeto de un Addendum en el año 2002, que permitió la extensión del proyecto durante dos años más, con una contribución económica de la CE de 2.840.000 € adicionales. Source: Addendum n° 1 CdF (pages 1 – 7).
PROJÓVENES I	PROJÓVENES I también fue objeto de un Addendum que permitió la extensión temporal del proyecto hasta marzo de 2009 Source : Addendum n° 3 al CdF (pages 1-7)
FOMYPE	As it appears in FOMYPE Final Evaluation, when the time came and mid term evaluation of the project was due, the DCE decided that the conditions were not adequate for such a study. Evaluations are generally useful in as much as they help redefine project priorities if needed. Therefore, this decision limited the possibility to take into account needs and priorities (new or not) as may have been expressed by MIPYME entrepreneurs, associations and families; and incorporate them to the project.
PAPES	PAPES is a good example of flexibility because it adapted to the GoES desire to focus a GBS on a precise national programme. Therefore it ceased to be a “pure” case of GBS: it was clear to everyone that the money would go to RS (albeit fungibility!) and would not be negotiated inside the GoES.
JC 1.2	Priorities of successive governments are reflected in the EC Strategy.
FORGAES	The intervention is in line with GoES policies
PROARES	The intervention is in line with GoES policies. The procedures are those of the GoES' Fund in charge of the execution and management of the programme.
FOMYPE	As conceived and implemented, FOMYPE project shows EC alignment - with a high degree of relevance- on GOES policies, programmes and <u>formal</u> procedures. Yet, policies and programmes in the area of MSE promotion have not been finalized and are still in a building process, which extends from 1993 till 2008.
PAPES	PAPES was the first CE's BS to El Salvador. It was facilitated by the forming of RS in 2005. It reflected only one of the priorities of the last ARENA government during the evaluation period.
PROJÓVENES I	<ul style="list-style-type: none"> Intervention in the area of the problematics of juvenile delinquency in El Salvador is completely in line with the priorities of successive governments. PROJÓVENES I's proposed approach, based on an integrated intervention, was not initially in line with the more repressive measures of the government. The last few years of PROJÓVENES I's implementation coincided with a change of strategies on the part of the Salvadorian government, at least at discourse level.
PROJÓVENES II	<ul style="list-style-type: none"> Intervention is in line with the priorities of the Salvadorian government. One of the challenges of PROJÓVENES II will be to carry its integrated prevention approach onto the level of state policy.
APREMAT	<ul style="list-style-type: none"> APREMAT: this intervention is focused on the reinforcement of Secondary Technical Education, within the framework of the Education Reform in El Salvador and the Education Ten-Year Plan 1995-2005. Certainly, it was an appropriate and relevant area for the Salvadorian government at the time of project design, for this is the area least developed by the Reform. The reasons that led to the launch of APREMAT in the past are still valid nowadays

	(reinforcement of Secondary Technical Education).
I-1.2.1	Evidence that the EC objectives reflect the sector and geographical priorities as they appear in the GoES programmes
General	<p><i>See I-1.2.3</i></p> <p>An EC staff member notes that the country is more involved since the EC has a preference for budget support. There is a need to discuss jointly indicators/objectives/etc.</p> <p>(Source: MN8)</p> <p><i>See also I-1.2.3</i></p>
FORGAES	<p>The Intermediate Evaluation Report states on page 5 that the strategy behind the FORGAES in line was with related GoES policies: “En general hay coherencia entre la estrategia del proyecto FORGAES y las políticas nacionales, como por ejemplo La Ley del Medio ambiente (1998), Política Ambiental (2000) y el Plan de Gobierno 2004-2009 País Seguro.”</p> <p>The “Plan de Gobierno 2004-2009 País Seguro” has a special action area on the environment, with 13 specific activities; nevertheless, the Intermediate Evaluation Report notes on page 17 that it was not a priority.</p> <p>The Plan Operative Global (POG) notes on page 36 of its 2003 revised version that environment was a low priority issue for both the GoES and the population in general: “el mayor problema externo (es) la falta de prioridad que se está dando a la problemática ambiental tanto a nivel del gobierno como en la población en general.” It stresses as well on page 101 the little political will at municipality level: “Un riesgo a nivel municipal es la falta de capacidad, de conciencia y de voluntad política de las municipalidades de asumir las Unidades Ambientales”</p> <p>The Intermediate Evaluation Report notes further in its table 4.1 on page 22 that lack of ownership by the GoES caused low efficiency and delays at the start of the Project: “En la fase de arranque hubo una falta de apropiación del proyecto por parte de la contraparte nacional que causó un baja eficiencia y retrasos en la implementación” (see also I-6.2.5).</p>
PROARES	<p>PROARES' final evaluation states explicitly on page 3 that it directly related with GoES social policies: “El Programa PROARES se relaciona directamente con las políticas sociales del Gobierno de El Salvador y un llamado por parte del GOES dirigido a la comunidad internacional para colaborar en la reconstrucción del país, y está en coherencia con las prioridades del Country Strategy Paper (CSP) Salvador. Es un proyecto de “post emergencia” financiado en respuesta al terremoto de 2001 y como tal responde a necesidades reales actuales de vivienda de la población. Su objetivo es fundamentalmente atenuar la problemática de vivienda y especialmente apoyar a la reconstrucción del país a través de la reconstrucción de viviendas e infraestructuras básicas, de salud, de educación y económica de la población de varios municipios afectados por el terremoto y que viven en situación precaria.” “El Salvador sigue teniendo un importante déficit habitacional y así PROARES continúa hoy día respondiendo a las necesidades sentidas de gran parte de los salvadoreños de pocos recursos y a las prioridades del Gobierno de El Salvador”.</p>
APREMAT	<p>Tanto la evaluación final como los anexos al Convenio de Financiación del proyecto ponen de relieve que APREMAT recoge los principales elementos y prioridades del Plan Decenal de Educación 1995 – 2005 en el marco de la Reforma Educativa en El Salvador.</p> <p>Sources: CdF Anexo2, (pag 3 – 5); Evaluación ex – post (pag. 7)</p>
PROJÓVENES I	<p>La evaluación intermedia pone de manifiesto que PROJÓVENES I, a pesar de incidir en un tema cuya relevancia estaba fuera de toda duda, ofrece una estrategia de intervención que difiere sustancialmente de las que en ese momento impulsaba el GoES. La evaluación intermedia igualmente cuestiona al Consejo Nacional de Seguridad Pública como ente de tutela de la intervención:</p>

“Conclusión 3. Las características del CNSP al momento de la firma del CF arrojan varios interrogantes sobre la idoneidad de su elección como ente de tutela de PROJÓVENES.

Conclusión 9. En un contexto de alta politización y creciente inclinación hacia políticas públicas represivas, el Proyecto PROJÓVENES está subutilizando sus posibilidades para fomentar una política preventiva activa, a fin de fortalecer estrategias públicas de prevención de la incorporación juvenil a la violencia y la delincuencia.”

Source: Mid- term evaluation, pages 4 – 5.

Sin embargo, en las entrevistas realizadas en la primera fase de este trabajo de evaluación, se constata como en los años posteriores, las estrategias del GoES y PROJÓVENES se fueron acercando:

- **“PROJÓVENES tuvo un recorrido muy original:**

- *El beneficiario no quería el proyecto (cfr. Súper mano dura, represión, etc. Que no es cosa de rehabilitación de jóvenes). Ella pensaba que nunca funcionaría. El presidente del consejo nacional de salud (¿?): nos hablo con maravillo, este proyecto se puso como ejemplo de proyecto que había que hacer, muy contentos, había resultados, el gobierno estaba muy sorprendido → han cambiado de actitud, hay mucho interés para la segunda parte, un poco mas allá ahora que quitar la gente de las maras.”*

Source: MN10

PROJÓVENES II	<p>Ficha de acción, pag 1:</p> <p><i>“In the governmental plan “País Seguro” (Safe Country) (2004-2009) the Presidency of the Republic defined, as part of its vision for the country, the transformation of the reality of Salvadoran society to “tolerant and cohesive, open to a sound debate, participative and free; that aspires to achieve high levels of governability in democracy, based on the full force of the Rule of Law and permanently striving for social peace”.</i></p>
FOMYPE	<p>What are the successive governments' priorities in the area of economic development and employment?</p> <p>The GOES strategy for the period is formulated in 2 successive governmental plans as follows:</p> <ol style="list-style-type: none"> 1. Plan de Gobierno 1999 – 2004: “La Nueva Alianza” built upon 4 main lines of action called Alliances (see p.7), 3 of which have immediate relevance to our analysis, ie. <ul style="list-style-type: none"> • The Alianza para el trabajo: aimed at employment and income generation, agro development, support to micro and small enterprises, exports and investments. • Alianza solidaria: aimed at creating employment and income at local level, as well as improving access and quality of basic services through a stronger social participation and administrative decentralization. • Alianza por el futuro: aimed at sustainable development through the promotion of a

competitive economy in harmony with the environment.

2. **Plan de Gobierno 2004-2009: “ País Seguro”**, with which the Government organizes its policy according to 16 main lines of action and 10 Presidency Programmes. Among those, 3 lines of action and 3 Presidency Programmes are relevant to our sector analysis:
 - Competitividad: base de un país productivo (Line of Action 7(LA 7)).
 - Micro, pequeña y mediana empresa: generación de riqueza desde la base (LA10).
 - Desarrollo del sector agropecuario: ampliación de la cadena de valor (LA11).
 - Plan de Nación: hacia el desarrollo descentralizado (Presidency Programme 2 (PP2)).
 - Descubriendo potenciales productivos: camino del crecimiento (PP5).
 - Reconversion productiva del sector agropecuario (PP9).

As far as geographical priorities are concerned, the GoES Plans and Programmes aim at a balanced regional development as a mean to build territorial integration and equity.

CONAMYPE has formulated 2 relevant documents: (1) In 2000, the National Policy for Micro and Small Enterprises; and (2) in 2005, the 2004-2009 Strategy for Micro, Small and Medium Enterprises.

The EC 2002-2006 Strategy, established in 2001 (MoU) – 2002 (CSP, including the Programme of Work), is in line with GOES sector priority.

The MoU declares that in order to increase effectiveness, the EC cooperation will be centered on a reduced number of intervention sectors, among which socio-economic development and, particularly, specific actions aiming at fostering the micro enterprise sector with a view to create employment and generate income.

Of the 3 focal sectors of the Country Strategy Paper 2002-2006, one is “Equitable growth of economy and employment”: (1) to promote the necessary conditions to increase the productivity and competitiveness of Salvadoran firms in a sustainable way, particularly that of Micro and Small Enterprises at the local level; and (2) to reinforce El Salvador’s position in the international markets.

Yet the EC Strategy approach is sector-wide not territorial. As such, it does not reflect the GoES territorial approach.

PAPES	EC respected strictly GoES's priorities by focusing A BS on the RS programme (see I-1.1.5).
I-1.2.2	View of national authorities on the coherence of EC-GoES strategies
General	A staff member of the <i>Ministerio de Comercio e Industria</i> notes that “the EC contribution was very valuable, because it alignes with national development programmes”. <i>(Source: MN3)</i>
FOMYPE	As expressed by a former GOES high ranking civil servant (MN 305), EC's strategy has shown a high degree of coherence with GOES SME promotion strategy. As conceived and implemented, FOMYPE project shows EC alignment - with a high degree of relevance- on GOES policies, programmes and formal procedures. Yet, policies and programmes in the area of MSE promotion have not been finalized and are still in a building process, which extends from 1993 till 2008 (MN 305). On the contrary GOES more informal institutional procedures, in particular the governmental decision-making chain (MN 305).
PAPES	PAPES is certainly coherent with the RE national development programme but one interviewee (MN 34) notes that BS was probably not asked for by the GoES but proposed by the EC.
I-1.2.3	Evidence of participation of the successive GoES in the programming and consultation process of the CSPs
General	An EC staff notes that the EC had merely to design its own approach for the 2002-2006 CSP, as there was no national strategy benefiting from national buy-in relating to poverty reduction at the

time: “*There was no national strategy relating to poverty reduction at the time, of the type of a PRSP (although El Salvador is actually not a really poor country, rather a middle-income country). There was no national buy-in on GoES strategies, which were considered unidimensional, i.e. pro-ARENA (in power during several terms).(...)* Nevertheless, *there was already dialogue of the strategic PRSP type in the country, which gave coherence to the EC intervention strategy (3 aspects: reinforce institutional capacities + local capacities + access to economic services and development). The EC had actually to develop its own analysis – it actually consulted the Government, municipalities (i.e. local level), the opposition, all donors, etc.*” (Source: MN13)

The EC approach in the 2002-2006 CSP was centered on “local development”, according to that same EC source. Rationale was first the absence of a poverty reduction strategy at national level, as mentioned above. It owed also to the polarization in the country, which was actually deemed lower at local level with higher consensus among stakeholders. It also formed a more stable framework for policy dialogue, as entry point at national level was difficult.

Additionally, the fact that El Salvador is a small country contributes to making intervention quickly become local. (Source: MN13)

This changed over recent years with the promotion of sector wide approaches and budget support. According to an EC staff member, this owes also to the fact that the GoES is now taking care of poverty reduction (Redes Solidarias), which also provides stability; other donors also support it. (Source: MN13)

The EC provides an overview of its consultation process for its 2007-2013 CSP in the 2-pages Annex 9 to this CSP. Consultation involved EU MS represented in the country, the GoES, Civil Society (65 participating organizations), international financing institutions, etc.

A recent EC External Assistance Management Report (EAMR) from December 31, 2008 notes on page 5 that it is increasingly difficult to deal with the GoES given upcoming elections (in January and March 2009): “*In view of the ongoing election campaign in the country it has become increasingly difficult to deal with government departments in general and individual ministers and often party-appointed high-ranking officials in particular in the area of Cooperation. This has emerged in the identification, formulation and approval of the AAP under the 2007 - 2013 CSP.*”

This EAMR also notes (on pages 7 and 8) that policy dialogue with GoES was often slow and rather reactive:

“*Policy dialogue with GOES as regards the areas of cooperation, mainly through SETEFE, was slow at times and, in general, strong impulses had to be given by DEL. All new interventions which are proposed by DEL are in areas where at least a basic policy consensus between GOES and the political opposition is possible. DEL, progressively, has informed and "lobbied" the opposition as regards the proposals in order to reduce the risk of paralysation following a possible change in government as there is no dialogue between GOES and the opposition on these matters. However, by the end of the reporting period due to the uncertainty of the outcome of the up-coming triple elections and an electoral climate characterised by high polarisation, paralysation within the beneficiary government increased and negatively affected cooperation. The deadlines agreed between DEL, SETEFE and the line ministries (MINED, CNSP, MINEC) for the elaboration of TAPs for the proposed actions had to be brought forward from the end of September to the end of the year. On the basis of a DEL draft MINED is the most advanced with a fair chance to comply with the new deadline. (...)*”

“*Interactions with GOES during the first semester of 2008 concentrated on advancing in the identification and formulation phases of programming under the CSP 2007-2013 (NIP 1) and the MoU of October 2007. During the approval phase throughout the second semester DEL had to provide input and exercise pressure on the beneficiary in order to achieve any progress with a view to the formulation of TAPs. In the context of these discussions beneficiary ownership, regularly, had to be superseded by impulses given by DEL (donor driven). In particular, it has to be noted that SETEFE, the General-Directorate of the Foreign Ministry responsible for incoming international cooperation*

	<p><i>funds, continues to show considerable weakness in its co-ordinating role, and more so as regards policy content, which to a large extent is being managed by the Technical Secretariat of the Presidency (STP). The relevant themes discussed with GOES mainly related to the priority sectors of the on-going programming process (education, youth issues, economic growth, national quality system, public finances, human capital development under an urban poverty reduction strategy). In particular, the line Ministry of Education (MINED) demonstrated an ability of swift and competent reaction and relations with the Consejo Nacional de Seguridad Pública (CNSP) evolved in a constructive manner.”</i></p>
PRRAC	<p>The PRRAC was based on a centralised modality. Each sub project had a coordination committee where the stakeholders had a consultative role:</p> <p><i>‘For projects with a specific management structure, a consultative coordination committee will be established and the following stakeholders may be included:</i></p> <ul style="list-style-type: none"> - <i>Public authorities and operators involved in the execution of the project,</i> - <i>Representation of the beneficiary population (grass-roots organisations, women associations, cooperatives, other...)</i> - <i>NGO’s functioning in the areas of intervention of the project.’</i> <p><i>(Source: PRRAC Financing Agreement, 2000¹)</i></p> <p>The 2009 Evaluation of European Commission’s Cooperation with Nicaragua reports that in Nicaragua, dialogue with national authorities was hampered by the centralised nature of the aid modality selected for implement the majority of programme funds². This modality was selected very early after the catastrophe, in agreement with the Nicaraguan national authorities which at the time were overloaded by the magnitude of the catastrophe and by the response of the international community. It could be reminded that implementation started later on in November 2002 when the situation was normalised. But in consequence of centralised modality the national authorities minimised their involvement (at the expense of sustainability) and their participation was weak (for example in terms of information sharing). Indeed, under this aid modality the national authorities had only an observer and consultative role through the coordination committee).</p>
FOMYPE	<p>As expressed by a former GOES high ranking civil servant (MN 305), the EC has consultations with the GOES during the CSP formulation process. The consultation process is not sector-wide but general and, with the GOES, it takes place at the level of the Technical Secretary of the Presidency.</p>
JC 1.3	<i>The EC interventions were in line with its strategy.</i>
FOMYPE	<p>With FOMYPE, the EC intervention has a high level of technical and financial consistency with its CSP 3rd focal sector.</p> <p>The high level of consistency with MoU and CSP is valid in terms of planning. In the end, the intervention outputs and impacts stay short of what was planned and expected.</p>
PAPES	<p>PAPES is completely consistent with the EC strategy of shifting cooperation modalities towards budget support</p>
PROJÓVENES I	<p>Intervention was in line with MoU y CSP</p>
PROJÓVENES II	<p>Intervention is in line with CSP</p>
APREMAT	<p>Intervention was in line with MoU y CSP</p>
FOMYPE	<p>FOMYPE: % of available budget that FOMYPE effectively implemented (level of project financial implementation)</p>

¹ Evaluators did not dispose of the Financing Agreement specific for the PRRAC – El Salvador. As it is reportedly close to PRRAC Financing Agreements in the other Central American countries, the Financing Agreement for PRRAC-Nicaragua was used as a general reference.

² This concerns the PRRAC PMU sub-programmes also called big “sub-programmes” that cover 88% of PRRAC funds.

	Estimates of global financial needs in Micro, small and medium enterprise sector support so as to impact effectively on national economy.																																																								
I-1.3.1	Degree of correspondence between breakdown of EC funding and the IL's expected specific impacts																																																								
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	in €m	Multianual IP 2002-2006	NIP 2008-2010	NIP 2011-2013																																																					
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Access to basic services improved			36.3	48.4																																																					
Social violence reduced, young people educated		9.2																																																							
Stronger regional integration, enhanced position on international markets		10	36.3	-																																																					
Expansion, diversification, higher competitiveness and productivity of local SMEs																																																									
Other		8.4	-	-																																																					
	Source: ADE based on the Multiannual Indicative Programme 2002-2006 and the National Indicative Programmes 2008-2010 and 2011-2013																																																								
	Actual figures on EC financial flows over the period 1998-2008 are provided in the Inventory for this evaluation based on evaluation team calculations (<i>section 3.3 of the Inception Report, also annexed to</i>																																																								

further deliverables).

Further calculations by the evaluation team on Inventory data provide the following table, which shows the RELEX-AIDCO actual commitments per intervention logic expected impacts.

RELEX-AIDCO funding (ALA, budget lines, etc.) - in €m	Multianual IP 2002-2006	NIP 2008-2010	NIP 2011-2013
Decentralisation reinforced	2.3	1.2	-
Access to basic services improved	37.6	1.1	-
Social violence reduced, young people educated	7.0	37.1	-
Stronger regional integration, enhanced position on international markets	0.4	-	-
Expansion, diversification, higher competitiveness and productivity of local SMEs	11.8	12.6	-
Other	7.6	-	-

Source: ADE based on Commission databases (CRIS, ROM, HOPE) and working data ("tableaux de bord")

Note. Figures for the NIP 2008-2010 include the commitments expected for 2009 with regard to PRO-EDUCA (€25m), PRO-CALIDAD (€12.1m) and PROJOVENES II (€11.3m)

When considering only ALA funds for such table of actual commitments, it can then be read in parallel with the above overview of indicative budgets:

ALA Funding - in €m	Multianual IP 2002-2006	NIP 2008-2010	NIP 2011-2013
Decentralisation reinforced	-	-	N/A
Access to basic services improved	37.0	-	N/A
Social violence reduced, young people educated	-	36.3	N/A
Stronger regional integration, enhanced position on international markets	-	-	N/A
Expansion, diversification, higher competitiveness and productivity of local SMEs	10.0	12.1	N/A
Other	-	-	N/A

Source: ADE based on Commission databases (CRIS, ROM, HOPE) and working data ("tableaux de bord")

Note. Figures for the NIP 2008-2010 include the commitments expected for 2009 with regard to PRO-EDUCA (€25m), PRO-CALIDAD (€12.1m) and PROJOVENES II (€11.3m)

It shows that in comparison with the budgets envisaged in the 2002-2006 multiannual indicative programmes, ALA funding was committed exclusively on a poverty reduction programme (€37m to PAPES) and on a MSE programme (€10m to FOMYPE), both in 2005. No ALA resources funded programmes relating specifically to decentralisation, juvenile delinquency, or economic integration. Nonetheless, the other table with all RELEX-AIDCO funding during that period shows that such themes could be funded through other EC resources such as the budget lines NGO, REH, FOOD, DDH, EIDHR, ENV, etc.

The two most dramatic differences between budget envisaged and actual funding are the minimal funding for interventions tackling specifically regional integration and international trade, and the (modest) €2.3m funding for decentralisation-specific interventions.

General	See I-1.3.3
General	See also I-7.2.1 on decentralisation
PAPES	An EC internal note states that the PAPES is in line with the 2002-2006 CSP as well as with other general EU objectives and summits: "El Programa de Alivio a la Pobreza en El Salvador (PAPES) está en línea con los objetivos de la cooperación de la Unión Europea (reducción de pobreza), el espíritu de la Cumbre América Latina y El Caribe – UE de Guadalajara 2004 y Viena 2006 (en cuanto a mejorar el nivel de cohesión social de los países), y el Documento Estrategia País (CSP) 2002-2006 de la Comisión Europea (CE) para El Salvador, que define como eje prioritario el Desarrollo Local Integral y Sostenible - para contribuir a la reducción de la pobreza en el nivel local, respetando el medio ambiente". (Source: EC internal note "Info-PAPES")
PAPES	When preparing the CSP 2007-13, no special funding was planned for poverty alleviation or, as in the CSP 2002-2006, for decentralization. Therefore, PAPES will end in 2010 (last disbursement) without being immediately followed by a PAPES II. However € 48,4M. were provided for the focal sector I (social cohesion and human security) in NIP2 (2010-2013) and this amount should be allocated to a PAPES II.
PRRAC	The CSP 2002-2006 states in its chapter 5 on the EC Cooperation Response on page 19 that the second priority area named 'Support for integrated and sustainable local development' also covers

	activities already in progress in these domains (PRRAC, Honduras-El Salvador binational programme, etc.).																																												
I-1.3.2	Degree of correspondence between EC funding and its programme of work / National Indicative Programme																																												
General	<i>See I-1.3.1</i>																																												
PAPES	<i>See I-1.3.1</i>																																												
FOMYPE	<p>The project expected specific impact is defined in the overall objective as follows: Major participation of MSE in the national GDP and in regional and international markets.</p> <table border="1"> <thead> <tr> <th colspan="4">El programa de trabajo CSP 2002-2006 (elaboración propia)</th> </tr> <tr> <th>SECTORES PRIORITARIOS</th> <th>M€</th> <th>%</th> <th>%</th> </tr> </thead> <tbody> <tr> <td>1. Prevención y erradicación de la delincuencia Juvenil</td> <td>9.2</td> <td>17.6</td> <td>15.2</td> </tr> <tr> <td>2a. Consolidación y modernización del Estado, apoyo a la descentralización</td> <td>33.0</td> <td>63.2</td> <td>54.5</td> </tr> <tr> <td>2b Programa de desarrollo local integral</td> <td></td> <td></td> <td></td> </tr> <tr> <td>3. Apoyo a la economía y al empleo (Identificación y Ejecución)</td> <td>10.0</td> <td>19.2</td> <td>16.5</td> </tr> <tr> <td>TOTAL SECTORES PRIORITARIOS</td> <td>52.2</td> <td>100</td> <td>86.2</td> </tr> <tr> <th>SECTORES NO PRIORITARIOS</th> <th>M€</th> <th>%</th> <th></th> </tr> <tr> <td>4. Medio ambiente y lucha contra la pobreza Integración regional</td> <td>8.4</td> <td>100</td> <td>13.8</td> </tr> <tr> <td>TOTAL SECTORES NO PRIORITARIOS</td> <td>8.4</td> <td>100</td> <td>13.8</td> </tr> <tr> <td>TOTAL</td> <td>60.6</td> <td></td> <td>100</td> </tr> </tbody> </table> <p>According to the EC Programme of Work for the 2002-2006 period (p.29), the EC contribution to its 3rd Focal Sector (Support to economy and employment) represents 16.5% of its total contribution of 60 M€, allocated in terms of Technical and Financial Assistance and Economic Cooperation; and less than 1/5 of the total amount allocated to the 3 Focal Sectors selected.</p>	El programa de trabajo CSP 2002-2006 (elaboración propia)				SECTORES PRIORITARIOS	M€	%	%	1. Prevención y erradicación de la delincuencia Juvenil	9.2	17.6	15.2	2a. Consolidación y modernización del Estado, apoyo a la descentralización	33.0	63.2	54.5	2b Programa de desarrollo local integral				3. Apoyo a la economía y al empleo (Identificación y Ejecución)	10.0	19.2	16.5	TOTAL SECTORES PRIORITARIOS	52.2	100	86.2	SECTORES NO PRIORITARIOS	M€	%		4. Medio ambiente y lucha contra la pobreza Integración regional	8.4	100	13.8	TOTAL SECTORES NO PRIORITARIOS	8.4	100	13.8	TOTAL	60.6		100
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I-1.3.3	Evidence of appropriate flexibility in the EC funding in relation to the stated objectives																																												
General	<p>A staff member of a EU MS in El Salvador notes that working with the EC is a complete nightmare for the roughness of their norms, which takes away effectiveness and adaptation capacity towards new scenarios. He cites the example of the three months that were necessary for buying more computers instead of desks.</p> <p>(Source: MN2)</p> <p>Several EC interventions benefited from one or more addenda, which might be a sign of flexibility by the EC in relation with stated objectives.</p>																																												
FORGAES	<p>In addition to the €8m originally budgeted for this Project, the EC signed an €1.6m Addendum in 2003 following the 2001 earthquakes. (Source: <i>Informe de Evaluacion Intermedia</i>, p1)</p> <p>FORGAES was also redirected in 2005 from a “traditional” project to a “process facilitator”, with as one of the key reasons increase in disbursement level, as specified under I-6.1.4. The EC changed thereby its codirector.</p> <p>In addition, EC procedures and repeated changes in human resources posed difficulties in the implementation of the project – see details also under I-6.4.1 (referring to the Intermediate Evaluation Report on pages 4 and 21-23).</p>																																												
PROARES	The EC unforeseen post-earthquakes programme remained in line with its 2002-2006 CSP, and in particular its second priority (Support to integrated and sustainable local development), according to PROARES Final Evaluation on page 3 (see I-1.2.1) and on page 14. Literally: “ <i>El Programa responde a los compromisos tomados por la CE en Madrid (Plan de Acción y Reconstrucción presentados por el</i>																																												

	<i>Gobierno de El Salvador). Corresponde a las prioridades mencionadas en el CSP 2001-2005 y especialmente a la prioridad 2 “Apoyo al desarrollo local integral y sostenible”.</i>
PRRAC	<p>The EC was able to provide a substantial level of funding for responding quickly to the Mitch devastation in the short but also longer term.</p> <p>The PRRAC was financed from the budget line B7-313 Rehabilitation and reconstruction operations in developing countries in Latin America. Its legal basis is the Council Regulation EC 2258/96, 22 November 1996, on rehabilitation and reconstruction operations in development countries. The rehabilitation Regulation describes the procedures for the specific budget lines for rehabilitation and identifies rehabilitation aid as follows: <i>“These operations, of limited duration are to be launched as quickly as possible without compromising the quality of assessment, shall be designed to help re-establish a working economy and the institutional capacities needed to restore social and political stability in the countries concerned and meet the needs of the people affected as a whole. The operations must progressively take over from humanitarian action and pave the way for the resumption of medium-term and long-term development aid. They must in particular permit refugees, displaced persons and demobilized troops to return home and must help the entire population to resume normal civilian life in their countries and regions of origin.”</i></p> <p>PRRAC goes actually beyond rehabilitation projects insofar as it had a duration of 7 years and as it addressed medium-term/long-term development objectives and did not just “pave the way” for them (see I-1.1.5).</p>
APREMAT	<p>APREMAT fue objeto de un Addendum en el año 2002, que permitió la extensión del proyecto durante dos años más, con una contribución económica de la CE de 2.840.000 € adicionales.</p> <p>Source: Addendum n° 1 CdF (pages 1 – 7).</p>
PROJÓVENES I	<p>La evaluación intermedia de PROJÓVENES I es muy crítica en sus conclusiones. Entre otras cosas, formula algunas recomendaciones para re – enfocar la lógica de la intervención. A continuación reproducimos solamente una de ellas:</p> <p>“Recomendación 5. Estructurar el accionar de PROJÓVENES en dos líneas o áreas: Prevención y Reinclusión, cada una con una Coordinación, conforme al nuevo organigrama de la EGP que se propone. Así, la línea de Prevención aglutinará las acciones con actores de cada comunidad de intervención, a través de los componentes “territoriales”: Organización, Familias, Escolares, que serán desarrollados por los equipos correspondientes, cada uno con su Gerencia respectiva. Las tres gerencias y el coordinador conducirán el desarrollo de esta línea, y el equipo de infraestructura atenderá con especial cuidado las obras a realizarse en las comunidades donde esta línea intervenga. La línea de Reinclusión agrupará a los otros dos componentes, el Rehabilitación-reinserción, que se ocupará de acciones individuales de destatuaje y de acciones colectivas de recomposición no violenta de las relaciones pandilla-comunidad en base a actividades de provecho comunal (limpieza, mantenimiento de infraestructuras deportivas, etc.), por lo que quizás conviene redenominarle “Confianza” y el de Formación laboral y empleo, que se dedicará ahora no ya a formar-promover laboralmente a 50.000 jóvenes –meta numérica que debe contar para prevención- sino especializándose en dotar de formación laboral y capacidades para el autoempleo a algún centenar de jóvenes de grupos violentos que quieren salir de las pandillas, que podría renombrarse “Salida ya”. Esta línea de Reinclusión tendrá igualmente su Coordinador –de hecho ese puesto ya existe, y actualmente lo ostenta el cabeza de Rehabilitación- y cada componente tendrá una o un gerente, que convendrá apoyar con operadores y/o asistentes. El actual asistente de rehabilitación puede ocupar la gerencia del componente “Confianza”, mientras que la gerenta de Formación laboral y empleo puede mantenerse al frente del componente renombrado “Salida ya”, y ambos con el coordinador de Reinclusión conducirán el desarrollo de esta línea.”</p> <p>Al no haberse realizado la evaluación final, no existen evidencias sobre hasta qué punto ésta y otras recomendaciones se han implementado con éxito.</p> <p>Sin embargo, de la lectura de los Informes Final Técnico y Financiero y en las entrevistas</p>

	<p>mantenidas durante el trabajo de campo, sí se deduce que existieron mejoras significativas durante el período 2003 - 2009, y que se siguieron las principales recomendaciones de la evaluación intermedia.</p> <p>Source: Informe Final Técnico y Financiero PROJÓVENES I; MN 201-214</p>
FOMYPE	<p>With FOMYPE, EC has shown no flexibility in its funding procedure.</p> <p>With the signature of an Addendum to the FA in December 2007, the EC agreed to extend the project execution period for 8 months, but maintained unchanged the deadline established under financial procedure rule N+3.</p>
PAPES	<p>PAPES I, a GBS to RS programme (poverty alleviation) was justified by the focal sector “support to decentralization” while the PAPES II GBS will be integrated in the “social cohesion and human security” focal sector. This shows quite a high degree of flexibility of funding according to objectives.</p>

EQ2	To what extent did EC interventions contribute to improve education for young poor people and reduced social violence from juvenile delinquents?
JC 2.1	<i>Young poor people are more and better educated.</i>
APREMAT	<ul style="list-style-type: none"> APREMAT has been the main commitment on the part of the EC in order to extend and improve young people's education. This project focused on the improvement of secondary technical education. APREMAT has contributed to the improvement in the quality of secondary technical education in El Salvador in several dimensions, mainly: syllabus design, teachers' training and the employability of graduated students. It must be considered a successful project from the point of view of a pilot initiative, carried out in 22 centres. After the project's completion in 2005, MINED has continued to strengthen the technical area, taking as a reference some of the project's positive results: introduction of the methodology of a skills-based syllabus, module integration between the secondary and postsecondary levels (MEGATEC initiative), and improvements in normative and administrative support for this area.
PROJÓVENES I	<ul style="list-style-type: none"> This project, from the perspective of an integrated approach to the problematics of juvenile delinquency, embraced some aspects related to the education system. From the point of view of formal education, recorded impacts are few, regarding reduction of truancy or academic failure. It has contributed to widening the offer of non-formal education activities. It has also had good acceptance within the 57 communities where it was implemented, as a tool for early prevention against delinquency. Actions in vocational training towards employment did not achieve good results.
PROJÓVENES II	<ul style="list-style-type: none"> Over this second phase, aspects relating to actions in schools and colleges do not feature as a priority. However, emphasis will be placed on vocational training activities, with a direct view to access to employment.
PROARES	PROARES: this post-2001 earthquake reconstruction programme tackled also rehabilitation of primary school infrastructure. Results higher than expected in the POG, but with impact limited to the direct beneficiaries of the programme. It resulted in a phenomenon of increase in school enrolment (although probably limited).
PAPES	PAPES is a GBS but has funded RS (Red Solidaria) which has a basic social service infrastructure component which in turn builds or rehabilitates schools when these are given priority by the local coordination council (<i>Comité Municipal de Coordinación de Red Solidaria</i>). Schools can also benefit from the construction of rural roads and from connections to the electric, water and sanitation networks financed by this same component. RS has also a component of monetary conditional transfers to poor households. Part of these transfers depends on the attendance at school of children of these households in order to create incentives for school attendance.
I-2.1.1	Rate of school enrolment of children aged 6-18 years
PROARES	<p>It should be noted that the post-2001 earthquakes reconstruction programme PROARES also tackled primary school infrastructure; the third of the four programme expected results is indeed the “reconstruction of social infrastructure, notably state primary schools and basic health centres”. With regard to education, it tackles actually only school infrastructure, not furniture or didactic material or teachers' training, etc. PROARES Final Evaluation mentions on page 29 that the programme achieved more than what was foreseen in the POG: “9 centros escolares intervenidos (se realizaron 47 aulas nuevas y 59 fueron remodeladas) de los 4 previstos”, although with a few observations. It mentions further that all visited schools presented a good use of the infrastructure, and that with the remodelling of the schools a phenomenon happened of increase in school enrolment (“matrículas”). This poses in turn a problem of overcrowding of school infrastructure.</p> <p>But impact of PROARES limited to direct beneficiaries of rehabilitated school infrastructure (see I-3.1.2).</p> <p>Sustainability of school infrastructure rehabilitation is considered ‘acceptable’: “En lo que se refiere a las escuelas y centros de salud, la sostenibilidad es aceptable, como se trata de obras rehabilitadas y ampliadas que</p>

	<i>cuentan con un presupuesto de su Ministerio Sectorial. Pero también aquí se observaron problemas de equipamiento (PROARES entregó solamente las infraestructuras).” (Source: PROARES’ Final Evaluation, page 5)</i>																																																														
PRRAC	It should be noted that the post-Mitch reconstruction programme PRRAC also tackled education through its IMEF sub-programme (“ <i>Infraestructuras y mejoramiento escolar y formativo</i> ” - IMEF). ³																																																														
APREMAT	<p>Ex – post evaluation (page 34):</p> <p>“Hallazgos</p> <ol style="list-style-type: none"> 1. <i>Con los datos facilitados por los Institutos, (estadística del 2001 al 2006 de tres institutos, estadísticas parciales de ese periodo de otros cinco institutos) se estima que la matrícula aumentó en las áreas técnicas en un 23% del año 2001 al 2006.</i> 2. <i>Todos los institutos cuentan con becas y exoneraciones que permiten que haya estudiantes de bajos recursos.</i> 3. <i>Los criterios con los que se conceden las becas no siempre resuelven el problema que pretenden resolver (ejemplo dar becas a las mujeres para las áreas industriales aunque dispongan de medios económicos).</i> 4. <i>El Instituto Tecnológico de La Unión beca a todo el alumnado independientemente de su nivel de necesidad económica.</i> <p>Conclusiones</p> <p><i>Hubo un aumento de matrícula en los centros lo que hizo que la Enseñanza Media Técnica fuera accesible a más personas, si la tónica general es la que se plantea en los cuatro centros en los que se ha tenido la estadística de varios años, este aumento sería del 23% lo que es bastante considerable en un periodo de cuatro años. (Mejora en equidad de acceso). ”</i></p> <p>Las entrevistas realizadas con el MINED y en algún centro beneficiario, durante el trabajo de campo, confirman que los niveles de matrícula han seguido aumentando, y que existe una alta demanda en el área media técnica.</p> <p>Source: MN 206, 213</p>																																																														
PROJÓVENES I	<p style="text-align: center;">Tabla 11. Comparación de matrículas año 2004 y 2008 Centros escolares atendidos por el Proyecto Projóvenes de El Salvador</p> <table border="1" style="width: 100%; border-collapse: collapse; text-align: center;"> <thead> <tr> <th rowspan="2">GRADOS/AÑOS</th> <th colspan="2">AÑO</th> <th rowspan="2">Diferencia</th> <th rowspan="2">Porcentaje</th> </tr> <tr> <th>2004</th> <th>2008</th> </tr> </thead> <tbody> <tr> <td>4° grado</td> <td>3459</td> <td>3254</td> <td>-205</td> <td>5.9%</td> </tr> <tr> <td>5° grado</td> <td>3261</td> <td>3259</td> <td>-2</td> <td>0.06%</td> </tr> <tr> <td>6° grado</td> <td>2853</td> <td>3177</td> <td>324</td> <td>11.3%</td> </tr> <tr> <td>7° grado</td> <td>3270</td> <td>3396</td> <td>126</td> <td>4%</td> </tr> <tr> <td>8° grado</td> <td>2844</td> <td>2814</td> <td>-30</td> <td>1.05%</td> </tr> <tr> <td>9° grado</td> <td>2462</td> <td>2553</td> <td>91</td> <td>3.7%</td> </tr> <tr> <td>1° año</td> <td>3617</td> <td>3386</td> <td>-231</td> <td>6.4%</td> </tr> <tr> <td>2° AÑO</td> <td>2582</td> <td>2598</td> <td>16</td> <td>0.6%</td> </tr> <tr> <td>3° AÑO</td> <td>1960</td> <td>1822</td> <td>-138</td> <td>7%</td> </tr> <tr> <td>4° AÑO</td> <td>117</td> <td>78</td> <td>-39</td> <td>33.3%</td> </tr> <tr> <td>TOTAL</td> <td>26425</td> <td>26337</td> <td>-88</td> <td>0.33%</td> </tr> </tbody> </table> <p>La matrícula escolar se ha mantenido en los Centros Educativos donde intervino el proyecto</p>	GRADOS/AÑOS	AÑO		Diferencia	Porcentaje	2004	2008	4° grado	3459	3254	-205	5.9%	5° grado	3261	3259	-2	0.06%	6° grado	2853	3177	324	11.3%	7° grado	3270	3396	126	4%	8° grado	2844	2814	-30	1.05%	9° grado	2462	2553	91	3.7%	1° año	3617	3386	-231	6.4%	2° AÑO	2582	2598	16	0.6%	3° AÑO	1960	1822	-138	7%	4° AÑO	117	78	-39	33.3%	TOTAL	26425	26337	-88	0.33%
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³ It has been decided at the inception of the evaluation to cover the PRRAC in the present evaluation only to the extent of the coherence of its El Salvador sub-programme with the EC interventions specific to El Salvador. The PRRAC was indeed covered in the recently released *Evaluation of EC regional cooperation in Central America* (DRN, 2007).

	Source: Informe Final Técnico PROJÓVENES I, pág 55
I-2.1.2	Degree of participation and attendance in the EC-funded new educational programmes for youth
APREMAT	<p>Ex – post evaluation (page 10):</p> <ol style="list-style-type: none"> 1. <i>La intervención del Proyecto APREMAT se realizó en una coyuntura caracterizada por la puesta en marcha de reformas en el Sistema Educativo salvadoreño. Ocupó el espacio de la Educación Media Técnica hasta aquel momento escasamente desarrollada, constituyéndose en referente exitoso.</i> 2. <i>Los centros focales beneficiados por el Proyecto APREMAT se convirtieron de facto en Centros de Excelencia para la Innovación Educativa. Actualmente aún se mantiene una brecha entre estos centros y el resto de institutos nacionales. Estas diferencias son observables en especial en las Áreas Técnicas apoyadas: capacitación docente; recursos didácticos; estrategias de aprendizaje basadas en competencias; y equipamiento de talleres e instalaciones.</i> 6. <i>La Evaluación Ex Post ha puesto en evidencia que las nuevas capacidades instaladas por APREMAT, son ya un acerbo del capital de experiencias de El Salvador, con capacidad demostrada hasta el momento de sostenimiento, y todo ello a pesar de: a) estar focalizadas en las áreas técnicas de las seis áreas profesionales; b) estar distribuidas entre los 22 centros focales; c) no ser generalizadas al resto de áreas y de la oferta educativa de los institutos focales; y d) de constituir tan sólo un pequeño núcleo de áreas curriculares técnicas de algunos institutos. Si bien, este acerbo de competencias abandonadas a su propia inercia podrían ser progresivamente degradadas y sin lugar a dudas, perderían su capacidad innovadora y de referente que actualmente aún mantienen.</i>
PROJÓVENES I	<p>Mid-term evaluation (page 6):</p> <p>Conclusión 16: <i>El componente Educación se encuentra, después de la firma del Convenio con el MINED, en condiciones de implementar las actividades previstas. Sin embargo, el retraso en los avances físicos y la ejecución financiera (sólo 0.9 % del POA 2 al 30/06/05) prueba la disociación gerencial con el proyecto y arroja serias dudas sobre la posibilidad de cumplir con las metas establecidas en el POA 2.</i></p> <p>Conclusión 22: <i>El componente Educación realizó a partir de 2005 actividades en los centros escolares vinculados al Proyecto, programadas en el marco de lo previsto en el POA 2, pero sin uso de fondos asignados ni un marco institucional definido. Recién después de la firma del Convenio con el MINED, este componente entra en una fase de take off. El ritmo de trabajo durante 2005 se vio seriamente afectado por el retraso de la compra de equipos y de las actividades programadas, fenómeno común en todos los componentes, y por la realización de tareas asignadas por el CNSP en materia educativa ajenas, como en el caso de los otros componentes, a las programadas en PROJÓVENES.</i></p> <p>Con posterioridad a la evaluación intermedia, entre los años 2006 y 2009 PROJÓVENES ejecutó gran cantidad de actividades de prevención dirigidas a jóvenes: educativas, deportivas, culturales, etc.</p>

OBJETIVO ESPECÍFICO						
Se ha aumentado el número y calidad de oportunidades para 60,000 jóvenes de 10 a 25 años en situación de riesgo en el AMSS, facilitando su integración en el desarrollo social y económico del país.						
OIV: "50,000 jóvenes (50% mujeres) participan en actividades recreativas y disponen espacios físicos....."						
AÑO-POA	MODALIDAD	ACTIVIDAD	FRECUENCIA	PARTICIPANTES		
			M	F	TOTAL	
2004 POA1	Directa	Talleres de arte: Dibujo y pintura, danza moderna, mime	6			
		Escuelas de teatro de mesa	2			
		Escuelas de artes marciales	4			
		Escuelas de aeróbicos	8			
		Escuelas de BKB	22			
		Escuelas de fútbol	2			
		Torneos de fútbol y BKB				
		Club juvenil	5			
		Club infantil	5			
		Convivios juveniles comunitarios y escolares				
		Cursos de monitores de fútbol				
		Intercambios deportivos				
		Capacitaciones a jóvenes estudiantes en liderazgo, habilidades procesionales.				
		Creación de Juegos de mesa en centros escolares.				
		Inauguración deporte vías				
2005 POA2	Directa	Jornadas capac. Liderazgo juveniles	19		205	
		Comités infantil-juveniles	100		1220	
		Eventos	29		10700	
		Eventos Intercentro en CE	5		210	
		Escuelas deportivas	143	4149	1618	
		Talleres deportivos	38	425	309	
		Activ. voluntariado	2	105	150	
		Talleres jóvenes form. jóvenes	15	165	184	
		Clubes de prevención (estimado)	5		150	
		Grupos infantiles en 60 comunidades	60	391	477	
		Grupos juveniles	60	475	524	
		Jóvenes facilitadores	30	17	30	
		Escuelas deportivas	82	2099	1148	
		Encuentros deportivos	45		0	
2006 POA3	Directa	Talleres artísticos	34	485	551	
		Festivales artísticos	13	1215	791	
		Talleres de capacitación	8	15	23	
		Programa Vacaciones recreativas	5	915	842	
		Encuentro de jóvenes	49	1789	1603	
		Grupos de infancia	7	69	75	
		Talleres deportivos en Centros escolares	6	175	182	
		Capacitación en Derechos Humanos a grupos en CE	14			
		Formación al voluntariado en centros escolares	7	295	166	
		Capacitación a voluntarios e instructores deportivos			24	
		Capacitación "Mayores familiares" -Centros educativos	5	65	65	
		Talleres de arte: dibujo y pintura, literatura, manualidades, música, break dance, danza popular y folclórica		927	707	
		Escuelas deportivas: artes marciales, aeróbicos, baloncesto, fútbol,		1480	1193	
		Eas. Deportivas	57	1677	1346	
2007-2008 POA4 - POA5	Indirecta	Torneos deportivos	87	8240	4810	
		Jornadas Deportivas	195	9157	4283	
		Cap. Jóvenes	110	63	173	
		Cap. Artística	173	52	225	
		Cap. montañismo	175	18	188	
		Talleres Art. Social	90	771	753	
		Talleres Art. Intern.	60		0	
		Res. Artesas	13	44	60	
		Clubes juveniles	90			
		Proyectos juveniles	38	6206	7800	
		Vacaciones Recreativas	38	6300	6555	
		Planes de mejoras	38	15006	25000	
		Capacitación Promotores de Paz	1612	1145	2157	
		Multip. de promotores de Paz	4211	4825	8836	
		Capacitación RDC	2945	3945	5890	
ISNA	PNC	Grupos infantil-juvenil	50	756	756	
		Programas preventivos	47			
		Capacitación del AMV	41	83	124	
		Capacitación Estudiantes	869	1300	1969	
		Círculos Juveniles	118	120	238	
Total 2007-2008			782	56902	63342	
TOTAL			1607	71704	77491	
					155704	

Source: Informe final Técnico PROJÓVENES I (Anexo 7)

	Esperado	
Total	55000	100%
Género	25000	50%

Alcanzado		
Total	155704	311%
Género	28470	57%

	Source: Informe final Técnico PROJOVENES I (Anexo 7)
I-2.1.3	Evidence of EC policy dialogue on reforms at the legislative, institutional and policy levels to improve the quality of the educational system sustainably
APREMAT	<p>Desde la concepción inicial del proyecto, se observa que existe un alineamiento a priori con las políticas educativas y la Reforma Educativa en el Salvador. El objetivo general del proyecto es: <i>To improve quality in technical secondary education in El Salvador, with an specific gender equity strategy, in accordance to National Education Reform process (Plan Decenal 1995 – 2000).</i></p> <p>Source (Annexe 2, CdF, page 4).</p> <p>En relación a los resultados del proyecto, veamos a continuación algunas conclusiones de la evaluación ex – post que tienen relación con la incidencia de APREMAT en las políticas educativas:</p> <p>Ex – post evaluation (page 11): (como elementos positivos)</p>

	<p>15. La generalización de la reforma de la Educación Media Técnica que se propone realizar el MINED por medio del Proyecto RETO, debería tomar en consideración el balance de resultados obtenidos en los centros focales APREMAT en el ámbito de las estrategias y metodologías educativas en relación con los equipos didácticos que se utilizaron. En todos los casos se ha evidenciado la sinergia entre innovaciones educativas y medios disponibles, pero a su vez también se ha puesto de relieve que en ningún caso la innovación pedagógica está condicionada por la inversión en equipos didácticos. Con toda seguridad, el análisis coste-beneficio y la sostenibilidad de las inversiones educativas realizadas en el Proyecto APREMAT ponen en evidencia la necesidad de orientar en el futuro los esfuerzos hacia un enfoque pragmático y de costes contenidos, más acorde con la tecnología predominante en el país y generalizable. Pero en cualquier caso también, con un equipo didáctico tecnológicamente significativo para la adquisición de las competencias profesionales necesarias para la gestión de los actuales procesos de trabajo de las empresas salvadoreñas.</p> <p>16. En el momento actual en que el “Plan 2021” se propone dar un nuevo impulso a la Educación Técnica la red de centros focales beneficiados por APREMAT, debidamente reforzados, pueden ser importantes referentes y centros de innovación para avanzar en la generalización de un currículo técnico renovado, articular la Educación Media Técnica y la Educación Superior estableciendo itinerarios profesionalizadores técnicos diferenciados con un enfoque de formación a lo largo de la vida que resulten atractivos para los jóvenes que terminan Tercer Ciclo y valorados por las empresas. Este esfuerzo de revalorización de la Educación Media Técnica relacionado con los proyectos de desarrollo estratégico nacional y con apoyo de los empleadores, debería ir acompañado de un esfuerzo presupuestario para asegurar la equidad de acceso a todas las personas salvadoreñas independientemente de sus niveles de ingreso, su sexo y su lugar de residencia.</p>
	<p>Ex – post evaluation (page 13): (como elementos negativos)</p> <p><i>Como cuarta conclusión destacamos un conjunto de experiencias impulsadas de forma innovadora por el Proyecto APREMAT que no han aportado finalmente los resultados esperados y que desde el punto de vista de la generalización plantean la necesidad de su realización o reformulación. Destacaríamos en este sentido:</i></p> <ol style="list-style-type: none"> 1. <i>El insuficiente desarrollo normativo de la Educación Media Técnica reformada. Que proponemos que debería ser realizado en breve plazo.</i> 2. <i>El escaso fortalecimiento institucional para coordinar, extender y evaluar la Educación Media Técnica. Que proponemos que debería ser realizado en breve plazo.[.....]</i> <p>Tras la finalización de APREMAT, en el año 2005, el MINED ha puesto en práctica algunas de las recomendaciones anteriormente señaladas, derivadas de las carencias que la evaluación final había detectado. Entre ellas podemos citar:</p> <ul style="list-style-type: none"> • La creación de la Dirección de Educación Técnica y Tecnológica dentro del MINED (2007). • La oficialización de las titulaciones del área Media Técnica (antes de APREMAT no eran títulos oficiales). • La puesta en marcha del programa MEGATEC, de refuerzo del área técnica y articulación modular de los niveles medio y superior <p>Source: MN 206 ; MINED, Fundamentos de la Educación Media Técnica y Superior Tecnológica, programa MEGATEC (2008), pag. 5 y siguientes MINED, Estudio analítico de la implementación inicial de la Red MEGATEC (2008), página 16 y siguientes</p>
PROJÓVENES I	<p>Mid – term evaluation (page 5):</p> <p>Conclusión 10: <i>En vista de una debilidad para crear una coherencia de las políticas públicas en materia de prevención de la violencia y delincuencia juvenil en El Salvador y la evidencia de una ausencia de espacios de coordinación, PROJÓVENES posee ventajas comparativas para</i></p>

	<p><i>responder a la demanda de coordinar e incentivar iniciativas interinstitucionales y acciones consensuadas con la sociedad civil organizada, municipios y organismos de la cooperación internacional.</i></p> <p>Conclusión 11: PROJÓVENES tiene la oportunidad de cooperar con el Gobierno en la consolidación de políticas públicas que mejoren la condición juvenil, sólo y exclusivamente si logra intensificar y sistematizar su propia experiencia en el trabajo directo con las y los jóvenes y si logra fortalecer al CNSP en su tarea de generar sinergias entre todos los actores involucrados en las políticas preventivas a favor del desarrollo de capacidades y oportunidades en las personas jóvenes salvadoreñas.</p> <p>MN10 (page 21):</p> <ul style="list-style-type: none"> ▪ PROJÓVENES tuvo un recorrido muy original: <ul style="list-style-type: none"> ○ <i>El beneficiario no quería el proyecto</i> (cfr. Súper mano dura, represión, etc. Que no es cosa de rehabilitación de jóvenes). Ella pensaba que nunca funcionaría. El presidente del consejo nacional de salud (?): nos hablo con maravillo, este proyecto se puso como ejemplo de proyecto que había que hacer, muy contentos, había resultados, el gobierno estaba muy sorprendido → han cambiado de actitud, hay mucho interés para la segunda parte, un poco mas allá ahora que quitar la gente de las maras. <p>Durante el trabajo de campo se ha evidenciado que PROJÓVENES I ha influido en el inicio de un giro en las políticas de prevención, aunque todavía está por materializarse en una verdadera política de estado.</p> <p>Source: MN 201 hasta 214</p>
I-2.1.4	Evidence of qualitative improvements in training methods and information technology, in the field of education
APREMAT	<p>See I-2.1.2</p> <p>Adicionalmente, se resalta la asunción por parte del MINED de la metodología de diseño curricular basado en competencias para la enseñanza técnica.</p> <p>Source: MN 206</p>
PROJÓVENES I	See I-2.1.2
I-2.1.5	Documented views of target groups (teachers, parents, social institutions, church, etc) on the programmes
APREMAT	<p>Ex – post evaluation (page 35 - 36):</p> <ul style="list-style-type: none"> - Los alumnos y profesores de los Institutos Nacionales que no han recibido apoyo del proyecto APREMAT manifiestan que las enseñanzas técnicas que se imparten en las diferentes especialidades no habilitan para el desempeño de un puesto de trabajo, a pesar de tener un año más de duración que el Bachillerato general. En los Institutos que han sido beneficiados por el proyecto se manifiesta justamente lo contrario. - Las empresas del entorno de los Institutos Nacionales beneficiados con el proyecto APREMAT manifiestan en su conjunto una gran satisfacción en cuanto al grado de preparación con el que llegan los alumnos a los centros de trabajo que los acogen, ya sea en prácticas o incorporados a un puesto de trabajo. <p>Las empresas del entorno se muestran satisfechas con el nivel de desempeño de los alumnos egresados una vez que se incorporan al mercado laboral. Los empresarios consultados manifiestan un grado de satisfacción superior con respecto a los alumnos que no han sido beneficiados con el proyecto y reciben una educación “tradicional”.</p>

	<p>A pesar de estas conclusiones, altamente positivas con respecto a los Institutos beneficiados por el Proyecto, tanto padres de familia como los mismos alumnos, beneficiados o no por el proyecto, declaran que su intención una vez que finalicen sus estudios es continuar su formación a nivel universitario, siendo una minoría los que pretenden incorporarse al mercado laboral o continuar estudios de formación profesional superior en los Institutos Tecnológicos.</p> <p>Estas opiniones ponen de manifiesto la poca importancia que la sociedad salvadoreña le otorga a la educación técnica ya sean los realizados en los Bachilleratos técnicos o en los Institutos Tecnológicos.</p> <p>Todo esto se traduce en una baja estima social por aquellas opciones de estudios que suponen una habilitación para incorporarse al mercado laboral.</p> <p>Ex – post evaluation (page 51):</p> <ol style="list-style-type: none"> 1. Los nuevos equipamientos e infraestructuras aportadas por APREMAT son globalmente pertinentes, eficientes y eficaces, lo cual se ha verificado con los procesos de aprendizaje y el grado de satisfacción de alumnos, familias y docentes. 2. Todos los agentes consultados coinciden en una valoración positiva de los equipos didácticos instalados por APREMAT. <p>Adicionalmente, en la visita de campo a uno de los Centros Educativos beneficiados por APREMAT (Instituto Damián Villacorta), se evidenció una alta satisfacción con el proyecto por parte de los profesores entrevistados.</p> <p>Source: MN 213</p>
PROJÓVENES I	Durante la visita de campo a 6 de las 57 comunidades beneficiadas por el proyecto, se evidenció una alta satisfacción con el mismo, por parte de los representantes de las Juntas Directivas y algunas otras personas consultadas.
PROARES	Se han reconstruido al menos 500 aulas en las 218 escuelas afectadas en los tres Departamentos al finalizar la intervención y se ha invertido un costo promedio por aula de 2000 EURO. <i>(Source: EC, Ficha de seguimiento de proyectos (page 1), 2009)</i>
JC 2.2	<i>Young poor people and delinquents have better access to employment.</i>
PROJÓVENES I	The project, using an integrated approach on juvenile delinquency prevention, carried out some aspects related to vocational training, access to employment and support for setting up micro-enterprises. However, these aspects were amongst the weakest of the project.
PROJÓVENES II	Reinforcing vocational training and access to employment has been included in the design of PROJÓVENES II and it is one of the main elements to be strengthened.
APREMAT	<ul style="list-style-type: none"> • APREMAT has contributed to improving quality in education in the 22 pilot centres where it has taken direct action; therefore, access to employment opportunities have also improved. • Improvements in educational quality brought about by APREMAT mainly took place in the areas of teacher training, better equipment and infrastructures, and more appropriate syllabus design. • However, the area of careers advice has had more limited results and impacts. <ul style="list-style-type: none"> • In the area of technical education, MINED still has the challenge of reinforcing the partnerships between schools & colleges and businesses.
	The project, using an integrated approach on juvenile delinquency prevention, carried out some aspects related to vocational training, access to employment and support for setting up micro-enterprises. However, these aspects were amongst the weakest of the project.
I-2.2.1	Availability of non-formal education and vocational training
APREMAT	En cuanto a orientación profesional (vocational training):

APREMAT sí ejecutó acciones en esta línea, y por tanto, se puede considerar que estuvieron disponibles. No obstante las conclusiones de la evaluación ex – post al respecto de esta componente son (pag. 47):

***Incorporar la Orientación Profesional en la Educación Media Técnica
Hallazgos***

- 1 *La mayoría de los alumnos de EMT desean continuar sus estudios en la Universidad.*
- 2 *La mayoría de los alumnos de 9º de Tercer Ciclo no llegan suficientemente orientados, vocacionalmente, a los Bachilleres.*
- 3 *La mayoría de alumnos de Bachillerato Técnico finalizan sus estudios Medios inadecuadamente orientados profesionalmente.*
- 4 *La deserción en los Institutos beneficiados por el proyecto APREMAT se mantiene con ligeras variaciones constante en un mismo Instituto en relación al resto de ofertas formativas, por lo tanto podemos deducir que no se alcanzó suficientemente el indicador objetivamente verificable de disminuir en un 20% la deserción en los bachilleres técnicos.*
- 5 *No se ha logrado equilibrar la opción por el Bachillerato de Comercio y por el Bachillerato del área Industrial (indicador no cumplido).*

Conclusiones

En los Institutos Nacionales que se han beneficiado del proyecto APREMAT se ha alcanzado el indicador referente a que el “70% de los alumnos que procedían de 9º grado conocían o conocen las opciones de bachillerato técnico” pero a pesar de ello muchos de ellos no quieren continuar estudiando en el nivel superior de la Educación Técnica ni tampoco quieren incorporarse al mundo del trabajo una vez finalizado el Bachiller Técnico.

En las localidades en que existe oferta universitaria pública cercana, la inmensa mayoría de los alumnos quieren continuar sus estudios en la Universidad.

Esto pone de manifiesto que no se ha cumplido el indicador que señala que “el 80% del personal capacitado para la orientación aplica los instrumentos y técnicas de orientación socio profesional”

En su inmensa mayoría el profesorado dejó de aplicar el sistema de orientación ya sea por la rotación docente, por falta de medios o por no disponer de carga horaria para realizar este trabajo.

Se detecta que muchos alumnos se informan de las diferentes opciones de Bachiller Técnico únicamente por folletos que compran en los mismos Institutos Nacionales o por charlas que se imparten en el 9º grado los Institutos con el fin de captar alumnado. No existe por lo tanto un sistema debidamente organizado de orientación vocacional que se aplique en 9º grado.

Respecto a la orientación profesional para el Bachiller Técnico adolece de los mismos problemas que el sistema de 9º grado.

No hay disposición de profesorado especializado debido a la alta rotación docente, falta de medios para realizar esta labor y por no disponer de carga horaria para orientación profesional.

Eso hace que los alumnos que egresan de los Bachilleres Técnicos no hayan recibido una correcta orientación profesional que les capacite para incorporarse al mundo del trabajo con un nivel de conocimientos suficiente que les permita dominar las relaciones que se producen en el entorno laboral (legislación laboral, economía general y de empresa, seguridad e higiene en el trabajo, procesos de selección laboral, organización del trabajo y nuevas tecnologías, etc.).

	<p><i>Podemos concluir por lo tanto que este objetivo, tal y como está planteado en la actualidad, no es sostenible.</i></p> <p>En cuanto a Educación No Formal, en la evaluación ex – post (pag. 12) se cita:</p> <ol style="list-style-type: none"> 1. <i>La componente “Educación no Formal” se propuso como resultado el aumento de la cobertura de los equipos didácticos de la educación media técnica hacia la formación no reglada para rentabilizar los equipos y obtener recursos financieros extras que faciliten la sostenibilidad.</i> <p>A pesar de ello, no aparecen claramente en la evaluación ex – post conclusiones específicas relativas a esta componente, una vez ejecutada.</p>
PROJÓVENES I	<p>Mid – term evaluation (page 9):</p> <p>Conclusión 24: <i>El componente Formación laboral y empleo empieza a instalarse en la EGP recién en marzo de 2005. Pese a su importancia para frenar la incorporación juvenil a la violencia y la delincuencia es el componente más débil de PROJÓVENES. Las capacidades técnicas son limitadas para sistematizar experiencias de programas públicos y privados y emprender acciones formativas para el empleo, y contribuir así al cumplimiento de los objetivos del Proyecto. Es preciso aumentar la capacidad técnica del componente de forma inmediata y articularlo de forma pro-activa con experiencias existentes en la sociedad salvadoreña (Gobierno, agencias donantes, ONGD) y en la región, para superar el serio retraso y la poca proyección.</i></p> <p>Conclusión 25: <i>Para que PROJÓVENES brinde oportunidades de rehabilitación y reinserción a jóvenes que han expresado su voluntad de abandonar la violencia, dicho componente debe ser reforzado inmediatamente. Su fortalecimiento tiene que contemplar un firme respaldo gubernamental, la asignación adicional de recursos financieros CE, la ampliación y reforzamiento formativo de sus recursos humanos, así como una articulación sistémica con otros actores estatales y no gubernamentales a través del CC y otras instancias.</i></p> <p>El proyecto PROJÓVENES I ha disponibilizado una amplia oferta de actividades de educación no formal. (Ver tabla en I.2.1.2)</p> <p>Source: Informe Final Técnico PROJÓVENES I</p>
I-2.2.2	Number of youngsters finishing EC-funded formal and non-formal education or vocational training programmes;
APREMAT	No se ha encontrado información cuantitativa que proporcione datos fiables sobre el número de jóvenes que ha concluido estudios de Educación Formal o No Formal a través de APREMAT. Como referencia, se tiene el dato de 60.000 alumnos potencialmente beneficiarios (según la formulación inicial, en términos muy generales). No obstante, no se puede hablar estrictamente de “EC Funded”, ya que APREMAT se ha centrado en reforzar una oferta educativa ya existente en 22 Institutos, y en trasladar y adaptar metodologías educativas.
PROJÓVENES I	Ver tabla en I.2.1.2. Source: Informe Final Técnico PROJÓVENES I
I-2.2.3	Number of youngsters reintegrating into the formal education system or the labour market after participation in such EC-funded programmes.
APREMAT	No hay datos en este sentido: no se ha conseguido realizar un seguimiento apropiado al respecto del número de jóvenes beneficiarios del proyecto que se integraron en el mercado laboral.
PROJÓVENES I	Sobre integración en el mercado laboral:

IOV 4 Objetivo Específico		
Tabla 12 Grado de cumplimiento IOV 4 Objetivo Específico		
IOV	Esperado	Cumplido
IOV	El 50% de los jóvenes entre 16 y 25 años que han participado en procesos de formación logran empleo, a través del autoempleo o en empresas.	El 13.8% de los jóvenes entre 16 y 25 años que han participado en procesos de formación (1725) lograron empleo, a través del autoempleo o en empresas.
TOTAL	100%	27%

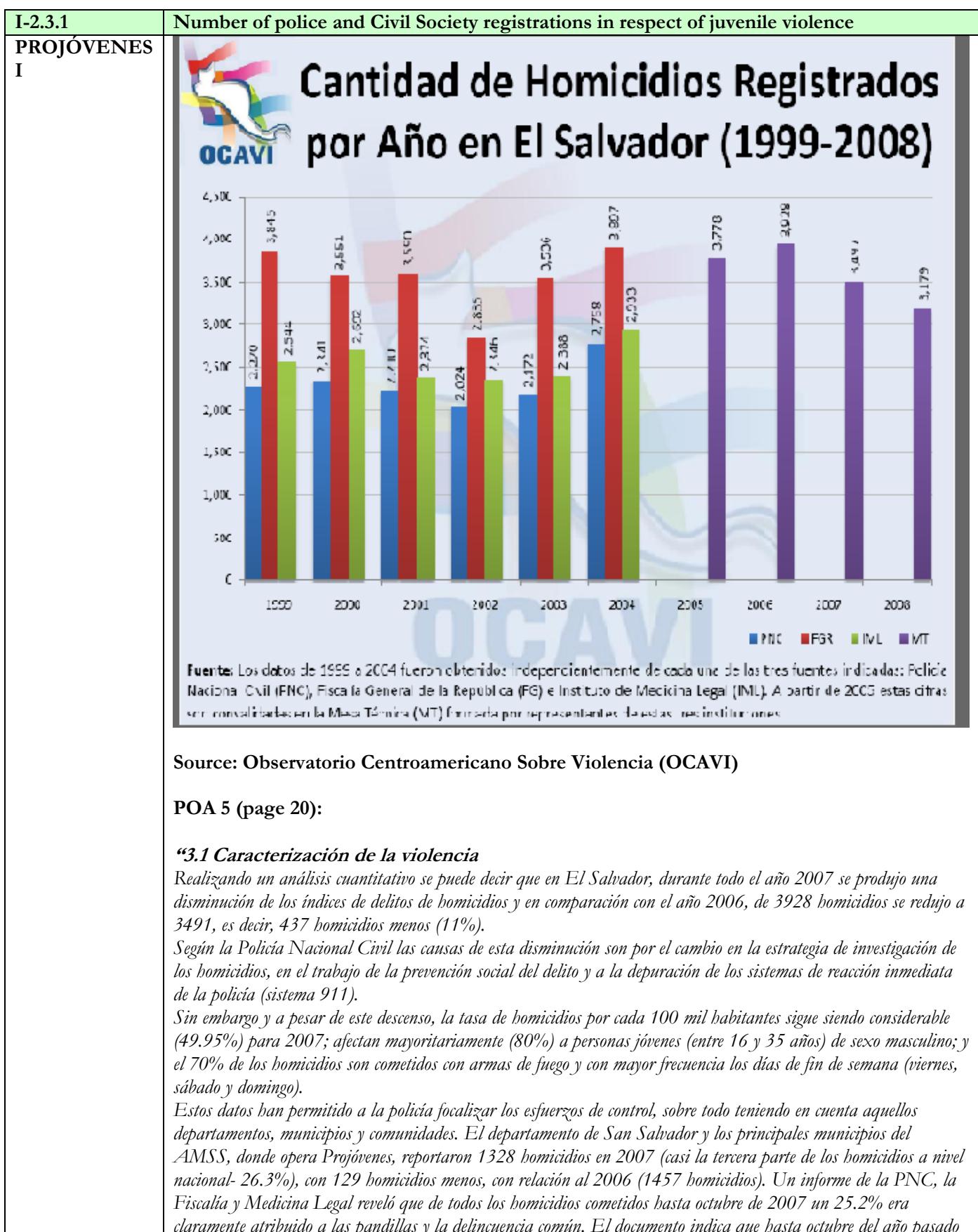
Source: Informe Final Técnico PROJÓVENES I, page 56

En relación al tema de la inserción laboral, más allá de los datos cuantitativos vertidos que aparecen en el informe, todas las personas entrevistadas (CNSP, Delegación CE y beneficiarios) han coincidido que los resultados han sido peores de lo esperado.

Source: MN 202, 203, 204, 205, 207, 210, 211, 214.

No existen datos relacionados con la integración al sistema educativo formal. Sí existen varios datos en el informe técnico final relativas a actuaciones en las escuelas: mantenimiento de un clima de no violencia y mantenimiento del grado adhesión en los niveles de matrícula. Los datos ya han sido mostrados en JC2.1.

I-2.2.4	**Degree of correspondence of EC-funded interventions with intended objectives and funding in the field of education and social violence**	
APREMAT	En términos generales, se valora que sí existió esta correspondencia	
	Source: revisión documental general + entrevistas trabajo de campo MN 206, 209, 212, 213,	
PROJÓVENES I	En términos generales, se valora que sí existió esta correspondencia: Source: MN202, 203, 204, 205, 207, 210, 209, 211, 214.	
JC 2.3	***Juvenile delinquency has sustainably decreased.***	
PROJÓVENES I	- Juvenile delinquency is still perceived by the Salvadorian population as one of the main problems in their society; intervention in this area continues to be a priority both for the Salvadorian government and the main funding agencies. - Delinquency rates in the country over the studied period have remained at high levels. - Over the last few years, new factors have arisen which influence the typology of the young delinquent, mainly: the effects of drug traffic and its routes across Central America, with a strong presence in El Salvador. Lately, delinquents have become more “sophisticated”: with more money, more infrastructure and more capacity to carry out violent acts. - In the 57 communities where PROJÓVENES has been implemented, juvenile delinquency has decreased. It is a successful initiative, whose impact in quantitative terms is very limited to the area of intervention. The main interest lies in its potential to be reproduced and the possibility of adopting the integrated prevention model at the level of state policies.	



el 72.1% de los asesinatos era, al momento del reconocimiento forense, de autor desconocido. Esta cifra es réplica de los homicidios cometidos en menores de edad, que arrojaron un promedio de un niño asesinado cada día y un 72.3% de asesinatos de autor desconocido, y solo 24.3% vinculados a pandillas y delincuencia común en este grupo de edad.

3.2 Dimensión Subjetiva

La percepción de inseguridad que tiene la población salvadoreña durante el año 2007 se ha mantenido en comparación con años anteriores, esto está vinculado con los altos índices de violencia que existen en el país, pese a que en el pasado año tuvieron una tendencia a disminuir.

Según una encuesta de opinión realizada por el IUDOP como evaluación del año 2007 respecto a la violencia delincuencial refleja que un 52.4 % de la población considera que esta situación ha aumentado, un 24.7% considera que sigue igual y un 22.9% evalúa que la misma disminuyó, en comparación con el 2006.

La misma encuesta indica que el 80.6% de los consultados no han sido víctima directa de un hecho violento contra un 19.4% que si ha sido. De este grupo el 52.1 % reporta haber sido víctima de un hurto o robo sin agresión, robo con agresión reporta el 36.6%, amenazas 4.4%, extorsiones 4.2%, y otros delitos 2.4%. Las personas que fueron víctimas de delito, el porcentaje mayor son hombres entre los 18 y 25 años y de la zona Paracentral del país.

Primer informe 2006 PROJÓVENES (page 2):

El año 2006, según las estadísticas de la Policía Nacional Civil se inició con un incremento de violencia homicida en relación al año pasado. Durante el mes de enero se registraron un total de 316 asesinatos, la mayoría de los cuales fueron realizados con armas de fuego.

En relación a la actividad vinculada con grupos de pandillas se reportaron durante el primer trimestre del presente año extorsiones en los barrios y en el transporte colectivo. Fuentes oficiales reportan que alrededor de 2,600 empresarios han sido extorsionados y 107 transportistas han sido asesinados por estos motivos.

El tema de los deportados viene a sumar la lista de problemáticas que contribuyen a la violencia social, en lo que va del año han sido deportados 1,103 personas de las cuales 24.2% tiene antecedentes criminales de diversa índole y 60 de estos, que representan el 5.4% son pandilleros (según datos publicados en La Prensa Gráfica, el 15/02/2006).

MN 3 (2009): GoES staff member

- *Ahora tenemos el problema de los jóvenes y al delincuencia. El proyecto PROJÓVENES, ha tenido altos y bajos y sus resultados son mixtos. Una débil financiación del estado y una fuerte componente administrativa en la gestión por parte de la CE, son los factores que más han incidido en este programa, pero se considera exitoso desde el punto de vista de la experiencia, y esperemos que el nuevo programa sea mejor.*
- *El Salvador confronta un fenómeno nuevo de violencia que surge en el famoso 11 de Septiembre con la caída de las torres en NY. Cantidades de delincuentes fueron retornados al país con códigos de agresividad urbana nunca antes experimentados.*
- *La droga cambia e intensifica su ruta de tráfico hacia México y US vía Centro América. A El Salvador le toca un porcentaje importante de este tráfico y es allí donde las maras y la mafia mexicana influencian en los jóvenes para controlar el mercado. A esto se suma un creciente tráfico de armas aun más sofisticadas que los que tiene la policía misma.*
- *El nuevo delincuente joven tiene dinero, es bilingüe y aterroriza a la población. Estos fenómenos no están previstos y los proyectos no se adecuan tan fácilmente a las nuevas circunstancias.*
- *La política del gobierno tampoco favoreció a la violencia. El método “mano dura y super dura”, aplicado por la policía, encontró respuesta con más violencia, mas sofisticación aun que la policía misma.*
- *PRO-JOVENES, fue un experimento aunque así no haya sido planteado, y como tal tiene aspectos positivos y negativos. Es curioso que a pesar de los fondos que se canalizan para la pacificación*

	<p><i>todavía la violencia sigue creciendo.</i></p> <p>Durante el trabajo de campo se ha detectado un consenso generalizado en todas las personas entrevistadas, en el sentido de que la delincuencia no ha descendido en El Salvador. Source: MN 201 – 214</p>
I-2.3.2	<p>Evidence of capacity-building in justice and security institutions following EC policy dialogue or funding</p>
PROJÓVENES I	<p>Uno de los logros atribuidos a PROJÓVENES I es el de haber sido capaz de crear y mantener una buena colaboración institucional entre organismos vinculados a la justicia y seguridad: Policía Nacional, Fiscalía General de la República, Corte Suprema de Justicia y Consejo Nacional de Seguridad Pública, entre otros.</p> <p>Source: MN 202, 203, 204, 205, 207, 210, 209, 211, 214.</p> <p>En el Anexo 3 del Informe Final Técnico, se detallan las acciones que el proyecto realizó con otras instituciones del Estado. Las que tienen relación con el tema de la Justicia y Seguridad son: Corte Suprema de Justicia, Procuraduría General de la República, Ministerio de Seguridad Pública y Justicia, Policía Nacional Civil. En otros ámbitos se ha colaborado con el Ministerio de Educación, Ministerio de Trabajo, ISNA, CONCULTURA, INDES y EDYTRA.</p> <p>Source: Informe Final Técnico. Anexo 3</p>
MN 10 (EC staff member)	<ul style="list-style-type: none"> ▪ PROJÓVENES tuvo un recorrido muy original: <ul style="list-style-type: none"> ○ <i>El beneficiario no quería el proyecto (cfr. Súper mano dura, represión, etc. Que no es cosa de rehabilitación de jóvenes). Ella pensaba que nunca funcionaría. El presidente del consejo nacional de salud (¿?): nos hablo con maravilla, este proyecto se puso como ejemplo de proyecto que había que hacer, muy contentos, había resultados, el gobierno estaba muy sorprendido → han cambiado de actitud, hay mucho interés para la segunda parte, un poco mas allá ahora que quitar la gente de las maras.</i>
Mid – term evaluation (page 5):	
Conclusión 10:	<p><i>En vista de una debilidad para crear una coherencia de las políticas públicas en materia de prevención de la violencia y delincuencia juvenil en El Salvador y la evidencia de una ausencia de espacios de coordinación, PROJÓVENES posee ventajas comparativas para responder a la demanda de coordinar e incentivar iniciativas interinstitucionales y acciones consensuadas con la sociedad civil organizada, municipios y organismos de la cooperación internacional.</i></p>
Conclusión 11:	<p><i>PROJÓVENES tiene la oportunidad de cooperar con el Gobierno en la consolidación de políticas públicas que mejoren la condición juvenil, sólo y exclusivamente si logra intensificar y sistematizar su propia experiencia en el trabajo directo con las y los jóvenes y si logra fortalecer al CNSP en su tarea de generar sinergias entre todos los actores involucrados en las políticas preventivas a favor del desarrollo de capacidades y oportunidades en las personas jóvenes salvadoreñas.</i></p>
PROJÓVENES II	<p>Identification Fiche (page 7):</p> <p><i>This project is an effort to consolidate the processes initiated by the project Prevención Social de la Violencia y Delincuencia Juvenil, PROJÓVENES</i></p>

	<p>CNSP-UE, coordinated by the National Council of Public Security (CNSP) during 2002 and 2008. This new project is based on the community and institutional processes of PROJÓVENES and the experience of the CNSP.</p> <p>The project <i>Prevención de la violencia con participación juvenil</i> (see draft overview in Annex) pursues as a general objective to:</p> <p>Consolidate the capacities for prevention and rehabilitation at the community, municipal, national and regional levels with the aim of improving the opportunities for integral development of socially vulnerable youth and thus peaceful citizen coexistence in the metropolitan area of San Salvador.</p>
JC 2.4	The EC support relating to education and social violence offers added value to EU MS' interventions.
APREMAT	As for APREMAT, its capacity to have influenced educational policies in El Salvador; specifically, the secondary technical area, is noteworthy. As well as the improvements taking place in the 22 centres where intervention was carried out, the project has also been able to positively affect the understanding of secondary technical education in the country. Issues such as institutional and normative reinforcement at MINED's level, or the dissemination of a new methodological approach (skills-based syllabus) can only be dealt with by means of mid to long-term intervention, requiring a relatively high investment. Such "issues of size", in terms of finance and time, are not specific to the EC's projects; other member states are increasingly incorporating such kinds of tools for development cooperation. Nevertheless, it is considered that APREMAT's vision, at the time when it was created (1999), did provide an added value in the terms that have just been presented.
PROJÓVENES I	Regarding PROJÓVENES I the added value lies in the fact of having been a pioneer project . It represents the first intervention of relevance in the country, set in motion with European funding, and focusing on the problematics of juvenile delinquency, with an integrated prevention approach and a focus on institutional collaboration.
I-2.4.1	Evidence of a clear advantage of EC support to EU MS in the field of vocational training and social violence (policy dialogue, sector or technical expertise, country experience, critical mass of resources)
General	An EU MS staff member mentioned the sectors in which he considers that the EC theoretically might add value: " <i>Valor agregado? Sí con la integración regional, y después todo el apoyo al sector privado, temas de comercio, etc. Deben de ser muchos mejores que donantes bilaterales chiquitos como Luxemburgo o Austria. En todos los otros sectores, no está claro en que podrían tener un valor agregado, por ejemplo en educación</i> ". (Source: MN 24) + See I-3.4.1
PROJÓVENES I	Durante el trabajo de campo se ha evidenciado un consenso generalizado entre todas las personas entrevistadas, en el sentido de que PROJÓVENES I fue un proyecto pionero que está contribuyendo a un cambio en el abordaje de la problemática de la delincuencia en El Salvador, a nivel de las políticas del GoES Source: MN 201-214
APREMAT	El MINED valora muy positivamente la contribución de la Comisión Europea a través de APREMAT: masa crítica de recursos, asistencias técnicas y enfoque metodológico que se ha trasladado
I-2.4.2	Evidence of a mandate given by EU MS to the EC in the field of education and social violence
APREMAT	No se han encontrado evidencias al respecto de la existencia de este mandato
PROJÓVENES	No se han encontrado evidencias al respecto de la existencia de este mandato

I y II	
I-2.4.3	Evidence of a common political agenda between the EC and EU MS in the field of education and social violence
PROJÓVENES II	<p>En la ficha de identificación (pág. 2) se describe que ha existido coordinación con Agencias de Cooperación de Países Miembros:</p> <p><i>This identification fiche comes as a result of a consultation process with key stakeholders including officials from various ministries, institutes, associations representing the different social sectors of El Salvador, and colleagues from Member State representations (Spain, Germany, Italy, France) and respective cooperation agencies (AECI, GTZ) as well as other International Organizations, such as UNDP, UNODC, the World Bank and the Inter-American Development Bank.</i></p>

EQ3	To what extent did EC interventions contribute to improve the social services and particularly for the poorest, focusing on infrastructure for and access to basic health and water services?
JC 3.1	<i>Health infrastructure has been sustainably improved.</i>
PROARES	It should be noted that the post-earthquakes reconstruction programme PROARES also tackles health infrastructure (and water and sanitation), in addition to the central activity of rebuilding of housing. Relatively good effectiveness with regard to health infrastructure, despite partial achievement of objectives and certain deficiencies. Impact limited to direct beneficiaries, though, not at general level.
PAPES	PAPES is a GBS but has funded RS (Red Solidaria) which has a basic social service infrastructure component which in turn builds or rehabilitates health infrastructures when these are given priority by the local coordination council (<i>Comité Municipal de Coordinación de Red Solidaria</i>). These health centres can also benefit from the construction of rural roads and from connections to the electric, water and sanitation networks financed by this same component.
I-3.1.1	Number of health centres rehabilitated and made effective by EC funding
General	An EC staff member notes that the EC did little in health with relation to the CSP 2007-2013: “ <i>A pesar de que el CSP 2007-2013 es claro en términos de salud, no se hizo nada, excepto las líneas temáticas (ONG-PVD que es ahora DCI-NSA-PVD). Entonces solamente proyectos con montos menores, al máximo €750,000. No hubo proyecto grande ni se piensa tener uno. Lo único que hubo de proyectos con montos significativos eran de reconstrucción/ rehabilitación de infraestructuras (PROARES, PRRAC).</i> ” (Source: MN 31) This is confirmed by the inventory for this evaluation (see Annex with Inventory). An EC staff member has the personal view that health is a low priority issue in the country (former and current GoES, population, etc.) as development of the country is rather envisaged in terms of trade infrastructure, etc. (Source: MN 31)
PROARES	It should first and foremost be noted that the post-earthquakes reconstruction programme PROARES also tackles health infrastructure ; the third of the four programme expected results is indeed the “reconstruction of social infrastructure, notably state primary schools and basic health centres”. It covered remodelling of 7 health units and 1 health center, for a total of €0.7m (= 3% of the EC €25m contribution to PROARES). PROARES’ Final Evaluation on pages 29-31 specifies the achievement level of the health-related expected result. It considers that ‘effectiveness is good’, comparing the achievement of 7 health units increased or remodelled and 1 health center remodelled vs. the objective established in the POG of building of 11 health-infrastructure projects. It was actually mostly remodelling of existing infrastructure vs. building of new infrastructure – there is thus no increase in health coverage, but improvement of service. The Health Ministry (MSPAS - Ministerio de Salud Pública y Asistencia Social) specifies additionally that 50% of the health units in the country are in bad condition. Furniture and equipment are also a problem, as there was no funding envisaged to this purpose. Nevertheless, PROARES’ Final Evaluation specifies that it is undeniable that the programme considerably improved the condition of existing infrastructure, despite some deficiencies. All these results were achieved with significant delay (<i>see I-6.2.3</i>), requiring signature of Addenda to the Financing Agreement for additional time. For this reason, the 2004 ROM report on PROARES provided at that time a “c – problems” score for effectiveness-to-date. Cfr. Text in PROARES’ Final Evaluation pages 29-31: “ <i>El Programa ha contemplado la remodelación de</i>

las 7 Unidades de salud y 1 Casa de salud, así distribuidas:

- 3 en el Departamento de Cuscatlán
- 3 en el Departamento de La Paz
- 2 en el Departamento de San Vicente

Municipio	Departamento	Costo total / Euros	Área ampliación m ²	Área remodelación m ²	Área de intervención total m ²	Costo por m ² de intervención
U. de salud - Tapalhuaca	La Paz	81.505	273.35	131.56	404.91	201
U. de salud - S. Francisco Chinameca	La Paz	73.397	280.09	106.63	386.72	190
U. de salud - San Pedro Nonualco	La Paz	127.154	20.25	565.85	586.10	217
U. de salud - San Rafael Cedros	Cuscatlán	108.442	80.1	508.22	588.32	184
U. de salud - Tenancingo	Cuscatlán	97.487	208.07	163.09	371.16	263
Casa de salud - Los Naranjos, Cojutpeque	Cuscatlán	41.742	0	0	64.82	644
U. de salud - San Cayetano Istepeque	San Vicente	74.499	8.66	369.4	378.08	197
U. de salud - Verapaz	San Vicente	93.142	8.66	753.06	761.74	122
TOTALES		697.367	879.22	2.597.81	3.541.85	197

Fuente: FISOL

Todas las Unidades han sido realizadas en los municipios donde se han construido viviendas, a excepción de la unidad localizada en Verapaz (Dep. de San Vicente), y solamente la del municipio de San Cayetano Istepeque (Dep. San Vicente) ha sido construida donde se ha realizado un NAO.

Hay que mencionar las siguientes observaciones:

- *El alcance definitivo esperado para el Programa (el POG preveía 2 Unidades de salud y 9 casas de salud) en infraestructura de salud es, por lo tanto: la construcción de 8 Unidades de salud con una superficie total de intervención de 3,541,85 m². Cantidad que no puede ser comparable no habiendo definido a nivel de POG ningún parámetro de superficie de intervención.*
- *El mayor número de intervenciones han sido remodelaciones y reparaciones que incluyen una ampliación del edificio (el 25% del total de la superficie intervenida). No se han construido centros de salud nuevos, solo una Casa de salud de solamente 64 m².*
- *Teniendo en cuenta que se ha trabajado en rehabilitación de Unidades de Salud existentes no podemos hablar de un prototípico de U. de Salud PROARES pero es cierto que hay algunos elementos comunes (soluciones constructivas o materiales utilizados, colores) que nos ayudan a identificar en cierta medida que la obra ha sido ejecutada en el marco del Programa.*
- *En general, las Unidades de Salud han tenido muy buena acogida en las comunidades donde se han construido. Es innegable que el Programa ha mejorado notablemente las condiciones de la infraestructura existente aunque hemos encontrado, en las visitas realizadas algunas deficiencias en los acabados. Debemos destacar, por haberlo observado en los centros de salud visitados, problemas de distinta índole debidos a la falta de mantenimiento mínimo. El funcionamiento de las instalaciones en el futuro dependerá de la capacidad de intervención para solucionar estos problemas. Actualmente el MSPAS no se hace cargo del mantenimiento de estos Centros e interviene solamente en los problemas mayores. Los Directores de las U.de Salud deben pedir ayuda a los Centros Regionales (SIBASI) para encontrar soluciones, debido a que desde hace un año que las consultas son gratuitas y que anteriormente la cuota "simbólica" que eran pagadas fueron utilizada para el mantenimiento de los centros. Estos Centros no reciben ayuda económica para su mantenimiento.*
- *A pesar de estas deficiencias, el personal que presta servicio en los centros también reconoce una gran mejoría en sus condiciones de trabajo.*
- *Con respecto a la participación de los beneficiarios en la planificación del Proyecto, resulta que los médicos y personal de enfermería que atienden los centros de salud visitados no tuvieron mucha oportunidad de opinar sobre los diseños arquitectónicos que fueron revisados y aprobados directamente en el MSPAS. En algunos casos se realizaron algunas obras adicionales, no contempladas en el contrato, mediante un convenio con la Alcaldía dependiendo del carácter y poder de convicción de los usuarios finales.*
- *La construcción en el sector salud no se ha centrado exclusivamente en los edificios; se han ejecutado obras complementarias como: cisterna con bomba, tanques elevados, fosa de desechos biológicos, fosa séptica y pozo resumidero, sistemas completos de drenaje de aguas lluvias y aguas negras, subestación eléctrica, cercos perimetrales,*

	<p><i>bodega general, accesos para la ambulancia, etc.</i></p> <ul style="list-style-type: none"> <i>Sobre el mobiliario y el equipamiento de los centros desafortunadamente el PROGRAMA no tenía fondos previstos, y por lo tanto nos encontramos en situaciones de tener ambientes en excelentes condiciones, limpios, bien iluminados con mobiliario y equipamientos ya completamente deteriorado.</i> <i>Cabe mencionar también que las infraestructuras de salud y educación construidas en el ámbito del proyecto eran casi todas ampliaciones y remodelaciones de infraestructuras existentes; por ahí no se puede hablar de un aumento de la cobertura de salud, pero sí de una mejora del servicio.</i> <i>Con excepción de las anillas construidas en el centro de educación CIDECO, todas las infraestructuras sociales corresponden a infraestructuras públicas de educación y salud.”</i> <p>The experts of the present evaluation identified during their field visits that one of the main reasons of PROARES success is that it was complementary to local efforts (institutional and personal), without substituting them. Construction/rehabilitation of basic services infrastructure and houses was complementary to realisations through other organisations/funding: schools, mail offices, sports centers, churches, fields, etc. It contributed to initiation of a dynamic.</p>																																																																																																																																																																					
PAPES	<p>A total of \$74m were disbursed during the period 2005-2007 for the second component relating to ‘basic social service infrastructure’. The GoES dedicated \$10.5m of it (14%) to extension of health services and \$25.3m (34%) to drinking water and basic sanitation, representing together \$35.8m (48%).</p>																																																																																																																																																																					
I-3.1.2	<p>Source: Financiamiento Red Solidaria, 2008 (page 1)</p> <table border="1"> <caption>CUADRO 1: INVERSIÓN RED SOLIDARIA AÑOS 2005-2007 (ejecutado) 2008 (proyectado)</caption> <thead> <tr> <th rowspan="2">Eje/ Componente</th> <th rowspan="2">Institución</th> <th>año 2005</th> <th>año 2006</th> <th>año 2007</th> <th>años 2005-2007</th> <th rowspan="2">año 2008 presupuestada</th> </tr> <tr> <th>ejecutada</th> <th>ejecutada</th> <th>ejecutada</th> <th>ejecutada</th> </tr> </thead> <tbody> <tr> <td>Eje 1 ^{1/}</td><td></td><td>1,056,820</td><td>5,837,260</td><td>10,498,167</td><td>17,392,247</td><td>20,365,200</td> </tr> <tr> <td>TMC</td><td>FISDL</td><td>419,890</td><td>3,262,385</td><td>6,650,050</td><td>10,332,225</td><td>12,556,835</td> </tr> <tr> <td>Seguimiento y Apoyo Familiar</td><td>FISDL</td><td>185,057</td><td>1,708,304</td><td>3,136,477</td><td>5,029,838</td><td>6,048,299</td> </tr> <tr> <td>Censos</td><td>FISDL</td><td>451,873</td><td>462,116</td><td>583,157</td><td>1,497,147</td><td>646,875</td> </tr> <tr> <td>Otros gastos apoyo asociados al Programa</td><td>FISDL</td><td></td><td>404,554</td><td>128,483</td><td>533,037</td><td>1,113,191</td> </tr> <tr> <td>Eje 2</td><td></td><td>8,851,256</td><td>21,139,575</td><td>44,036,468</td><td>74,027,299</td><td>47,987,193</td> </tr> <tr> <td>Redes Escolares Efectivas</td><td>MINED^{2/}</td><td>4,460,134</td><td>5,218,994</td><td>9,519,892</td><td>19,199,020</td><td>3,134,880</td> </tr> <tr> <td>Extensión Servicios de Salud</td><td>MSPAS^{3/}</td><td>1,100,376</td><td>3,725,387</td><td>5,698,565</td><td>10,524,326</td><td>7,432,096</td> </tr> <tr> <td>Agua Potable y Saneamiento Basico</td><td><i>Sub-total</i></td><td>2,740,127</td><td>8,795,503</td><td>13,796,527</td><td>25,332,157</td><td>12,753,106</td> </tr> <tr> <td></td><td>FISDL</td><td>527,428</td><td>5,680,223</td><td>8,986,653</td><td>15,194,304</td><td>12,003,733</td> </tr> <tr> <td></td><td>ANDA</td><td>2,212,699</td><td>3,115,280</td><td>4,809,874</td><td>10,137,853</td><td>--</td> </tr> <tr> <td></td><td>SNF^{4/}</td><td>--</td><td>--</td><td>--</td><td>--</td><td>749,373</td> </tr> <tr> <td>Electrificación</td><td>FISDL</td><td>106,230</td><td>1,834,696</td><td>5,783,503</td><td>7,724,429</td><td>4,855,095</td> </tr> <tr> <td>Infraestructura Estratégica</td><td><i>Sub-total</i></td><td>60,560</td><td>1,227,957</td><td>8,276,375</td><td>9,564,893</td><td>9,065,083</td> </tr> <tr> <td></td><td>FISDL</td><td>60,560</td><td>1,227,957</td><td>8,276,375</td><td>9,564,893</td><td>5,402,296</td> </tr> <tr> <td></td><td>MSPAS^{3/}</td><td>0</td><td>0</td><td>0</td><td>0</td><td>662,787</td> </tr> <tr> <td></td><td>Vivienda^{5/}</td><td>--</td><td>--</td><td>--</td><td>--</td><td>3,000,000</td> </tr> <tr> <td>Caminos pavimentados</td><td>MOP^{6/}</td><td>383,828</td><td>337,039</td><td>961,604</td><td>1,682,471</td><td>10,747,132</td> </tr> <tr> <td>Eje 3</td><td></td><td>692,134</td><td>1,267,524</td><td>1,407,426</td><td>3,403,281</td><td>1,218,362</td> </tr> <tr> <td>Proyectos Productivos</td><td>MAG^{7/}</td><td>680,645</td><td>1,070,839</td><td>1,365,547</td><td>3,117,031</td><td>1,113,362</td> </tr> <tr> <td>Microcrédito (TuCrédito y otros)</td><td>BMI^{8/}</td><td></td><td>11,489</td><td>196,685</td><td>41,879</td><td>286,250</td> </tr> <tr> <td>TOTAL PROGRAMA RED SOLIDARIA</td><td></td><td>10,600,210</td><td>28,244,359</td><td>55,942,060</td><td>94,822,827</td><td>69,570,755</td> </tr> </tbody> </table> <p>FUENTE: DIRECCIÓN EJECUTIVA RED SOLIDARIA CON BASE A INFORMACIÓN DEL FISDL, MINED, MSPAS, MOP, VMVDU, SNF, ANDA, MAG Y BMI. NOTAS:</p>	Eje/ Componente	Institución	año 2005	año 2006	año 2007	años 2005-2007	año 2008 presupuestada	ejecutada	ejecutada	ejecutada	ejecutada	Eje 1 ^{1/}		1,056,820	5,837,260	10,498,167	17,392,247	20,365,200	TMC	FISDL	419,890	3,262,385	6,650,050	10,332,225	12,556,835	Seguimiento y Apoyo Familiar	FISDL	185,057	1,708,304	3,136,477	5,029,838	6,048,299	Censos	FISDL	451,873	462,116	583,157	1,497,147	646,875	Otros gastos apoyo asociados al Programa	FISDL		404,554	128,483	533,037	1,113,191	Eje 2		8,851,256	21,139,575	44,036,468	74,027,299	47,987,193	Redes Escolares Efectivas	MINED ^{2/}	4,460,134	5,218,994	9,519,892	19,199,020	3,134,880	Extensión Servicios de Salud	MSPAS ^{3/}	1,100,376	3,725,387	5,698,565	10,524,326	7,432,096	Agua Potable y Saneamiento Basico	<i>Sub-total</i>	2,740,127	8,795,503	13,796,527	25,332,157	12,753,106		FISDL	527,428	5,680,223	8,986,653	15,194,304	12,003,733		ANDA	2,212,699	3,115,280	4,809,874	10,137,853	--		SNF ^{4/}	--	--	--	--	749,373	Electrificación	FISDL	106,230	1,834,696	5,783,503	7,724,429	4,855,095	Infraestructura Estratégica	<i>Sub-total</i>	60,560	1,227,957	8,276,375	9,564,893	9,065,083		FISDL	60,560	1,227,957	8,276,375	9,564,893	5,402,296		MSPAS ^{3/}	0	0	0	0	662,787		Vivienda ^{5/}	--	--	--	--	3,000,000	Caminos pavimentados	MOP ^{6/}	383,828	337,039	961,604	1,682,471	10,747,132	Eje 3		692,134	1,267,524	1,407,426	3,403,281	1,218,362	Proyectos Productivos	MAG ^{7/}	680,645	1,070,839	1,365,547	3,117,031	1,113,362	Microcrédito (TuCrédito y otros)	BMI ^{8/}		11,489	196,685	41,879	286,250	TOTAL PROGRAMA RED SOLIDARIA		10,600,210	28,244,359	55,942,060	94,822,827	69,570,755
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	<p><i>debajo de la media nacional (principalmente en San Vicente), sin conseguir reducir la diferencia relativa existente desde antes de los terremotos (de 1999 a 2002 el IDH nacional ha aumentado un 3%, mientras que el IDH medio de los 3 Departamentos sólo ha crecido un 2,5%).</i></p> <p><i>El esfuerzo del proyecto tiene peso y relevancia, pero se trata de un esfuerzo aislado en el marco de una crisis estructural a nivel nacional ante la necesidad de 570,000 soluciones habitacionales y la necesidad de dotar a 40,000 familias de una vivienda digna por año. Mientras las condiciones sociales y económicas del país no cambien radicalmente es imposible que un programa como el que nos ocupa aquí pueda influir determinantemente en la superación del déficit habitacional. Podemos decir que ha obtenido un impacto en la ayuda a la reconstrucción en las principales zonas de intervención como los Departamentos de Cuscatlán y La Paz.”</i></p> <p><i>(...)</i></p> <p><i>“Lastimosamente por problemas relacionados con la adquisición de terrenos en estos Departamentos el Programa ha tenido que ampliar su área de influencia a 2 municipios del Departamento de Usulután y a uno del Departamento de La Libertad no previstos en las DTA, situación que seguramente ha disminuido el impacto sobre el área de influencia. Además se habría podido obtener un impacto económico a nivel de escala municipal si se hubiera dirigido la construcción con el sistema constructivo del bloque de cemento, siendo este producto elaborado fácilmente en cada zona del país. Pero el Programa sin duda tendrá un impacto importante sobre los beneficiarios directos:</i></p> <ul style="list-style-type: none"> <i>· La construcción de 5,482 viviendas, superior en 28 unidades habitacionales a la cantidad programada en el POG, ha contribuido a mejorar el nivel de vida de los beneficiarios sin distinción de Género, que ahora poseen una vivienda confortable, duradera y segura. A continuación se citan otras condiciones positivas creadas por el impacto de las realizaciones: (1) Legalización de 5,245 predios en 34 municipios; (2) Capacitación de 5,482 familias en autoconstrucción; (3) 8 Juntas Directivas Formadas (NAO)</i> <i>· La construcción de 5,482 sistemas de eliminación de excretas en los municipios donde intervino el Proyecto, ha disminuido a nivel local los focos de infección y ha ayudado a mejorar el Medio Ambiente, considerando que muchos de los beneficiarios vivían en zonas sensibles como las orillas de los ríos.</i> <i>· Las cocinas ahorrativas en los NAO tienen un impacto en la disminución del nivel de depredación de los bosques y mejora del Medio Ambiente, ya que el uso de leña se reduce en un 25%. Pero para que este impacto fuese mayor se podía haber construido las cocinas ahorrativas en todas las viviendas. Desafortunadamente estas cocinas, por problemas de diseño y de falta de capacitación de las familias registran problemas de emisión de humo que se produce en sus cocinas, lo que no favorece el impacto positivo que podía tener con la disminución de enfermedades respiratorias que se generan con aspirar el humo.</i> <i>· En las entrevistas realizadas con beneficiarios del programa residentes en los NAO, ha quedado demostrado el alto grado de valoración y reconocimiento de los logros obtenidos con el asentamiento. La posibilidad de contar con una vivienda digna e igual para todos es el hecho destacado como principal fortaleza de la comunidad. En otras palabras, se ha ganado una condición de estabilidad, permanencia y tranquilidad que antes del programa era tan sólo una remota esperanza.</i> <i>· La percepción de un mejoramiento global de las condiciones de vida que deberían ser reflejadas por los proyectos productivos y de la guardería se podrán obtener solamente si estos centros lograran funcionar. Actualmente solamente el Centro previsto en el Nao de San José Guayabal está funcionando gracias al apoyo del Alcalde. En los otros Nao estos Centros en la generalidad no están funcionando provocando descontento en la población que mira estas estructuras no utilizadas.”</i> <p><i>“Debido al limitado plazo para la implementación del programa PROARES el impacto en términos de desarrollo local o aumento de las capacidades de los municipios beneficiarios del Programa ha quedado relativamente limitado. De hecho a fin de poder participar lo antes posible con la realización de las infraestructuras, el FISDL ha optado por realizar las infraestructuras de las viviendas a través de convenios de cooperación con ONGs. Pero los municipios han jugado un papel activo en la identificación de los beneficiarios; además fueron ellos los que pusieron a disposición el terreno para los NAOs y financiaron los caminos de acceso.”</i></p> <p>With regard to sustainability, PROARES' Final Evaluation states on page 5 that it is 'acceptable' for health centers: <i>“En lo que se refiere a las escuelas y centros de salud, la sostenibilidad es aceptable, como se trata de obras rehabilitadas y ampliadas que cuentan con un presupuesto de su Ministerio Sectorial. Pero también aquí se</i></p>
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	<i>observaron problemas de equipamiento (PROARES entregó solamente las infraestructuras)."</i>																					
PAPES	RS only finances infrastructures insofar as maintenance is secured																					
I-3.1.3	Degree of correspondence of EC-funded interventions with intended objectives and funding, in the field of access to basic services																					
General	<p><i>See I-1.3.1.</i></p> <p>The multiannual indicative programme (section 6.4 of the 2002-2006 CSP) envisaged €33m jointly for "Consolidation and modernisation of the state and support for decentralisation" and for "Programme of integrated local development", to be committed in 2005.</p> <p>The inventory of funds realised during the structuring stage of the present evaluation shows that for these two categories, a total of €49.9m was committed during the period 2002-2006. It includes the commitment of €37m for the PAPES in 2005. In addition to the mere period 2002-2006, €23.1m were committed in 2001 (year of the preparation of the CSP and of the earthquakes) for the post-earthquakes reconstruction programme PROARES, which is in line with the 2002-2006 CSP, and in particular its second priority (Support to integrated and sustainable local development) - see I-1.3.3</p> <p>Table: AIDCO funding to El Salvador, commitments in €, per IL expected specific impacts</p> <table border="1"> <thead> <tr> <th></th> <th>2001</th> <th>2002</th> <th>2003</th> <th>2004</th> <th>2005</th> <th>2006</th> </tr> </thead> <tbody> <tr> <td>Access to basic services improved</td> <td>23,128,223</td> <td>-</td> <td>-</td> <td>620,644</td> <td>37,000,000</td> <td>-</td> </tr> <tr> <td>Decentralisation reinforced</td> <td>1,032,000</td> <td>1,800,000</td> <td>-</td> <td>482,735</td> <td>-</td> <td>-</td> </tr> </tbody> </table> <p><i>Source: ADE based on EC databases (CRIS, ROM, HOPE) and working data ("tableaux de bord")</i></p>		2001	2002	2003	2004	2005	2006	Access to basic services improved	23,128,223	-	-	620,644	37,000,000	-	Decentralisation reinforced	1,032,000	1,800,000	-	482,735	-	-
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JC 3.2	Access to health services has been sustainably improved.																					
I-3.2.1	Existence of EC-funded local development plans, including consciousness-raising																					
General	No evidence on local development plans or EC funding in this field																					
I-3.2.2	Evidence of improved access to health centres (in km or time), in particular for the poorest																					
PROARES	<p>See I-3.1.1: PROARES' Final Evaluation on pages 29-31 specifies that there is improvement of service, in particular in terms of infrastructure conditions. But it does not mention anything on improved access to health centers(in km or time).</p> <p>In terms of targeting of the poorest, the final evaluation (page 9) mentions that beneficiaries' selection criteria aimed at this: "<i>Los criterios para la selección de los beneficiarios tal y como están indicados en el CdF son complejos (sistema de puntaje) y dan prioridad a los afectados pobres del terremoto y preferentemente a madres solteras, familias con muchos hijos y personas de la tercera edad.</i>"</p> <p>It continues on page 18 specifying that these criteria were actually not homogeneous: "<i>Los beneficiarios parecen todos pobres, pero con diferentes niveles de pobreza; los criterios de selección y verificación no parecen homogéneos; la calidad de respuesta a las necesidades varía de un municipio al otro.</i>"</p> <p>On pages 33 and 34 it mentions that many municipalities, and in particular the poorest, could not benefit from the programme as they could not buy land. Idem with poorest population groups. "<i>Muchos municipios, y especialmente los más pobres no contaron con los medios necesarios para comprar terrenos aptos para NAOs . De esto resulta que varios municipios no pudieron beneficiarse con un NAO por falta de fondos; en otros casos los municipios se descapitalizaron de manera importante ya que una gran parte de sus ingresos anuales servirán para el pago de la deuda y no podrán realizar otras inversiones (incluso en el sector social) durante los próximos años. En varios casos los municipios ya habían tomado compromisos con otras instituciones (y comprometido sus fondos de contrapartida).</i>" (...) "<i>cabe mencionar que generalmente la población más pobre (colonos, gente que vivía a la orilla del ferrocarril o las carreteras) tenía muchos problemas para calificar para el programa</i>".</p> <p>On page 36 it states that overall, the programme contributed to poverty reduction: "<i>El programa ha</i></p>																					

	<i>contribuido a mejorar las condiciones de vida de poblaciones más pobres y vulnerables de El Salvador dando una atención especial a las mujeres jefas de hogar. A través de la puesta a disposición de una vivienda digna con acceso a servicios básicos ha contribuido a combatir la pobreza”.</i>
PAPES	The first component of Red Solidaria consists in conditional monetary transfers to poor households. Conditions are attached to children attending schools and health centres (for vaccines etc.). Therefore RS may have improved access to health services through its first component, but not in a sustainable way insofar as this access depends on conditional transfers which have no long term guaranteed funding. Note that EC participation to this first component was explicitly excluded in the 2005 PAPES identification note.
I-3.2.3	Evidence of increased supply of services (quantity and quality) through EC-funded interventions
PROARES	See I-3.1.1 and I-3.2.2.
I-3.2.4	Trend in infant malnutrition rate in areas benefiting from EC-funded interventions
PROARES	See I-3.1.2: PROARES' Final Evaluation states in terms of overall impact that the programme will have an important impact on direct beneficiaries, without doubt, but that it is improbable that it will contribute in a decisive manner to achievement of the general objective, as it is an isolated exercise in the context of a structural (housing deficit) crisis at the national level.
I-3.2.5	Trend in maternal mortality rate in areas benefiting from EC-funded interventions
PROARES	See I-3.2.4
JC 3.3	Water management has been sustainably improved.
PROARE	PROARES: It should be noted that the post-earthquakes reconstruction programme PROARES also tackles water and sanitation (and health infrastructure). Relatively good effectiveness with regard to water and sanitation, despite a number of problems in certain areas. Impact limited to direct beneficiaries, though, not at general level.
PAPES	PAPES is a GBS but has funded RS (Red Solidaria) which has a basic social service infrastructure component which in turn builds or rehabilitates water infrastructures when these are given priority by the local coordination council (<i>Comité Municipal de Coordinación de Red Solidaria</i>). Out of the US\$ 70m devoted to the basic infrastructure component of RS up to April 2009, 33% has been allocated to 360 projects of drinkable water and sanitation.
I-3.3.1	Number of people having access to potable water in areas benefiting from EC-funded interventions
PROARES	The post-earthquakes reconstruction programme PROARES also tackles water and sanitation; the second of four expected results from this programme is indeed the “Reconstruction of basic infrastructure, specifically drinking water networks and sewage systems”. PROARES' Final Evaluation on page 29 in its chapter on Effectiveness specifies that all infrastructure built are capable of having access to water and sanitation. However, there are problems in a number of areas in terms of connection to the water system and of high water service fee. Additionally, maintenance and operationality are not ensured for a large part of the sewage infrastructure. Cfr. Text in PROARES' Final Evaluation page 29: <i>“Todas las infraestructuras construidas están aptas para tener acceso a agua y saneamiento. Pero cabe a mencionar que:</i> <i>· No existe un sistema homogéneo de servicio mínimo de las viviendas; en algunos casos las viviendas han sido conectadas gratuitamente a los servicios de agua y de electricidad; en otros casos tuvieron que pagar un monto importante para recibir la conexión;</i> <i>· En el caso de los NAOs de Candelaria, San Pedro Perulapan y California existen problemas con la conexión a la</i>

	<p><i>red de agua, en otro NAOs las familias beneficiarias se lamentan de los altos costos del servicio de agua.</i></p> <ul style="list-style-type: none"> · <i>Una gran parte de las infraestructuras de saneamiento no tienen asegurado el mantenimiento y la operatividad”</i> <p>PROARES' Final Evaluation states further in terms of overall impact that the programme will have an important impact on direct beneficiaries, without doubt, but that it is improbable that it will contribute in a decisive manner to achievement of the general objective, as it is an isolated exercise in the context of a structural (housing deficit) crisis at the national level (see I-3.1.2)</p>
I-3.3.2	Disbursements in terms of water sanitation projects
PRRAC	An EC staff member mentions that a 1998 scandal with PRRACSASS made donors more reticent for intervening in the water sector. <i>“PRRACSASS: es por esto proyecto que se fue el presidente con tantos millones a Francia (escándalo grande en +/- 1998 en el sector del agua). Desde este escándalo los donantes serían reticentes en entrar en el sector del agua.”</i> (Source: MN 21)
I-3.3.3	Evolution of the water contamination level in areas benefiting from EC-funded interventions
PROARES	See I-3.1.2: impact probably limited to direct beneficiaries – no specific information on this indicator, though
PRRAC	<p>The 2009 PRRAC final evaluation report (p34) mentions that integrated “water-health” projects could be implemented with success, given the decentralized character of the PRRAC in El Salvador (see also I-7.2.2 and I-7.4.3): <i>“Cabe resaltar que, donde los proyectos de agua actuaron a nivel local como en El Salvador y Guatemala, fue posible organizar proyectos integrados muy exitosos “agua – salud”, que tuvieron grandes ventajas por ser la misma comunidad beneficiada en los dos sectores, logrando importantes sinergias.”</i></p> <p>It also mentions (p57) that water projects were socially sustainable given their local-level implementation: <i>“Aquellos Proyectos de obras hidráulicas de pequeña envergadura entregadas a instituciones locales y otros que además contemplan componentes de salud tienen, en cuanto a las obras hidráulicas, una alta sostenibilidad social. (Por ejemplo PRRACASSAS en El Salvador). Las comunidades participaron en los cursos de formación, trabajando en la construcción de obras y acueductos, aceptaron el cobro por medición y eligieron los miembros de las juntas de agua y aun hoy continúan cuidando los esquemas.”</i></p> <p>(Source: <i>Evaluación Global del Programa Regional para la Reconstrucción de América Central (PRRAC)</i>, Transtec-Sher, 2009).</p> <p>The PRRAC final evaluation report (p37) provides a brief overview of the current situation of El Salvador in the field of water and sanitation, including with regard to the legislative framework: <i>“Por lo que se refiere al sector APS [agua potable y saneamiento], a pesar de existir diferentes actores, en el ámbito de la regulación, programación y fiscalización, no existe ningún ente encargado de la coordinación y regulación sectorial. Se cuenta con un conjunto de leyes y mandatos institucionales para la gestión del agua, carente de coherencia y armonía, sin un marco adecuado para el uso del recurso (“Ley General del Agua”). No obstante estas carencias, con el apoyo de donantes y ONG's nacionales e internacionales, El Salvador ha logrado consolidar un modelo sostenible de gestión de los servicios en las zonas rurales. Existen hoy comunidades y municipios que operan en forma sostenible sus servicios por medio de sus organizaciones, cobran con medidores sus propias tarifas, tienen capacidad de administrar los sistemas, pueden garantizar un servicio adecuado a sus asociados y generan ahorro para financiar gastos de depreciación de sus sistemas.</i></p> <p><i>De todos modos se resalta que el sector hídrico parece demasiado liberalizado para garantizar una sostenibilidad de largo plazo: cada nueva utilización necesita solo de la autorización del Ministerio</i></p>

	<i>Ambiente en lo que concierne a la calidad del agua. El ente gestor estatal, ANDA, está prácticamente desautorizado: por lo tanto no hay una política de gestión del recurso hidrológico e hidrogeológico.” (Source: Evaluación Global del Programa Regional para la Reconstrucción de América Central (PRRAC), Transtec-Sher, 2009)</i>
I-3.3.4	Trend in morbidity rate in relation to diseases transmitted through water in areas benefiting from EC-funded interventions
PROARES	See I-3.1.2: impact probably limited to direct beneficiaries – no specific information on this indicator, though
I-3.3.5	Evidence of capacity-building in integral and sustainable water management
FORGAES	<p>FORGAES, an environmental management programme focusing on capacity building of the MARN (Ministerio de Medio Ambiente y Recursos Naturales), has Water Resources as one of its five components. It aims at strengthening management for protection of water resources (details are mainly provided in the POG and the Intermediate Evaluation Report).</p> <p>With regard to impact on access to water, the Intermediate Evaluation Report notes (p7) that it was concrete at local level with regard to rainwater catchment systems: “<i>A nivel local, el impacto de las actividades es concreto en los casos de las familias que han logrado superar sus problemas de agua con el apoyo del FORGAES. Las soluciones técnicas para estas obras de captación de aguas lluvias son bastante costeeficientes. La modalidad es la de capacitación a los capacitadores, y se valora que estas actividades podrán tener un impacto ambiental y de salud en los municipios donde existe la voluntad política para continuar (por ej. Suchitoto, Tejutla e Atiquizaya). Los efectos obtenidos en relación a las capacidades de gestión y auto-estima son importantes, especialmente para fortalecer la cohesión social y la institucionalidad local.</i></p> <p>It is nonetheless not clear to the evaluators how many families benefited from this system.</p> <p>With regard to attainment of results relating to capacity-building, see I-7.4.3.</p>
PROARES	See I-3.1.2: impact probably limited to direct beneficiaries – no specific information on this indicator, though
I-3.3.6	Existence of a legal framework for decentralised water management
FORGAES	<p>FORGAES' 2006 Intermediate Evaluation Report mentions on page 28 the status of different legal framework elements supported by FORGAES, notably agro-environmental tribunals and the “<i>ley de agua</i>”: “<i>El impacto del trabajo con CSJ [Corte Suprema de Justicia] depende mucho de la voluntad política para crear los tribunales agro-ambientales. En varias ocasiones se ha anunciado la creación de estos tribunales; por ejemplo, en el año 1999 el presidente de CSJ anunció que asignaría presupuesto para la creación de los Tribunales Agroambientales; hasta ahora, la creación de los mismos sigue siendo una urgente necesidad. En el caso del anteproyecto de Ley de Aguas apoyado por el FORGAES, está todavía por verse si la Ley será aprobada por la Asamblea. Otro ejemplo son las diversas propuestas de reforma de los recursos hídricos hechas entre 1993 y 1999; ninguna de ellas ha concluido en ley concreta. No se aprecia una voluntad política fuerte y tampoco un compromiso con el medio-ambiente o el desarrollo sostenible por parte del actual GOES. En el caso de las UAM, el FORGAES ha apoyado varios ordenanzas municipales que apoyan al manejo ambiental local.</i></p> <p>An EC staff member notes that the EC was not effective (and consistent overtime) in its support to a legal framework: “<i>El FORGAES gastó muchos esfuerzo en que el país tuviera una Ley de Aguas que finalmente no se aprobó y cuyo lobby no se pudo continuar, porque el FORGAES cerró. Otros pendientes de este proyecto fueron los Tribunales de Medioambiente, la ordenación medioambiental territorial, etc. Se pudo y no se quiso. El beneficiario no presionó nada y la CE se olvidó</i>”. “<i>Este programa tenía que haber tenido una continuación, pero la desaparición del medioambiente como línea bilateral (...) tuvo como consecuencia un CSP carente de una línea bilateral medioambiental. A los dos meses de la aprobación del CSP, el medioambiente, cambio climático y energías renovables se convirtieron en una prioridad para la UE.</i>”</p> <p><i>Source: MN 11</i></p>

	<p>Staff members of the MARN interviewed reported that the EC succeeded in delivering concretely an interesting bill on a “ley de agua” at the governmental level, but that this bill did not get the final signature of the GoES for the absence of political compromise. MARN staff mention that this is the responsibility of the Government, not of the EC; that there is hence no fault on part of the EC. They mention that the main impact was on consciousness raising and capacity-building of the MARN staff. “<i>Trabajo de 2 años que se hizo y que financió FORGAES. Se logró un documento interesante, al nivel gubernamental (pero no con sociedad civil). Fue muy bueno el documento. Proceso muy interesante (análisis en otros países). El ministro de medio ambiente presentó el proyecto a la casa presidencial en Diciembre 2006, pensábamos que se fuera aceptado, pero se quedó allí (abril de 2007). Decisión política; no se sabe porque no pasó la ley. Hubo también presiones por diversos lados. Con el GoES actual? No se está pasando pasar leyes ahora mismo a corto plazo, porque es bastante de tiempo político, porque requiere mucha negociación. Papel CE? No se meten en estas políticas internas del país, el país no lo acepta. Lo que se está pasando: ver como se puede aplicar unas cosas aunque no hay esta ley (fortalecer ciertas capacidades en el MARN, etc.). Esto para avanzar. No hubo tanto impacto, pero sí en términos de concienciación y estudio. Levantar el tema, discusiones, esfuerzo grande. No tanto con FORGAES. Lo que fue con FORGAES: talleres de consulto, preparación del documento. Resultado FORGAES: documento de ley muy concreto, que está en la Casa Presidencial. Es un impacto potencial: la proposición existe, solo hay que firmarlo. Impacto en términos de capacitación de la gente del MARN que trabaja en esto. Tienen ahora el conocimiento para esto y otras cosas.</i>”</p> <p>(Source: MN 43, MN 44)</p> <p>Staff members of the new GoES mentioned that the Ley de Agua will most probably not be signed in the short term, as it still lacks political compromise and all conditions are not yet present for making sure all its parts can be activated: “<i>Se necesita caminar un poco antes, para que no se firme y se quede sin activación. Esto pasó con la Ley de Medio Ambiente que ya tenemos desde el 1998 y que es un instrumento muy poderoso, pero de que tenemos varias partes no activadas. No se firmó la ley de agua por falta de compromiso político. Se necesita liderazgo del GoES, claridad de metas, etc. No había visión estratégica en el MARN durante los gobiernos anteriores, visiones aisladas, sectoriales. No hubo falta de la CE.</i>”</p> <p>(Source: MN 44)</p> <p>See also I-7.4.3</p>
PAPES	<p>Reference made to importance of benefiting from a Ley de Agua and FORGAES’ support in this respect</p> <p>Mención especial merece la cuestión del agua. Dado el gran volumen de fondos a invertir en la mejora de la infraestructura de agua y saneamiento parece pertinente requerir del GES una re-organización del sector del agua, que resuelva el tema del liderazgo y la definición de políticas, así como que defina una nueva estructura institucional del sector, en la cual se separen las funciones de planificación, regulación y prestación de servicios. Para ello, es necesario iniciar a nivel nacional un proceso de discusión y revisión del marco legal relacionado con el proceso de descentralización de agua potable y del sector hídrico. El Ministerio de Medioambiente y Recursos Naturales (MARN) ha solicitado y va a contar con el apoyo del proyecto FORGAES, financiado por la CE, para preparar una Ley de Agua. El proyecto de ley debería estar listo para su presentación a la Asamblea en agosto 2005.</p> <p>(Source: Ficha de identificación de PAPES, 2005, p.12)</p>
PRRAC	<p>The PRRAC did not have influence on the national policy in the field of water and sanitation, given its decentralised character with insufficient presence at the national level, according to its final evaluation report (p33): “<i>(...) en situaciones de inactividad o ausencia del ente gerente a nivel nacional, los proyectos de agua y saneamiento se dirigieron a las municipalidades o directamente a las comunidades (El Salvador, Guatemala). También, estos casos son propicios a tener problemas en cuanto el sector requiere un control y una reglamentación a nivel nacional en lo que concierne al acceso al recurso, la calidad del agua y las tarifas, sobre todo en áreas desfavorecidas. En los dos casos los Proyectos del PRRAC no pudieron incidir en la política nacional y por lo</i></p>

	<i>tanto los cambios requeridos para la sostenibilidad de las obras no se lograron.”</i> <i>(Source: Evaluación Global del Programa Regional para la Reconstrucción de América Central (PRRAC), Transtec-Sher, 2009)</i>
I-3.3.7	Existence of good governance mechanisms for managing water at local level
PRRAC	It might be noted that among the key principles of the PRRAC programme in Mitch-devastated areas, participation of beneficiary communities and sustainability are mentioned among the priorities of the programme: <i>“With this end the participation of the beneficiary communities will be promoted to obtain viable systems, sustainable and technically accepted. To this end, the adequacy of the technical solutions to the socio-economic level of the beneficiary will be verified. In the case of water and sanitation programmes, the area selected, the profile of the beneficiaries and the characteristics of the works will necessary be analysed to estimate the capacities of the beneficiaries to assume at least the operational and the maintenance costs of the infrastructures that will be provided”.</i> <i>(Source: PRRAC Financing Agreement, 2000⁴)</i>
JC 3.4	The EC support relating to social services (health and water) offers value added to EU MS' interventions.
I-3.4.1	Evidence of a clear advantage of EC support to EU MS in the field of health infrastructure and services and water management (policy dialogue, sector or technical expertise, country experience, critical mass of resources)
General	<p>General EC added value (not specific to health and water):</p> <ul style="list-style-type: none"> ▪ Besides its pioneer role in budget support and public finance management, the added value of having EC cooperation in addition to EU MS cooperation is generally recognised in terms of bringing critical mass of resources in certain (sub-)themes. ▪ Additionally: <ul style="list-style-type: none"> - An EU MS staff member also cited its capacity in terms of logistics and staff, notably for global themes and in particular for smaller EU MS: “<i>Están [la CE] también en todos los países + tienen recursos (números de gente, competencia técnica, salas de reunión, etc.) para temas generales como Accra etc. Están presentes en todas las instancias etc. También comparten la información (no en términos de ponerle en una página web, pero también por lo que no se puedo decir en escrito): nunca tuve un problema con la DCE en esto.</i>” (Source: MN 24). - “<i>Masse critique</i>”? Por supuesto: <i>están también en todos los países + tienen recursos (números de gente, competencia técnica, salas de reunión, etc.) para temas generales como Accra etc. Están presentes en todas las instancias etc. También comparten la información (no en términos de ponerle en una página web, pero también por lo que no se puedo decir en escrito): nunca tuve un problema con la DCE en esto. Problema al nivel de la CE (pero lo tenemos todos): relación sede-terreno.</i> - A staff member from another EU MS reported its high institutionality, macro-vision, work in the medium-long term, new cooperation instruments, and the usefulness of the European Code of Conduct (Código de Conducta Europeo) to the extent that it is taken seriously. (Source: MN 209) - An EC staff member mentioned also several of those aspects (“<i>Cooperación de mayor escala, con un ámbito temporal más de medio / largo plazo</i>”), and in addition a pioneer role in the field of juvenile delinquency prevention, as also emphasised by a colleague. (Source: MN 210, MN 211) - Several interviewees mentioned that EU MS coordination should be an important aspect of its added value. But it has not been that much the case in El Salvador during the evaluation period – see details under I-8.3.1 and I-8.4.3. As one interviewee notes it: “<i>Ellos [la CE] tienen una obligación moral de ser él quien empuja la coordinación de todos los EU MS. Lo hacen en Nicaragua, pero hasta ahora no se hizo en ES. Pero desde que Reinhard está allí, tal vez se está</i>

⁴ Evaluators did not dispose of the Financing Agreement specific for the PRRAC – El Salvador. As it is reportedly close to PRRAC Financing Agreements in the other Central American countries, the Financing Agreement for PRRAC-Nicaragua was used as a general reference.

	<p><i>mejorando.” (Source: MN 24)</i></p> <ul style="list-style-type: none"> - An EU MS staff member also mentioned the sectors in which he considers that the EC theoretically might add value: “<i>Valor agregado? Sí con la integración regional, y después todo el apoyo al sector privado, temas de comercio, etc. Deben de ser muchos mejores que donantes bilaterales chiquitos como Luxemburgo o Austria. En todos los otros sectores, no está claro en que podrían tener un valor agregado, por ejemplo en educación</i>”. (Source: MN 24) ▪ However, besides a few cases (BS, PEFA, etc.), the EC is also considered by many stakeholders (EU MS, GoES, civil society, etc.) as “just another donor”. Cf. one of the testimonies: “<i>son un donante más, otro donante bilateral, no multilateral</i>” (Source: MN 24). <ul style="list-style-type: none"> - As one interviewee notes its: “<i>Lo que yo veo de valor agregado de la CE es muy a nivel meta. A nivel técnico: en los pasados 10 años la CE no tiene bastante conocimiento, experiencia y espíritu de desarrollo propio en temas particulares; es más de procedimientos (que de impacto). Pero sí por sus aportes importantes, aunque sigue un aporte entre otros. Qué valor agregado más que el volumen?</i>” (Source: MN 46) ▪ Some interviewees also deplore the lack of capitalization, institutional memory and continuity of staff at the EC, and hence lack of expertise and experience. <ul style="list-style-type: none"> - As one interviewee notes its: “<i>Cuando se creó EuropeAid, al contrario de lo que estábamos pensando, no se creó un mecanismo capitalizando, una gestión con capitalización. No hay mucho más. No hay competencia fuerte en términos técnicos o regionales. Todo por consultores, poco en interno. No se desarrolló como otras cooperaciones tal como en la GTZ o USAID. (...) La CE tiene que tener posicionarse de forma totalmente diferente. Aprender de la experiencia propia. No se absorban experiencias previas.</i>” (Source: MN 46)
I-3.4.2	Evidence of a mandate given to the EC by EU MS in the field of health and water
General	No evidence found on a mandate given to the EC in the field of health and water.
PRRAC	The EC plan for the reconstruction of the region was requested by the European Parliament – see I-8.4.3
I-3.4.3	Evidence of a common political agenda between the EC and EU MS in the field of health and water
General	No evidence found on a common political agenda between the EC and EU MS in the field of health and water, besides participation to certain roundtables at the level of the international community (which are recognised as delivering little results) – see I-8.3.1.

EQ4	To what extent did the EC interventions contribute to the development of and employment in local micro and small enterprises, and ultimately increased economic growth?
JC 4.1	<i>The EC support contributed to the definition of a national policy of development of local MSEs.</i>
FOMYPE	<p>With FOMYPE, in the field of SME promotion and economic development, the EC has achieved—compared to the originally expected results – <u>very limited results in all 3 levels of intervention (macro, meso and micro)</u>. As the project Final Evaluation puts it: “Many activities for few results”. It is important to underline that, in its intervention, the EC never clearly defined the segment of MSME it would help promote.</p> <p>At macro level (policy and legal framework), the EC through FOMYPE has helped design the national policy, made public in 2007, but has been scarcely efficient as far as norms and legal framework are concerned.</p>
I-4.1.1	Evidence of EC interventions supporting the definition of national policy and legislation for local MSEs
FOMYPE	<p>As stated in FOMYPE’s TAP, p.20, the definition of national policy and legislation is part of the Intervention Logics. Expected Result # 1 refers to macro level intervention and states that the project will help define policies, laws and norms so as to offer a more adequate institutional and legal framework and help improve Salvadorian MSE competitiveness.</p> <p>According to FOMYPE’s Final Evaluation (p. 36-37 and 59), and as confirmed by international experts in SME promotion and economic development (MN 201, 312, 307), the project efficiency is poor and effective outputs are few. Even after interviewing GoES high ranking civil servants (MN 302 and 305), it is difficult to temper this affirmation, even with regard to macro-level outputs.</p> <p>Regarding policies, FOMYPE has helped the MINEC systematize the lections learned from previous courses of action and then draft its policy towards MSME called “El Salvador: Generando Riqueza desde la Base: Políticas y Estrategias para la Competitividad Sostenible de las MIPYMES”, launched in October 2007 (see I-4.1.2) and referred to as “the blue book” (MN 302 and 305). It also offered concrete activities aimed at developing technical capacities in institutions responsible for drafting and monitoring policies and tools to promote MSME.</p> <p>Regarding norms for MSME, FOMYPE has contributed in the following areas:</p> <ul style="list-style-type: none"> • In the area of quality norms, it has helped create and develop the National Quality and Productivity System. Yet this contribution will not bring any results while the 4 institutions (Metrology, Technical Regulation, Normalization and Registration) on which the system is based and which have been physically created, lack content. • FOMYPE has helped design a National Innovation System. <p>Regarding laws for MSME, FOMYPE has had poor efficiency and produced few effective outputs during execution.</p> <ul style="list-style-type: none"> • In September 2009, the Law on Quality is still pending of approval. According to sources close to the ECD (MN 201 and 307), this approval should occur before December 2009 to allow the EC’s budget support programme PROCALIDAD to be launched. And while those same sources doubt that this will occur, the present Government members or high ranking civil servants feel confident that the law will pass legislative approval before the end of the year (MN 302, 308). • As the Final Evaluation of the Project and a financial institution’s executive of (MN 303) underline it, FOMYPE has failed to help analyse and adapt the financial legal framework so as to improve the use of remittances and give them productive use.

I-4.1.2	Existence of a national and local policies on the development of local MSEs
General	<p>At national level, as a former MINEC high ranking civil servant explains it (MN 305), between 1993 and 2006 the Government has first drafted a number of strategies promoting SME, MSE or MSME development before it produced the national policy in October 2007.</p> <p>As stated in CONAMYPE's Fomento de la Competitividad de las MIPYMES, p.3-4, in its 1999-2004 Plan "La Nueva Alianza", the Government takes the issue of MSE development into account, outlines a strategy for MSE development and, in 2000, the Política Nacional de la Micro y Pequeña Empresa (National Policy for MSE), put into application through CONAMYPE as part of the Ministry of Economy. In May 2006, CONAMYPE makes public the Estrategia de Atención a la Empresa MIPYME (Support Strategy to MSME) 2004-2009 with the publication of a document called Fomento de la Competitividad de las MIPYMES (Fostering the Competitiveness of MSME).</p> <p>At the 10th Interamerican Forum on Microenterprises (October 2007), MINEC launched its policy for MSME under the title "El Salvador, generando riqueza desde la base: políticas y estrategias para la competitividad sostenible de las MIPYME" (El Salvador, creating wealth from the bottom: policies and strategies to promote the MSME sustainable competitiveness). Built on 4 lines of action, the so-called "Blue Book" focuses on (1) business environment; (2) entrepreneurship culture; (3) services for productive growth and diversification; (4) export promotion. (see MINEC's Boletín de prensa PYMES, dated October 5th, 2007).</p> <p>At local level, the municipalities identified, during their XXIV National Congress (November 2008), Local Economic Development (LED) as 1 of their 5 priorities (Memoria, XXIV Congreso Nacional de Municipalidades, p.11-12). Yet, according to COMURES staff members, municipalities have failed, up to now, to design a strategy to carry out this priority (MN 301).</p>
I-4.1.3	Drafted or approved legislation fostering effectively the development of local MSEs
FOMYPE	<p>The following legislation contributes to the promotion of MSME in the country (according to executives of specialized institutions -MN 303 and 311):</p> <p>:</p> <ul style="list-style-type: none"> • Anteproyecto de Ley de Calidad (Draft Law on Quality) (see I-4.1.1 above as well as MINEC's webpage on Laws and the August 2006 version of CONAMYPE's Fomento de la Competitividad de las MIPYMES). • Anteproyecto de Ley de Tarjetas (Draft Law on Credit Cards), presently discussed. • Ley de Bancos Cooperativos y Sociedades de Ahorro y Préstamo (Law on Cooperative Banks and Savings and Lending Corporations), approved in February 2009, which substitutes the former Ley de Intermediarios Financieros No Bancarios (Law of Non Banking Financial Intermediaries, approved in 2000. It regulates the Financial Non Banking Institutions, in particular deposit and warranty issues. • Anteproyecto de Ley de Garantías Mobiliarias (Draft Law): which provides major legal and regulatory security in credit transactions, so as to improve MSME access to credit (according to MINEC). • Ley de competencia (Law on Competition) (Decree # 528). • Ley de Leasing (Law on Leasing) • Law on Trade-Marks (June 2002)
I-4.1.4	Degree of correspondence of EC-funded interventions with intended objectives and funding, in respect of local MSEs
FOMYPE	<ul style="list-style-type: none"> • If we refer to the project overall and specific objectives which are (1) "Help develop competitiveness of Salvadorian micro, small and medium-sized enterprises and, hence, contribute to the country socio-economic development; and (2) Give access to Salvadorian MSE to an extended choice of high quality business support services as a key to improve competitiveness (TAP, Annexe II to Financial Agreement, p. 19)-, the <u>intervention as planned is highly coherent</u> with the Country Strategy Paper 2000-2006; particularly with

	<p>the 2 main issues that its 3rd focal sector “Equitable growth of economy and employment” identifies: (1) to promote the necessary conditions to increase the productivity and competitiveness of Salvadorian firms in a sustainable way, particularly that of local Micro and Small Enterprises; and (2) to reinforce El Salvador’s position in the international markets. (CSP, p.21)</p> <p>Three aspects are relevant here:</p> <ol style="list-style-type: none"> (1) The intervention focuses directly on competitiveness, and leaves out of central focus 2 issues: productivity and sustainability. (2) In financial terms, the EC Programme of Work for the 2002-2006 period (CSP, p. 29) plans a contribution to its 3rd Focal Sector of 10 MEUR, which is the exact amount dedicated to the FOMYPE intervention (TAP, Annexe II to Financial Agreement, p. 13). (3) From its conception till its evaluation, the project has never clearly defined what segment of the MSME (if MSE, SME or MSME) it has given attention to. <p>If we take into account the results and possible impacts of the project, as they appear in the document of Final Evaluation, it becomes clear that the degree of coherence is lower at the end of the project implementation.</p>
Las Dignas	Las Dignas’ gender project has no specific relevance regarding the issue of SME development. It makes a contribution in the area of employment (in any type of enterprise, including and specifically maquila) in terms of decent work, awareness, labour rights.
JC 4.2	<i>Local MSEs benefit sustainably from a favourable business environment.</i>
FOMYPE	<p>FOMYPE was meant to improve sustainably local MSE business environment through intervention at macro level (policy and legal framework) and meso level (capacity building of institutions and organizations responsible for providing support to local MSE).</p> <p>The EC contribution, through FOMYPE, at macro level has been stated above.</p> <p>The EC contribution at meso level, through FOMYPE, has been limited and is not sustainable; in particular, because the project outputs are few and because the actions meant to strengthen institutions in charge of SME promotion have been focused almost exclusively on operational strengthening, leaving aside institutional and financial strengthening.</p> <p>In spite of those results and focus, in 2008 El Salvador ranked 1st of all Central-American countries as far as microfinance business environment is concerned; and stands out in Central America with regard to productivity, competitiveness and quality of business environment.</p>
I-4.2.1	<i>Increase in services and facilities for local MSEs attributable to EC-funded interventions</i>
FOMYPE	<p>The project planned to increase and improve services and facilities for local MSE as stated in the Expected Results # 2 and #3, respectively (See TAP, Annexe II to Financial Agreement, p. 21-22):</p> <ul style="list-style-type: none"> • Strengthened capacity and efficiency of the public and private institutions and programmes which provide technical and financial support to MSE; with special emphasis on University as technical service providers. • MSE have developed their management, production and marketing capacity as a result of having <u>access to a higher quality, more diversified and territorially extended provision of services of specialized technical assistance</u>. <p>According to FOMYPE’s Final Evaluation (p. 39-58 and 61), the project efficiency is poor and effective outputs at meso level are limited. International experts in SME promotion and economic development confirm this statement (MN 201, 312, 307).</p> <ul style="list-style-type: none"> • Limited meso-level beneficiaries: Capacity building benefits have been restricted to quite few institutions among the many public

	<p>and private institutions originally meant to be strengthened. As a fact, executives in SME promotion institutions consider FOMYPE as an excluding intervention (MN 304 y 311).</p> <p>The institutions which have concretely benefited from the project are:</p> <ul style="list-style-type: none"> ✓ CONAMYPE with the creation of 3 Business Development Centres; ✓ FOEX with its improved e-services; ✓ MINEC with the design of the Quality and Productivity National System (SNCP); ✓ MINEC together with CONACyT, with the design of the National Innovation System. <p>Other institutions, such as universities, FAT or BONOMYPE operators, technical institutes or the NBFI FEDECACES, which should have been strengthened as business or financial service providers, have not been - or only partially- incorporated to the project's service provision activities and to the project's capacity building activities (MN 302).</p> <ul style="list-style-type: none"> • Limited meso-level strengthening activities: Meso-level strengthening activities have been focused almost exclusively on operational aspects. Institutional strengthening and financial sustainability received scarcely attention. <ul style="list-style-type: none"> ✓ At <u>operational</u> level, with the creation and installation of Business Development Centres (BDC) in 3 regions, FOMYPE has helped <u>de-concentrate service provision</u> and bring it closer to the users. Since then, CONAMYPE has created a 4th BDC, extending territorial coverage to 4 of the 14 departments. FOMYPE also tried to <u>diversify service provision</u> with the design and physical installation of new specialized BDS entities (a Business Incubator, a Technological Centre and the 4 Quality System Entities). Yet, it failed to give operational life to those infrastructures and, moreover, its decision to create the metrology centre started a conflict with the Don Bosco University (which has already established such a centre). FOMYPE has failed to provide new financial services to SME (Final Evaluation, p. 36, 38-40). Regarding the quality of the services provided and their improvement, FOMYPE provided services through 4 mechanisms or programmes. According to the Final Evaluation of the Project, 2 of them qualified as providing quality services: the 4 Business Development Centers (CDN) and FOEX, the latter being deemed as potentially adequate yet badly used in the project. The other 2 – the Technical Assistance Fund (FAT) and the Entrepreneurs' Programme (training grants, seed capital, entrepreneurship culture) were evaluated as deficient (in terms of planning, organization, tools, practice, results), inefficient (high administrative costs), ineffective (the main necessity - access to financial sources according to entrepreneurs- stays unsolved). <ul style="list-style-type: none"> ✓ At <u>institutional</u> level, FOMYPE failed to help level CONAMYPE to ISO 9000 certification and bring about the necessary reengineering processes so as to adequate the institutions to new requirements (MN 308). <ul style="list-style-type: none"> ✓ Finally, regarding <u>financial sustainability</u>, we can consider, together with some critical voices (FOMYPE's Final Evaluation, p. 40; MN 312) that <u>FOMYPE has worked against sustainability</u> from the moment the institutions –and in particular CONAMYPE– understood institutional capacity building in terms of financial support (and used part of FOMYPE's funds to cover salaries and administrative expenditures) and not in terms of technical support. <p>As for the fundamental causes of the lack of success of FOMYPE, three main problems are identified : 1.Problème 1: L'importance du segment d'entreprises bénéficiaires:</p>
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	<p>on travaille la compétitivité avec les moyennes, petites et les quelques micro qui présentent un potentiel de développement. Seules quelques rares micro et quelques petites et les moyennes entreprises pourront s'orienter vers l'exportation sur les marchés régionaux et européens.</p> <p>Donc il y a contradiction dès l'identification du programme entre les objectifs et le profil des entreprises bénéficiaires. Pour cette raison, le programme a réalisé aux niveaux macro et meso des activités et obtenu qq résultats qui n'ont que peu de choses à voir avec le niveau micro, (services aux bénéficiaires).</p> <p>Donc également le montage institutionnel est contradictoire: la CONAMYPE, receptora del programa, a pour vocation l'attention à la micro et petite entreprise (pas la moyenne), dont la grande majorité est de subsistance et travaille dans le secteur commerce</p> <p>Donc enfin il y a contradiction entre les segments d'entreprises bénéficiaires et le temps impartis (N+3): il est beaucoup plus facile d'exécuter financièrement un programme systématiquement en retard depuis le début (donc sous haute pression) en offrant des services (déjà créées antérieurement) aux entreprises des secteurs commerce (66.14% de la MIPYME) et services (18.36%) qu'aux 12.90%.et 0.03% de MIPYME qui travaillent dans l'industrie et agroindustrie respectivement. Le problème est que on ne vise pas la compétitivité et l'exportation avec les entreprises des secteurs commerce et service.</p> <p>Conclusion: le programme est mal ficelé depuis le début.</p> <p>2. Problème 2: misunderstanding of what is capacity building: les fonds ont servi à payer les frais de fonctionnement et masse salariale de CONAMYPE: Et l'ATI a été incapable de corriger la situation: par manque d'indépendance du Programme et hégémonie de la direction de CONAMYPE sur le programme; par manque de vision stratégique de l'ATI et manque de doigté politique, etc...</p> <p>Ces causes 1 et 2, qui sont de l'ordre de l'évaluation du programme et non pas de la coopération CE, apportent malheureusement de l'eau au moulin des critiques de la modalité projet.</p> <p>3. Problème 3: procédures: la DCE a décidé de ne pas faire d'évaluation a mi-parcours, le seul instrument qui aurait permis de remettre le programme sur les rails et remettre en selle l'ATI.</p>																																				
I-4.2.2	Number of local MSE staff trained as a result of EC-funded interventions																																				
FOMYPE	<p>1. Business Development Services to SME cover more than staff training.</p> <p>2. According to the Final Evaluation (p. 41-58), the project benefited the following number of enterprises and/or MSME entrepreneurs and staff.</p> <table border="1"> <thead> <tr> <th>Programme</th><th># of MSME which received services</th><th># of MSME Entrepreneurs and/or staff who received services</th><th>Comments</th></tr> </thead> <tbody> <tr> <td>FAT</td><td>2,998</td><td></td><td>The evaluation deems service as insufficient as it offers a 30h AT and an average investment of US\$ 600 per MSME</td></tr> <tr> <td>Business Development Centres</td><td>5,800</td><td></td><td></td></tr> <tr> <td>FOEX</td><td>280</td><td></td><td></td></tr> <tr> <td>Entrepreneurs' Programme</td><td></td><td></td><td></td></tr> <tr> <td>Training grant</td><td>19</td><td>1,143</td><td></td></tr> <tr> <td>Seed capital</td><td>14</td><td></td><td></td></tr> <tr> <td>incubator</td><td></td><td></td><td>Is in its starting phase</td></tr> <tr> <td>Entrepreneurship culture</td><td>-</td><td>-</td><td>Workshops, conferences, training session</td></tr> </tbody> </table> <p>Elaboración propia, Source: Final Evaluation</p> <p>3. It is important to comment that:</p> <p>(a) The results cannot be summed, in so far as a BDS user can -and usually do- use different services successively. It is reported that FOMYPE (and CONAMYPE) has benefited to a very limited and</p>	Programme	# of MSME which received services	# of MSME Entrepreneurs and/or staff who received services	Comments	FAT	2,998		The evaluation deems service as insufficient as it offers a 30h AT and an average investment of US\$ 600 per MSME	Business Development Centres	5,800			FOEX	280			Entrepreneurs' Programme				Training grant	19	1,143		Seed capital	14			incubator			Is in its starting phase	Entrepreneurship culture	-	-	Workshops, conferences, training session
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	<p>selected number of SME (MN 302, 304).</p> <p>(b) Present GoES staff members consider that FOMYPE did not provide its services to the adequate segment of MSME (MN 308).</p> <p>(c) There is no <u>trustworthy</u> impact assessment of the above referred activities on MSME development (MN 311 and Project Final Evaluation)</p>
I-4.2.3	Evidence of strengthened capacity-building of institutions and organisations in charge of local MSEs development, following EC-funded interventions and policy dialogue
FOMYPE	<p>See information concerning Meso level in I-4.2.1 above.</p> <p>There is no <u>trustworthy</u> impact assessment of FOMYPE capacity-building activities on the capacity of the institutions in charge of MSME promotion. (MN 311 and Project Final Evaluation)</p> <p>And as referred in I-4.2.2 above, it would be adequate to assess the impact of institutional capacity building on MSME development, in so far as that is the final objective of building the capacities of the institutions in charge of MSME promotion.</p>
I-4.2.4	Comparative statistics on attractiveness of business environment in El Salvador vis-à-vis other Central American countries
General	<ol style="list-style-type: none"> Microfinance business environment: According to the EIU Microscope on the Microfinance Business Environment in Latin America and the Caribbean (p. 12 and 33), El Salvador has a strong microfinance environment, ranking 4th with a score of 59.0 in 2008 (on a scale of 0 to 100, where 100 is best), and with the following score details: (1) Regulatory framework score: 56.3; (2) Investment climate score: 49.2; (3) Institutional development score: 66.7 The other Centro-American countries rank as follow: Nicaragua 6th (58.0), Guatemala 7th (54.0), Panama 10th (47.5), Honduras 12th (47.1), Costa Rica 15th (40.3). Business environment in general: see international competitiveness indicators below. (Source of information: MINEC 2008). El Salvador stands out at Central and Latin-American level.



JC 4.3	<i>Local MSEs have contributed to economic growth and created employment.</i>
General	<p>There are 174,406 micro, small and medium enterprises (MSME) in activity in the country; 91%, 7.5% and 1.5% respectively. They represent 99.5% of the universe.</p> <p>These MSME give employment to 457,854 persons, which represent 65.5% of total employment in the country.</p> <p>The project has developed no internal monitoring tools, no baseline survey at the beginning of the project and no (real) impact assessment at the end. Therefore there is a lack of statistical data on the basis of which the MSME contribution to economic growth and employment could be estimated. (Project Final Evaluation)</p>
I-4.3.1	Number of MSE registrations in areas benefiting from EC-funded interventions
FOMYPE	<ol style="list-style-type: none"> According to FOMYPE'S TAP (p.4) , the areas benefiting from the project were planed as follows: <ol style="list-style-type: none"> from a geographical point of view: nationwide; in terms of the MSME segments benefited: there is an ambiguity in the TAP, but as a whole the project was expected to benefit a group of 16,100 export oriented industrial and agro-industrial enterprises (90% micro, 8% small, and 2% medium-sized enterprises, selected from a universe of some 50,000 micro and 6,000 small enterprises. in terms of economic sectors: the exports-oriented industrial or agro-industrial MSE. According to FOMYPE Final Report (Annexe 17, p. 85), the project helped provide services to some 12,786 enterprises, distributed as follows: 75% micro, 23% small and 2% medium enterprises; from the following sectors of the economy: services and commerce: 58% and agro-industry and industry: 39.3%; 76% of the total were located in 5 of the 14 departments.

3. According to MINEC 2005 Economic Census ("Blue Book", p. 66), there are 174,406 micro, small and medium enterprises (MSME) in activity in the country (91%, 7.5% and 1.5% respectively). They represent 99.5% of the universe.

MIPYMEs: DIMENSIÓN E IMPACTO ECONÓMICO Y SOCIAL
Número Total de Establecimientos y por Segmento Empresarial
Por Actividades Económicas Censadas

Actividades Económicas	Número de Establecimientos MIPYMEs								
	Micro	Pequeña	Mediana	Sub Total MIPYMEs	%	Grande	%	Total	%
INDUSTRIA	21,187	1,055	264	22,506	12.90	290	37.56	22,796	13.01
COMERCIO	105,564	8,239	1,548	115,351	66.14	189	24.48	115,540	65.96
SERVICIOS	28,753	2,818	445	32,016	18.36	164	21.24	32,180	18.37
ELECTRICIDAD	1	13	41	55	0.03	24	3.11	79	0.05
CONSTRUCCIÓN	143	198	67	408	0.23	39	5.05	447	0.26
TRANSPORTE	2,924	864	236	4,024	2.31	41	5.31	4,065	2.32
AGROINDUSTRIA	2	21	23	46	0.03	25	3.24	71	0.04
TOTAL	158,574	13,208	2,624	174,406	100.0	772	100.0	175,178	100.0

Fuente: Ministerio de Economía. Elaborado con base a VII Censos Económicos 2005. MINEC-DIGESTYC.

The great majority concentrates in 3 main sectors of the economy: 66.1% (115,351 firms), 18.4% (32,016 firms) and 12.9% (22,506 firms) correspond to commerce, services and industry respectively; only 0.03% (46 firms) to agroindustry.

I-4.3.2	Number of people employed in MSEs in such areas																																																																																							
FOMYPE	<p>According to MINEC 2005 Economic Census ("Blue Book", p. 66):</p> <ul style="list-style-type: none"> (1) There are 457,854 persons employed in the 174,406 MSME identified during the survey. The MSME represents 65.5% of total employment in the country. (2) 116,525, which amount to 66.8%, of the 174,406 MSME are self-employed (cuentapropistas). (3) The self-employed give employment to 146,494 persons. <p style="text-align: center;">MIIPYMEs: DIMENSIÓN E IMPACTO ECONÓMICO Y SOCIAL Número de Establecimientos; Cuentapropistas y Personal Ocupado por Segmento y por Total de Actividades Económicas Censadas</p> <table border="1"> <thead> <tr> <th rowspan="2">Clasificación Establecimiento</th> <th colspan="2">Establecimientos</th> <th colspan="2">Personal Ocupado</th> <th colspan="3">Establecimientos Cuenta Propistas</th> <th colspan="3">Personal Ocupado por Cuentapropistas a/</th> </tr> <tr> <th>Número</th> <th>%</th> <th>Número</th> <th>%</th> <th>Número</th> <th>%</th> <th>% b/</th> <th>No.</th> <th>%</th> <th>% c/</th> </tr> </thead> <tbody> <tr> <td>MICRO</td> <td>158,574</td> <td>90.52</td> <td>264,365</td> <td>37.79</td> <td>114,785</td> <td>98.51</td> <td>72.39</td> <td>142,843</td> <td>97.51</td> <td>54.03</td> </tr> <tr> <td>PEQUEÑO</td> <td>13,208</td> <td>7.54</td> <td>112,576</td> <td>16.09</td> <td>1,726</td> <td>1.48</td> <td>13.07</td> <td>3,603</td> <td>2.46</td> <td>3.20</td> </tr> <tr> <td>MEDIANO</td> <td>2,624</td> <td>1.50</td> <td>80,913</td> <td>11.57</td> <td>14</td> <td>0.01</td> <td>0.53</td> <td>48</td> <td>0.03</td> <td>0.06</td> </tr> <tr> <td>SUBTOTAL MIPYMEs</td> <td>174,406</td> <td>99.56</td> <td>457,854</td> <td>65.45</td> <td>116,525</td> <td>100.00</td> <td>66.81</td> <td>146,494</td> <td>100.0</td> <td>32.00</td> </tr> <tr> <td>GRANDE</td> <td>772</td> <td>0.44</td> <td>241,727</td> <td>34.55</td> <td>1</td> <td>0.00</td> <td>0.13</td> <td>1</td> <td>0.00</td> <td>0.00</td> </tr> <tr> <td>TOTAL</td> <td>175,178</td> <td>100.00</td> <td>699,581</td> <td>100.0</td> <td>116,526</td> <td>100.0</td> <td></td> <td>146,495</td> <td>100.0</td> <td></td> </tr> </tbody> </table>	Clasificación Establecimiento	Establecimientos		Personal Ocupado		Establecimientos Cuenta Propistas			Personal Ocupado por Cuentapropistas a/			Número	%	Número	%	Número	%	% b/	No.	%	% c/	MICRO	158,574	90.52	264,365	37.79	114,785	98.51	72.39	142,843	97.51	54.03	PEQUEÑO	13,208	7.54	112,576	16.09	1,726	1.48	13.07	3,603	2.46	3.20	MEDIANO	2,624	1.50	80,913	11.57	14	0.01	0.53	48	0.03	0.06	SUBTOTAL MIPYMEs	174,406	99.56	457,854	65.45	116,525	100.00	66.81	146,494	100.0	32.00	GRANDE	772	0.44	241,727	34.55	1	0.00	0.13	1	0.00	0.00	TOTAL	175,178	100.00	699,581	100.0	116,526	100.0		146,495	100.0	
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Fuente: Ministerio de Economía. Elaborado con base a VII Censos Económicos 2005. MINEC-DIGESTYC.

I-4.3.3	Contribution of MSEs to GDP
FOMYPE	<p>According to the Logical Framework (TAP, p.19), the project Overall Objective is to help strengthen Salvadorian MSE competitiveness and, hence, contribute to the socio-economic development of the country. The indicator selected to measure the achievement of this Overall Objective – ie., the main impact indicator of the project – refers precisely to the contribution of MSE to GDP and to regional and extra-regional trade.</p> <p>Yet, as shown in the Final Evaluation, the project made no baseline survey and no <u>trustworthy</u> impact assessment. Therefore, no initial data and no output data are available for comparison.</p> <p>MINEC webpage shows statistics on contribution to GDP. Yet, the data is per production sector not</p>

	per MSME segment.																																																																																		
I-4.3.4	Comparative statistics of competitiveness and productivity of Salvadorian vs. other Central American MSEs																																																																																		
General	<p>Regarding MSME competitiveness, in 2008 El Salvador displayed an excellent score at regional level. (See information in I-4.2.4 above).</p> <p>Regarding productivity, the “Blue Book” gives the following information (p.77) where it appears that the MSME segment which shows the highest levels of productivity is the Medium Enterprise with a capacity to create \$65,700 per paid employee, compared with large (\$44,628), small (\$32,181) and microenterprise (\$19,710).</p> <p style="text-align: center;">MIIPYMEs: DIMENSIÓN E IMPACTO ECONÓMICO Y SOCIAL Productividad Bruta / Rendimientos por Trabajador Según Nivel de Ocupación en MIIPYMEs y sus Segmentos</p> <table border="1" style="width: 100%; border-collapse: collapse; text-align: center;"> <thead> <tr> <th rowspan="3">Clasificación Establecimiento</th> <th rowspan="3">Establecimientos</th> <th colspan="2">Trabajadores</th> <th rowspan="3">Ventas Brutas (Mill. \$)</th> <th rowspan="3">V.A.C (Mill. \$)</th> <th colspan="4">Productividad / Rendimientos Promedio (\$)</th> </tr> <tr> <th rowspan="2">Número</th> <th>Ocupados</th> <th rowspan="2">Remunerados</th> <th rowspan="2">Valor</th> <th rowspan="2">Valor</th> <th colspan="2">Ventas Brutas /</th> <th>V.A.C. /</th> </tr> <tr> <th>Ocup</th> <th>Rem</th> <th>Ocup</th> <th>Rem</th> </tr> </thead> <tbody> <tr> <td>MICRO</td> <td>158,574</td> <td>264,365</td> <td>79,471</td> <td>1,566.3</td> <td>732.7</td> <td>5,925</td> <td>19,710</td> <td>2,772</td> <td>9,220</td> </tr> <tr> <td>PEQUEÑO</td> <td>13,208</td> <td>112,576</td> <td>94,079</td> <td>3,027.6</td> <td>1,150.7</td> <td>26,894</td> <td>32,181</td> <td>10,222</td> <td>12,232</td> </tr> <tr> <td>MEDIANO</td> <td>2,624</td> <td>80,913</td> <td>70,706</td> <td>4,647.8</td> <td>1,847.1</td> <td>57,442</td> <td>65,734</td> <td>22,828</td> <td>26,124</td> </tr> <tr> <td>SUBTOTAL MIIPYMEs</td> <td>174,406</td> <td>457,854</td> <td>244,256</td> <td>9,241.7</td> <td>3,730.6</td> <td>20,185</td> <td>37,836</td> <td>8,148</td> <td>15,273</td> </tr> <tr> <td>GRANDE</td> <td>772</td> <td>241,727</td> <td>233,594</td> <td>10,424.8</td> <td>5,005.9</td> <td>43,126</td> <td>44,628</td> <td>20,709</td> <td>21,430</td> </tr> <tr> <td>TOTAL</td> <td>175,178</td> <td>699,581</td> <td>477,850</td> <td>19,666.5</td> <td>8,736.5</td> <td>28,112</td> <td>41,156</td> <td>12,488</td> <td>18,283</td> </tr> </tbody> </table> <p>Fuente: Ministerio de Economía. Elaborado con base a VII Censos Económicos 2005. MINEC-DIGESTYC.</p>	Clasificación Establecimiento	Establecimientos	Trabajadores		Ventas Brutas (Mill. \$)	V.A.C (Mill. \$)	Productividad / Rendimientos Promedio (\$)				Número	Ocupados	Remunerados	Valor	Valor	Ventas Brutas /		V.A.C. /	Ocup	Rem	Ocup	Rem	MICRO	158,574	264,365	79,471	1,566.3	732.7	5,925	19,710	2,772	9,220	PEQUEÑO	13,208	112,576	94,079	3,027.6	1,150.7	26,894	32,181	10,222	12,232	MEDIANO	2,624	80,913	70,706	4,647.8	1,847.1	57,442	65,734	22,828	26,124	SUBTOTAL MIIPYMEs	174,406	457,854	244,256	9,241.7	3,730.6	20,185	37,836	8,148	15,273	GRANDE	772	241,727	233,594	10,424.8	5,005.9	43,126	44,628	20,709	21,430	TOTAL	175,178	699,581	477,850	19,666.5	8,736.5	28,112	41,156	12,488	18,283
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				Número	Ocupados					Remunerados	Valor	Valor	Ventas Brutas /		V.A.C. /																																																																				
		Ocup	Rem		Ocup	Rem																																																																													
MICRO	158,574	264,365	79,471	1,566.3	732.7	5,925	19,710	2,772	9,220																																																																										
PEQUEÑO	13,208	112,576	94,079	3,027.6	1,150.7	26,894	32,181	10,222	12,232																																																																										
MEDIANO	2,624	80,913	70,706	4,647.8	1,847.1	57,442	65,734	22,828	26,124																																																																										
SUBTOTAL MIIPYMEs	174,406	457,854	244,256	9,241.7	3,730.6	20,185	37,836	8,148	15,273																																																																										
GRANDE	772	241,727	233,594	10,424.8	5,005.9	43,126	44,628	20,709	21,430																																																																										
TOTAL	175,178	699,581	477,850	19,666.5	8,736.5	28,112	41,156	12,488	18,283																																																																										
JC 4.4	The EC support for MSEs offers added value to EU MS' interventions.																																																																																		
General	<p>There are 4 EU MS identified in the country in the field of MSME support.</p> <p>Even though the TAP—in a paragraph on intervention logics and methodology—invites the beneficiary (MINEC- CONAMYPE) to coordinate and <u>create synergies</u> with all national institutions, private sector and cooperation, particularly with EU MS and EU economic cooperation programmes, MSME support and promotion in el Salvador is not a field which has motivated coordination and harmonization. There is no evidence of coordination mechanisms between the EC and EU MS in the field of MSME support.</p>																																																																																		
I-4.4.1	Evidence of clear advantage of EC support to EU MS in the field of MSEs (policy dialogue, sector or technical expertise, country experience, critical mass of resources)																																																																																		
General	<i>See I-3.4.1</i>																																																																																		
General / FOMYPE	<p>According to a GoES staff member's point of view (MN 305), the principal donors in the field of MSME promotion are : EU, GTZ, USAID, JICA, BID and to a smaller extend : Luxemburg, Denmark, Spain.</p> <p>Therefore, there are some MS (Germany, Luxemburg, Denmark, Spain) in the field of MSME promotion.</p> <p>Yet, there is no evidence –in general and within FOMYPE intervention- of EC support to EU MS in the field of MSME promotion.</p>																																																																																		
I-4.4.2	Evidence of a mandate given to the EC by EU MS in the field of MSEs																																																																																		
General / FOMYPE	<p>There is no evidence –in general and within FOMYPE intervention- of the EC having been mandated by EU MS in the field of MSME promotion.</p>																																																																																		
I-4.4.3	Evidence of a common political agenda between the EC and EU MS in the field of MSEs																																																																																		
General / FOMYPE	<p>As above, there is no evidence –in general and within FOMYPE intervention- of harmonization efforts between EC and EU MS neither of EC and EU MS sharing a common agenda in the field of MSME promotion.</p>																																																																																		

EQ5	To what extent have the EC interventions through Budget Support been adapted to the national context, and to what extent have they contributed to improving the framework for public policy and expenditure?																								
JC 5.1	<i>The EC interventions through BS have been adapted to the national context, in particular the implementation procedures.</i>																								
PAPES	<p>The evidence collected indicates that the EC intervention through budget support has been adapted to the national context. In particular:</p> <ul style="list-style-type: none"> ▪ It permitted the alleviation of a moderate budget deficit (around 2% of GDP on average or US\$ 400 M.) by a direct transfer of more than US\$ 12 a year (on average) to the national budget from 2006 to 2008. This transfer represents about 3% of the budget deficit. ▪ It has been demanded by the GoES and decided after a consultation of stakeholders (GoES and donors, especially the development banks). ▪ It consists in the usual fixed and variable tranches system (with 9 indicators/targets attached to the VT disbursements. The first 4 tranches, covering 2006 to 2008, have been timely (respecting the schedule) disbursed. Therefore they were highly predictable. Only the last tranche (the second variable tranche of € 10M.) due in the 1st trimester of 2009 (out of the scope of this evaluation) was disbursed in the 3rd trimester and 85% of the maximum amount was effectively disbursed. ▪ It was based on a diagnosis of PFM founded on the last available WB's CFAA and CPAR, and the IMF's ROSC. ▪ It was oriented towards a programme of poverty reduction (Red Solidaria) which, without being a PRSP, is the only public poverty reduction programme in El Salvador. ▪ This programme is strongly supported by the GoES which, until April 2009, financed 54% of the US\$ 102,8 M. revenues of RS. 																								
I-5.1.1	Level of public finance deficit																								
PAPES	<p>As the following table shows, El Salvador has experienced a continuous – albeit rather small- deficit in its public finance (Non-Financial Public Sector or NFPS) during the whole period covered by the evaluation. This deficit stayed at very reasonable levels, except in 2001 and 2002 as a consequence of the 2001 earthquake. During the same period the Current Savings stayed close to 0%.</p> <p style="text-align: center;">Table 5.1: El Salvador 1998-2008: Non-Financial Public Sector Overall deficit including grants as percent of GDP</p> <table style="margin-left: auto; margin-right: auto;"> <thead> <tr> <th style="text-align: center;">Year</th> <th style="text-align: center;">Deficit</th> </tr> </thead> <tbody> <tr> <td style="text-align: center;">1998</td> <td style="text-align: center;">2,6</td> </tr> <tr> <td style="text-align: center;">1999</td> <td style="text-align: center;">2,8</td> </tr> <tr> <td style="text-align: center;">2000</td> <td style="text-align: center;">3,0</td> </tr> <tr> <td style="text-align: center;">2001</td> <td style="text-align: center;">4,4</td> </tr> <tr> <td style="text-align: center;">2002</td> <td style="text-align: center;">4,4</td> </tr> <tr> <td style="text-align: center;">2003</td> <td style="text-align: center;">3,7</td> </tr> <tr> <td style="text-align: center;">2004</td> <td style="text-align: center;">2,4</td> </tr> <tr> <td style="text-align: center;">2005</td> <td style="text-align: center;">3,0</td> </tr> <tr> <td style="text-align: center;">2006</td> <td style="text-align: center;">2,5</td> </tr> <tr> <td style="text-align: center;">2007</td> <td style="text-align: center;">2,0</td> </tr> <tr> <td style="text-align: center;">2008</td> <td style="text-align: center;">2,0</td> </tr> </tbody> </table> <p>Sources: FUSADES-DEES: "Respondiendo a los Desafíos Fiscales en El Salvador", 2007, p.55, World Bank: "El Salvador Public Expenditure Review", December 2004, p. 6, ECORYS: "El Salvador Informe de Desempeño de la Gestión de las Finanzas Públicas (PEFA)", Mayo de 2009, p.24</p>	Year	Deficit	1998	2,6	1999	2,8	2000	3,0	2001	4,4	2002	4,4	2003	3,7	2004	2,4	2005	3,0	2006	2,5	2007	2,0	2008	2,0
Year	Deficit																								
1998	2,6																								
1999	2,8																								
2000	3,0																								
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2002	4,4																								
2003	3,7																								
2004	2,4																								
2005	3,0																								
2006	2,5																								
2007	2,0																								
2008	2,0																								
I-5.1.2	Evidence that EC interventions responded to demand (from the GoES, joint donor initiative, harmonisation and alignment...)																								
FORGAES	Note. FORGAES evolved from a "project" approach to a kind of budgetary support approach (although not in the sense of a real Budget Support programme). See I-6.1.4																								

PAPES	<p>The answer to this indicator is based on the following sources:</p> <ul style="list-style-type: none"> ▪ EC: Programa de Alivio a la Pobreza en El Salvador (no date, no signature, 24 pages) ▪ EC (AIDCO): Convenio de Financiación entre la Comunidad Europea y la República de El Salvador – “programa de Alivio a la Pobreza en El Salvador” (PAPES) signed in December 2005 (DTA's: 16 pages) ▪ EC: Ficha de identificación de un Programa de Apoyo Propuestario a Mejora de Servicios Básicos en Municipios más Pobres de El Salvador (May 2005, 15 pages). ▪ MN 105, 106, 107, 108.
	<p>History of Red Solidaria</p> <p>Red Solidaria (RS) was established by the GoES in 2005. It was conceived by a small group lead by Cecilia Gallardo from the Secretaría Técnica de la Presidencia, as an integral programme which would: (1) offer a social security network to some of the poorest rural families through a conditional transfer system; (2) improve basic infrastructures and services; (3) support small scale production mainly through microcredit. This integrated approach appealed to the IFI (International Financial Institutions) and the BID and WB provided a first technical support to the design of the programme and to the drafting of its operating manual (<i>manual operativo</i>). The design proposed a simple and transparent focalization system as well for the selected municipalities as for the families benefiting from conditional transfers. The programme is also based on an inter-institutional coordination including national and local public institutions as well as private organizations (NGOs).</p> <p>The BID and WB approved loans to ES up to US\$ 85M for the financing of RS programme. At the beginning of 2005 the EC send missions to ES in order to identify a General Budget Support programme. The GoES showed an immediate interest and suggested that this GBS would in fact finance RS and so complement the IFI loans. A common agreement was rapidly reached so that the BS would be directed towards the second component of the RS programme (Basic social infrastructure).</p> <p>In 2006 the Salvadorian Parliament did not approve the Government's proposal of a loan package from the two main IFIs (BID and WB) which included US\$ 85M. for RS. Loans which increase public dept must be approved by a 2/3 majority which meant (in those days) the approval of the main opposition party: the FMLN.</p> <p>This setback in RS financing was partially compensated by the contributions of EC (€ 35 M.) and of other donors (AEKI, KfW, Luxemburg, Junta de Andalucía) up to € 30,5 M.</p> <p>Finally the main international contributors to RS are, by order of importance: EC, KfW, AEKI, Luxemburg, Junta de Andalucía, BCIE and BID (grant programme).</p> <p>Although RS is a network and not an institution, and although it has been lead by a small group of dedicated persons linked to the previous GoES, it has been taken over by the new GoES which intents to expand it to urban areas and give it a clearer social security profile. It has been rebaptized as “<i>Comunidades solidarias Rurales y Urbanas</i>”. This is a clear indication of the quality of the programme which, however, remains institutionally fragile. As a network it does not “belong” to any Ministry or to any other permanent public institution.</p> <p>Why focus the GBS intervention on Red Solidaria?</p> <p>Although PAPES is a GBS, it is clearly directed towards RS and more precisely towards its second component (basic infrastructure). The reasons for this orientation stems from the demand of the GoES to finance RS and from the fact that the second component appeared as the easiest to monitor. According to the Ficha de Identificación (p.10) : “<i>El segundo componente de este Programa aspira a mejorar la oferta de servicios sociales básicos, incluyendo una fuerte inversión en infraestructura básica de agua y saneamiento, mejoramiento de vivienda y hábitat, electrificación y caminos rurales. Este componente aparece en este momento como el más viable para servir de base a un apoyo presupuestario de la CE ya que existe la posibilidad de contar a corto plazo con una matriz de indicadores e instrumentos de monitoreo para dar un seguimiento anual</i>”.</p>

And also (Ficha de Identificación p.12): “**La concentración del Programa de la CE en el pilar de infraestructura y agua y saneamiento permitirá un seguimiento más operativo de los progresos del plan del gobierno.**”

On the other hand, the first component appeared risky. The Propuesta de Financiación del PAPES (p.8) states the following about the first component of RS (conditional transfers to poor households) : ***Sin embargo este mecanismo puede presentar dificultades de sostenibilidad financiera y riesgos de manipulación política y clientelar.*** The third component of RS (support to small scale production) has not yet been implemented in 2009 and no concrete proposal existed at the time of identification.

This choice of focusing a GBS on a precise programme is clearly stated in the Financial Agreement (DTA's) signed in December 2005. On DTA (Technical and Administrative Provisions) p.4: “*El objetivo del Programa de la CE es facilitar la ejecución del Programa Social de Atención a las Familias en Extrema Pobreza de El Salvador, Red Solidaria, que pretende extender la red de servicios sociales básicos (salud y nutrición, agua y saneamiento, vivienda, electrificación, caminos, formación productiva, entre otros) a la población más pobre del país*”.

It can be seen that no mention is made to the two other programmes of Red Solidaria.

Also, 8 out of 9 indicators of the Variable Tranches refer to the second component of the RS Programme and are measured in the 32 poorest municipalities of the country. As stated in the Financial Agreement (DTA'S p.7): “*Para los desembolsos de los tramos variables se utilizarán, entre otros, indicadores referidos al segundo componente del programa Red Solidaria, que mejorará la oferta de servicios sociales básicos, incluyendo la parte de infraestructura de agua y saneamiento, caminos, etc.*”

Even if such a precise focus makes PAPES a special case of GBS, it can not be compared to a traditional Project, nor to a targeted BS: it is on treasury and on budget, it follows strictly all GoES's procedures, it obeys to the ex post result-based evaluation system of the EC, there is no ex-post financial control organized by EC, it has some precise PFM objectives. However some interviewees (MN 107) express the view that, as a GBS, PAPES should be more strategically oriented and not be just one more donor supporting the RS programme.

PAPES is not a targeted BS such as defined in the EC Guidelines on GBS:

Targeted budget support1 involves the transfer of EC funds to the national treasury of an amount equal to eligible expenditures clearly identified within the budget. The transfer of EC funds will be ex-post, taking place after an audit to verify the actual execution of eligible expenditures. The amount transferred to the national treasury will be equal to the amount certified as eligible for EC financing in the audit (subject to the agreement of EC services)

Source: Guidelines on the programming, Design and Management of General Budget Support. AIDCO DEV RELEX January 2007, p. 17.

Why chose a General BS modality in stead of a Sectoral BS?

Beeing so precisely focussed, Red Solidaria would have “naturally” benefited from a sectoral budget support and PAPES actually shares all the characteristics of a sectoral BS. According to the Ficha de Identificación (p.12), the main reason for choosing a sectoral support is the following:

Un apoyo presupuestario general, con indicadores macroeconómicos, de gestión de las finanzas públicas e indicadores claves incluidos en el Programa Red Solidaria, parece en este momento más factible que un apoyo presupuestario sectorial dada la existencia de ciertas debilidades en el marco político, normativo e institucional de los sectores priorizados por la CE en el DEP. Se escogerán con particular cuidado una serie de

In clear: the absence of a sectoral development plan hampered the choice of a sectoral budget support modality.

	<p>Consultation process</p> <p>According to different EC documents (Programa de Alivio a la Pobreza en El Salvador; no date, no signature, p.1), the GBS to El Salvador (PAPES) was decided “after an extensive consultation process with national institutions and donors, and “a solicitud del Gobierno de El Salvador”. The Identification Note (2005, p.7) states the following:</p> <p><i>Los contactos encaminados a la elaboración de esta ficha de identificación contribuyeron a un mayor acercamiento con las IFIs (Banco Mundial -BM- y Banco Interamericano de Desarrollo -BID-) presentes en el país. Sería necesario instituir un diálogo permanente con estas instituciones para asegurar la coherencia de la contribución de la UE con las acciones programadas por estas instituciones financieras, en particular en el sector social. Con el mismo objetivo podría constituirse un foro de coordinación para los donantes que estén proporcionando, o tengan previsto proporcionar, apoyo presupuestario en El Salvador, similar al <i>Budget Support Group</i> que está operando en Nicaragua.</i></p> <p>The Financial Agreement (2005, p13) states that, as far as possible, the macroeconomic and PFM evolutions assessments, should be conducted with the collaboration of the Breton Woods Institutions (BWI).</p> <p>This was further confirmed by interviews with different stakeholders (MN 107 and 108).</p> <p>Harmonization and alignment</p> <p>Red Solidaria is harmonized and aligned because it imposes the same model of national administrative procedures (disbursements, accounting, procurement, auditing and reporting) to all its donors. However no evidence was found of cooperation between the different donors of RS (MN 23, 46, 209), except for the preparation and realization of PEFA where there was a strong coordination between EC and the IFIs.</p>
I-5.1.3	Evidence that conditions are based on policy dialogue with the GoES (ownership), are functional and are being respected
PAPES	<p>Eligibility criteria</p> <p>EC does not impose a “satisfactory level” for each of the 3 eligibility criteria for budget support (national policy and strategy, macroeconomic management and PFM), but requires a diagnosis establishing the strengths and weaknesses of the present situation and an effective plan to overcome the agreed weaknesses. A PEFA (Public Expenditure and Financial Assessment) is not a condition to a PFM diagnosis. The PFM diagnosis established in the Identification Fiche and in the PAPES Financial Agreement is based on 3 documents: a CFAA (Country Financial Accountability Assessment) and a CPAR (Country Procurement Assessment Review), both established by the WB, and a ROSC (Report on Observance of Standards and Codes) by the IMF. This diagnosis did not include the latest WB’s PER (Public Expenditure Review) published in December 2004. However, the recommendations contained in the cited documents were considered a sufficient basis to judge the progresses achieved in PFM. Therefore, the PEFA which was mainly prepared, financed and achieved by EC in 2008 and 2009 is not linked to an eligibility criteria (it is not a condition of budget support), but it establishes a baseline which will prove most useful for futures BS in ES.</p> <p>Disbursement conditions</p> <p>Conditions attached to PAPES are the following:</p> <p><u>Fixed Tranches:</u></p> <ol style="list-style-type: none"> Positive appreciation, from the EC, of the macro-economic context, of the PFM and of the policies alleviating poverty. The Court of Auditors has respected its legal obligation by conducting in year ‘n’ an audit of budget execution of year ‘n-2’ and releasing its results. <p><u>Variable Tranches:</u></p> <ol style="list-style-type: none"> Carga Tributaria Bruta (rate of tax revenue as compared with GDP)

	<p>2. Number of municipalities reporting to the Ministry of Finance using the government's accounting system 3. Number of Km of paved roads providing access to heads of municipalities 4. Population with access to electricity 5. Schools with access to electricity 6. Population with access to drinking water 7. Population with access to sanitary services 8. Schools with access to drinking water 9. Number of municipal committees of "Red Solidaria" functioning</p> <p>In accordance with the FA, conditions 2 to 9 are measured in the 32 poorest municipalities of El Salvador.</p> <p>According to interviewees (MN 106 and 107) these 11 conditions were easily agreed on between GoES and CE but the yearly objectives attached to each condition were extensively negotiated.</p> <p>As showed by the disbursement chronogram (the 4 first tranches – out of 5 - were integrally and timely disbursed), these conditions are functional and are being generally respected. For the last Variable Tranche (2008) 2 out of the 9 targets were considered as only partially achieved: targets/indicators 3 and 9. Therefore DEC recommended disbursing only 8, 5 m € out of the 10 m € committed. However, and even if no final external PAPES evaluation will be conducted, this amount of € 1,5 m retained on the 2009 VT will convert itself into a last tranche disbursed in 2010 if the general conditions (macro and PFM) for BS are considered satisfactory (MN 25, 23).</p> <p>Sources: DEC: Programa de Alivio a la Pobreza en El Salvador (no date, no signature), P.1; EC (AIDCO): Convenio de Financiación entre la Comunidad Europea y la República de El Salvador – "programa de Alivio a la Pobreza en El Salvador" (PAPES) signed in December 2005; EC: Propuesta de Financiación del PAPES (no date); Various documents, between 2006 and 2009, extracted from the PAPES file in AIDCO.</p> <p>Next table shows the basic matrix of targets and achievements for the 9 VT indicators. Evaluation only applies to the year 06 and 07 because of the disbursment modality linked to the VT system: evaluation of achievements of year 'n' (2007) is conducted in year 'n+1' (2008) and disbursments will be executed in year 'n+2' (2009).</p>				
Table 5.2: El Salvador: PAPES Variable Tranche Indicators – targets and achievements					

Indicators	2005	2006		2007	
	Base-line	Target	realized	target	realized
1. Rate of tax revenue as compared with GDP	13.1%	13.4%	13.9%	14.0% (13.8%)*	14.1%
2. Number of municipalities using the government's accounting system	165	200	211	236	236
3. Number of Km of paved roads providing access to heads of municipalities	206	227	232.7	257	248**
4. Population with access to electricity	56.9%	60%	61%	71% (67%)*	71%
5. Schools with access to electricity	66.3%	72.9%	81%	87% (79.4%)*	89%
6. Population with access to drinking water	60.3%	62.3%	67%	75% (70.3%)*	75%

	7. Population with access to sanitary services	65.2%	69.2%	77%	84% (77.2%)*	84%
	8. Schools with access to drinking water	56.9%	70%	85%	90% (76.9%)*	90%
	9. Number of municipal committees of “Red Solidaria” functioning	0	15	15	32	29***

*Datas between brackets are the initial targets for 2007, agreed on in 2005 which were “upgraded” in 2007 when it was evident that some 2007 targets had already been reached (and surpassed) in 2006.

**Given the 2006 target was surpassed, it was agreed that the target for 2007 would be the level realized in 2006 + 24 km of newly paved roads. Only 15 out of 24 kms were fully built so that the achievement was considered as only “partial” although the GoES argued that the “missing” roads were already contracted but that execution was slow.

*** The precise target was that 83% of the planned meetings of the municipal committees would be held in all the 32 municipalities. In 3 of them the number of meetings fell short of the target although the committees were functioning. Therefore the achievement of this target was equally considered as only “partial”.

Table 5.2 is an illustration of a particular problem encountered in ES by the EC variable tranche system. It may be summarized as follows:

The VT system was discussed between the EC and the Salvadorian authorities in 2005. As already stressed, an agreement was easily reached on a list of indicators, but the annual targets, especially for 2006 and 2007, were lengthily negotiated. This was the first experience of a grant budget support in El Salvador and the Authorities took it very seriously. In 2006 all 9 targets were attained and surpassed, but in three cases (indicators 1, 5 and 8) the level reached in 2006 was higher than the target for 2007. Therefore these 2007 targets became inconsistent and the EC asked Red Solidaria’s authorities to ‘upgrade’ the targets for 2007 so as they would represent what they intended to be: a challenge and not a goal to easy to reach or already reached. The Salvadorian authorities complied and 7 out of the 9 indicators/targets were increased sometimes very significantly, as can be seen for the indicators 4, 5, 6, 7 and 8. But in 2007 two agreed targets were not fully reached (indicators 3 and 9). Because of the punishment system attached to the Variable Tranche, this represented a loss of € 1,5m for Red Solidaria (in fact a mere postponement of this disbursement until 2009). But as table 5.2 shows, the other targets were all exactly or almost exactly met: this time there were no more surpassing of the agreed targets. The lesson had been learnt: if you do badly (if you underscore), you are punished; but if you do well (if you overscore) you are also punished because you will have to upgrade your targets and risk failing in achieving them in the following year. The VT system can convert itself in a purely statistical exercise in which targets must be exactly met.

Finally, a disbursement condition rarely mentioned is that no accounting problem remains from other projects financed by the EC. Invoices not accepted (not eligible) by EC for one intervention will be deducted from other intervention disbursements. Thus two deductions were made to PAPES disbursements, one of which amounted € 1,2 m and came from PROARES (MN 25). GoES sometimes finds difficult accepting this rule which punishes one public institution (RS in this case) for errors committed by others, sometimes years before (MN 40).

I-5.1.4	Evidence that disbursements are coordinated with GoES and other Donors
PAPES	<p>The regularity of the disbursement chronogram from 2006 to 2008 shows that these have been coordinated with the GoES. Furthermore, the PEFA report stresses the high predictability of the EC budget support from 2006 to 2008. As shown in the next table, all disbursements have been made on time or before time.</p> <p>We lack evidence that they have been coordinated with other donors, but according to the PEFA</p>

evaluation (ECORYS, op.cit. p.102) the EC is the only donor to have given budget support to El Salvador in 2007 and 2008. In fact AECID is also supporting RS through a kind of targeted sectoral budget support, but they seem to be no coordination between the 5 main donors (EC, KfW, AECID, Luxemburg and Junta de Andalucía) (MN 23, 46, 209). See also I-5.2.4.

Periodo		Compromiso de Desembolso (€ Millones)	Efectivización del Desembolso	
Año	Trimestre		(€ Millones)	Fecha
2006	1 Trimestre			
	2 Trimestre		6	30/06/2006
	3 Trimestre	6 (fijo)		
	4 Trimestre			
2007	1 Trimestre			
	2 Trimestre		7	04/06/2007
	3 Trimestre	7 (fijo)		
	4 Trimestre			
2008	1 Trimestre	9 (variable)	9	25/03/2008
	2 Trimestre			
	3 Trimestre	3 (fijo)	3	29/08/2008
	4 Trimestre			

Sources: DEC: Programa de Alivio a la Pobreza en El Salvador (no date, no signature), P.1; Various documents, between 2006 and 2009, extracted from the PAPES file in AIDCO; ECORYS: "El Salvador Informe de Desempeño de la Gestión de las Finanzas Públicas (PEFA)", Mayo de 2009, p.106

JC 5.2	<i>The EC interventions have contributed to improving public financial management.</i>
PAPES and PEFA	<p>El Salvador uses a relatively modern PFM system but which leaves room for improvement:</p> <ul style="list-style-type: none"> ▪ PFM entered in a modernization process in 1994, and this process is considered as rather successful although there is no recent action plan and no medium-term expenditure framework. ▪ The legislative Assembly has a clearly established role in the budget approval process but its ability to scrutinize budget execution, public finance and audit reports is much constrained. ▪ The Court of Auditors (CCR) is functioning although its relations with the Parliament are scarce, and its internal quality is improving. ▪ Transparency of expenditures is regular toward Parliament but poor towards the general public: PFM evaluations observe a lack of communication. ▪ The public perception of governance is improving in some aspects such as corruption and government effectiveness, but is declining in other aspects such as the rule of law. This probably expresses the government's failure in controlling violence. <p>Reform of PFM started long before EC's intervention through budget support and PFM improvement at a central level can not be related to this intervention.</p> <p>However:</p> <ul style="list-style-type: none"> ✓ PAPES improved significantly the inclusion of external assistance in public policy and public finance process : <ul style="list-style-type: none"> ▪ According to the PEFA evaluation, in El Salvador external assistance is weakly integrated into the public finance process. <ul style="list-style-type: none"> ○ Project and programme financing are "out budget" (are not integrated into the

	<p>State budget)</p> <ul style="list-style-type: none"> ○ The main donors do not present to the GoES regular reports on disbursements ○ Only 27% of external aid to the central government follows national procedure (procurements, disbursements, accounting, auditing and reporting). <ul style="list-style-type: none"> ■ In contrast, the EC budget support (PAPES) is highly predictable, is both on budget and on treasury and being a budget support, it follows strictly all national procedure. <p>✓ PEFA, agreed on in 2008 and conducted in 2009 was financed by EC and can be considered as an important by-product of the EC Budget Support. Indeed, the PEFA process would have not been possible without the incentive given by PAPES.</p> <p>PEFA is a base-line on PFM and should be used as such in the future. The PEFA report was approved on the last day of the previous government (May 31, 2009) and the new government does not feel necessarily concerned by its findings and recommendations. Therefore, the use and utility of this report will depend on the future appropriation of this assessment by the GoES, which in turn can be supported by a joint action of donors interested in macroeconomic policy and PFM</p> <p>✓ A Technical Assistance programme (less than € 2M.) is attached to PAPES and consists in the attribution of 4 lots to 4 different consultant companies supervised by 4 national institutions. According to staff members of these institutions, confirmed by field visits, this programme has effectively strengthened PFM capacity of local governments. But it suffers from a sustainability problem and was not directed towards the municipalities supported by RS.</p>
I-5.2.1	Existence of an Action Plan to improve public financial management, which offers clear priorities and sequences
PAPES	<p>No Action Plan aiming at improving public financial management and offering clear priorities and sequences actually exists in El Salvador, but since 1994 an important Public Finance reform programme has been applied, with significant results.</p> <p>According to PEFA (p.22): "<i>El programa global de reforma del sector público no figura en ningún documento específico pero, en la práctica, se ha desarrollado en cuatro áreas: i) el fortalecimiento del sistema democrático, con reformas orientadas a mejorar los sistemas judicial y legislativo, además de la organización del Estado, ii) la vigencia plena del estado de derecho, con reformas dirigidas a garantizar la independencia de poderes, el acceso a la justicia y la aplicación de mecanismos alternos de solución de disputas, iii) el desarrollo y ampliación de los mercados, con reformas encaminadas a crear nuevos marcos regulatorios, promocionar la competencia y diversificar la oferta de productos y servicios, y iv) la eficiencia de la gestión pública, con reformas iniciadas para focalizar la lucha contra pobreza y mejorar la provisión de servicios públicos. Este proceso de reformas tuvo su origen en los acuerdos de paz firmados en 1992 para dar fin al conflicto armado interno y se han llevado adelante con relativo éxito. Sin embargo, el proceso se encuentra al final de un ciclo y requiere de un nuevo escenario de concertación político y social para la construcción de una estrategia que permita enfrentar los desafíos pendientes.</i>"</p> <p>And also on p.23:</p> <p><i>“...en el año 2004, el gobierno intensificó su proceso de reformas al sistema tributario que impactaron rápida y favorablemente en la recaudación tributaria. También se inició un proceso de racionalización del gasto público que redujo el tamaño del aparato estatal, se implantaron políticas de austeridad del gasto y se congelaron los salarios. Además, se llevó a cabo la reforma del sistema de pensiones transfiriéndolo al sistema privado y, se orientó una parte muy importante del gasto público a favorecer el desarrollo de sectores estratégicos, estableciendo prioridades claras de desarrollo de mediano plazo.”</i></p> <p>The Identification Fiche and the Financial Agreement consider that the recommendations of the CFAA and CPAR constitute a sufficient “potential” action plan which should be controlled during the implementation phase of PAPES.</p>

I-5.2.2	Evidence of effective role of Parliament in discussion and approval of budget
PAPES	<p>According to the texts cited below, the Parliament's role in exercising an effective role in discussion, approval and control of execution of budget may be qualified as "regular". Budgetary documentary information at the disposal of the Parliament is sufficient, is received on time and legislative procedures are clear, generally known and respected. On the negative side, there is no real debate on the budget and many changes in the budget during its execution can and are done by the executive without previous approval of Parliament. As opposed to its clearly established role in the budget approval process, the legislative Assembly's ability to scrutinize budget execution, public finance and audit reports is constrained.</p> <p>The PEFA report also notes that since 1998 a modernization plan has progressively been put into practice in order to enhance the quality of the legislative and the participation of the people by an improvement of communication.</p> <p>According to the WB PE, p.53: "<i>Budgetary Attributes of Different Branches of Government. El Salvador's Executive has powers of proposing and executing the budget that are similar to those in other Latin American countries, with the same tendency towards a strong executive role vis-à-vis the legislature, for the purpose of strengthening the Executive's capacity to control the overall fiscal balance. Still, the Legislative Assembly retains the power to authorize public debt, approve tax legislation and, of course, pass the annual Budget Law.</i></p> <p><i>The Assembly can reduce or reject budget credits requested by the Executive, but never increase them; in practice, it makes only marginal modifications to the budget. However in 2004 Budget Law was approved months later following a stand-off between the executive and the majority opposition party in the Assembly over various issues mainly the amount of transfers to local governments. The President holds the right of veto on laws passed by the Assembly, which can be overturned by a two-thirds majority.</i>"</p> <p>According to PEFA (p.30): "<i>En el ámbito de la GFP, la Asamblea Legislativa tiene competencia para decretar impuestos, tasas y otras contribuciones, aprobar el presupuesto de ingresos y gastos de la administración pública y sus reformas, aprobar su propio presupuesto e incorporarlo al Presupuesto General, autorizar y aprobar los contratos para contraer deuda pública, aprobar el informe de labores del ejecutivo y supervisar la Cuenta Pública. Por su parte, el órgano ejecutivo elabora el plan general del gobierno, prepara y somete a la Asamblea Legislativa el proyecto de Presupuesto de ingresos y gastos, el Informe de la Gestión Financiera del Estado y el informe de labores de la administración pública y vela por la eficaz gestión y realización de los negocios públicos.</i>"</p> <p>PEFA evaluates the following two indicators (ID-6 and ID-27) p. 99-100:</p> <p>ID-6 Suficiencia de la información incluida en la documentación presupuestaria.</p> <p>i) <i>Proporción de la información contenida en la documentación presupuestaria publicada más recientemente por el gobierno central (...)</i></p> <p><i>Esta información se presenta en los mismos formatos que el proyecto de presupuesto 2009, que además es coherente con años anteriores. (...)</i></p>

El cuadro siguiente (3.4) resume y puntuiza el cumplimiento de los componentes requeridos por la metodología para evaluar la suficiencia de la información incluida en la documentación presupuestaria:

Información contenida en la documentación presupuestaria para el ejercicio 2009

Requisito Documental	Cumple	Documento
1. Supuestos macroeconómicos, que incluyen por lo menos estimaciones de crecimiento agregado, inflación y tipo de cambio.	SI	Mensaje del proyecto de presupuesto 2009, documento que acompaña al proyecto de presupuesto.
2. Superávit (déficit) fiscal.	SI	Mensaje del proyecto de presupuesto 2009, documento que acompaña al proyecto de presupuesto.
3. Financiamiento del déficit o destino del superávit.	SI	Documento del proyecto de presupuesto 2009.
4. Saldo de la deuda pública.	NO	La información sobre el saldo de la deuda pública no se incluye en la documentación presupuestaria, pero está disponible en documentos oficiales, elaborados regularmente por el Ministerio de Hacienda.
5. Activos financieros.	SI	Informe de la Gestión Financiera del Estado, para el ejercicio presupuestario anterior (2007), documento que se remite formalmente en su versión final a la Asamblea Legislativa para su aprobación.
6. Resultados del ejercicio del presupuesto anterior (2007).	SI	Documento que acompaña al proyecto de presupuesto. También está disponible en los informes trimestrales de ejecución del presupuesto, que se remiten de forma regular a la Asamblea Legislativa.
7. Resultados del ejercicio del presupuesto corriente (2008).	SI	Documento que acompaña al proyecto de presupuesto. También está disponible en los informes trimestrales de ejecución del presupuesto, que se remiten de forma regular a la Asamblea Legislativa.
8. Datos presupuestarios resumidos correspondientes al ingreso y al gasto conforme a los principales rubros de la clasificación utilizada.	SI	Mensaje del proyecto de presupuesto (anexos), sumarios del proyecto de presupuesto 2007, 2008 y 2009 disponibles en el portal informático del Ministerio de Hacienda: www.mh.gob.sv .
9. Explicación de las consecuencias presupuestarias de nuevas iniciativas de política.	NO	Esta explicación está disponible en el mensaje del proyecto de presupuesto, pero sin una cuantificación de su impacto sobre el presupuesto.

En resumen, los documentos que acompañan la remisión del proyecto de ley de presupuesto del sector público para el año fiscal 2009 cumplen con 7 de los 9 criterios exigidos por la metodología para el cumplimiento del indicador de suficiencia documentaria.

	Indicador	Puntaje	Justificación
	ID-6	A	Método de calificación M1
	(i)	A	<i>La documentación del presupuesto de 2009 cubre 7 de los 9 parámetros de referencia de la información.</i>
<i>ID-27 Escrutinio legislativo de la ley de presupuesto anual.</i>			
<p>(i) <i>Alcance del examen por parte del poder legislativo</i></p> <p>(ii) <i>Medida en que los procedimientos legislativos son conocidos y respetados</i></p> <p>(iii) <i>Suficiencia del tiempo que tiene el poder legislativo para dar una respuesta a las propuestas de presupuesto.</i></p> <p>(iv) <i>Reglas aplicables a las enmiendas presupuestarias en el curso del ejercicio sin necesidad de aprobación previa por el poder legislativo</i></p>			
	Indicador	Puntaje	Justificación
	ID-27	C+	Método de calificación M1
	(i)	C	El examen por parte del poder legislativo abarca los pormenores de los gastos e ingresos. El debate sobre la política fiscal es mínimo o no se genera al margen de la Comisión de Hacienda y Especial de Presupuesto. No existe un marco de gasto a mediano plazo.
	(ii)	B	Tanto el reglamento interno de la Asamblea, como los procedimientos específicos para el examen del presupuesto son sencillos y se respetan en la práctica. La Asamblea encarga el análisis del proyecto de presupuesto a la Comisión, quien a su vez recibe el apoyo técnico de la UASP.
	(iii)	A	El poder legislativo recibe el proyecto de presupuesto antes de finalizado el mes de septiembre y dispone de suficiente tiempo para examinar las propuestas presupuestarias.
	(iv)	C	Existen reglas claras que otorgan facultades explícitas al poder ejecutivo para realizar enmiendas presupuestarias en el transcurso del ejercicio presupuestario, sin necesidad de aprobación previa por el poder legislativo. Estas reglas son respetadas en la práctica, pero permiten una ampliación del gasto total y numerosas reasignaciones administrativas.
<p>Reformas. En julio de 1998 se aprobó mediante Acuerdo de Junta Directiva No. 846, la versión final del Plan de Modernización, en el que se encuentran plasmados los aspectos y mecanismos para brindar un mejor servicio a la población y para la obtención de un producto legislativo de calidad. El plan de modernización tiene como objetivo principal lograr una transformación progresiva, integral, permanente y de largo alcance del órgano legislativo. El presupuesto 2008 del órgano legislativo revela los principales enfoques de modernización en la actualidad:</p> <ul style="list-style-type: none"> • <i>El establecer mecanismos de comunicación constante y efectiva con la ciudadanía y los demás órganos e instituciones del Estado;</i> • <i>La promoción de la participación de la población en el proceso de consolidación de la democracia en el país;</i> • <i>Ejercer la facultad constitucional de controlar y examinar la gestión operativa, financiera y jurisdiccional de la CCR.</i> 			
I-5.2.3	Evolution of the role of the Court of Auditors and of its functioning		
PAPES	<p>According to the WB 2004 PER and to the 2009 PEFA, the functioning of the Court of Auditors (CCR) can be described as regular (CCR obtains a C+ qualification in PEFA). The 2004 PER stresses its perceived politicization and lack of transparency. The PEFA report notes that the main flaw of the CCR is that it does not remit its audit reports (nor even a list of the audits conducted) to the National Assembly. Its main</p>		

strength is in the seriousness of the follow-up of its recommendations. PEFA also stresses the various reforms conducted enhancing the internal quality of the CCR.

According to the WB PER p.72-73: “*2.81 The Constitution grants the Court of Accounts of the Republic the power to exercise fiscal oversight (fiscalización), in administrative and jurisdictional matters, of public finances in general, budget execution, and economic performance of public entities. Its Organic Law (1995) establishes its functional, administrative and budgetary independence from the Executive. 2.82 The Legislative Assembly elects the Court’s President and two Magistrates for a three-year period, may re-elect them and remove them, approves the Court’s annual budget and may audit it (but has never done so). The Court’s President must present an annual report of activities (informe de labores) and a report on the annual government accounts to the Assembly, but the Court is not in practice a branch of the Assembly. 2.83 In line with its constitutional mandates, the Court is organized into audit and jurisdictional functions. The audit divisions are organized by sectors: economic development and administration; justice and economy; social development and environment; municipalities; and external cooperation. Box 5 in the next page contains selected statistical data on the audit function. The jurisdictional tasks are in charge of the Chamber of First Instance, integrated by chamber judges, and Chamber of Second Instance, integrated by the President and two Magistrates. The Court bears authority to determine and sanction administrative and patrimonial responsibilities via account trials. 2.84 Annual reporting. The Court’s Organic Law makes reference to operational and financial audits, and establishes that the Court must issue an audit report on the government financial statements within four months after the Executive presents them to the Assembly. The audit report for 2002, however, contains an opinion solely on the reasonableness of the DGCG’s consolidation process, rather than on the financial statements themselves. 2.85 The Court can legally delegate audit functions to private sector external auditors whom it would supervise, but this option has not been operationalized. In practice, each decentralized public institution and the majority of external funds are currently subject to separate audits from audit firms and the Court. It should be noted, however, that USAID has authorized the Court’s External Cooperation Department to undertake audits, under USAID supervision, of its grants to the Government. 2.86 Public view. The Index of Budget Transparency (Probidad, 2003) points to two major challenges to the Court’s credibility: its perceived politicization and lack of transparency. Apparently, over the last two decades the Court’s presidency has been granted to persons associated with one specific party, and public access to audit reports is generally restricted. There has been no known official response from the Court to the cited Probidad document.”*

Box 2.5: Court of Accounts – Selected Indicators

During 2002 and 2003, the following audit work was performed:

Types of Audits	Quantity				
	Programmed	Un-programmed	Total	Concluded	In Process
2002					
Financial	141	6	147	114	33
Operational	167	1	168	137	31
Integral	2	0	2	2	0
Environment	1	0	1	0	1
"Special exams"	192	179	371	333	38
Total	503	186	689	586	103
2003					
Financial	147	10	157	106	51
Operational	129	37	166	92	74
Integral	5	0	5	4	1
Environment	3	1	4	2	2
"Special exams"	102	86	188	120	68
Total	386	134	520	324	196

The data show that, in 2003 36% (54% in 2002) of the activities corresponded to "special exams", of which 46% (48%) were not programmed. The 31% (24%) of total audit activities were operational, 30% (21%) were financial and the remaining 3% (1%) responded to other (incipient) types of audits. It should be noted that the nature of "operational audits" (mostly related to municipalities) is more of a special exam, given the lack of parameters to measure efficiency and effectiveness.

Of the 114 financial audits concluded in 2002, 44% contained qualified audit opinions, 3% were adverse and there was one disclaimer. The presumed irregularities identified in audits and special exams amounted to US\$197 million. These cases are subject to evaluation of administrative liability (responsabilidad administrativa), which could lead to fines, patrimonial liability, and criminal prosecution (if transferred to the public prosecutor). In 2002, of 2,753 reports in process of resolution of liability, 61% were processed and the remaining 39% were pending. Of resolutions issued, 62% were absolutions, 13% were subject to follow-up, and liability was found in 25% of the cases, for sentences amounting to US\$3 million.

The 106 financial audits performed in 2003 correspond to 89 entities. No other statistics were yet available for 2003.

Source: Based on documents from, and interviews held in, the Court of Accounts of the Republic.

The PEFA evaluation of the CCR gives the following results (p.97-99):

ID-26 Alcance, naturaleza y seguimiento de la auditoría externa

- (i) *Alcance/naturaleza de la auditoría realizada (incluida la adhesión a las normas de auditoría).*
- (ii) *Oportunidad de la presentación de informes de auditoría al poder legislativo*
- (iii) *Prueba del seguimiento de las recomendaciones de la auditoría*

Indicador	Puntaje	Justificación
ID-26	C+	Método de calificación M1
(i)	B	Anualmente se realiza una auditoría de las entidades del gobierno central sobre la base de un análisis de riesgo de acuerdo a un plan de auditoría que contempla por lo menos el 75% del gasto total de las entidades públicas e instituciones autónomas. La normatividad de la CCR se ajusta a las normas internacionales INTOSAI / OLACEFS. La gama de auditorías aplicada cubre problemas significativos y sistemáticos (en términos de eficiencia), aunque sólo el 15% de las auditorías son de tipo operativo.

	(ii)	C	<i>La CCR no emite sus informes al legislativo, ni siquiera un listado de los mismos, salvo petición expresa de la Asamblea. En la práctica, esto sucede en muy pocos casos y generalmente se trata de auditorías especiales. El análisis del Informe de la Gestión Financiera del Estado se realiza por solicitud de la Asamblea Legislativa, dentro de los cuatro meses después de su recepción.</i>
	(iii)	A	<i>El cumplimiento a las recomendaciones emitidas por la CCR es de carácter obligatorio y hay pruebas de que se realiza un seguimiento eficaz y oportuno. Su incumplimiento resulta en sanciones por parte de la CCR.</i>

Reformas. Las principales reformas recientemente introducidas en la CCR formaban parte de su Plan Estratégico Quinquenal 2003-2007. Una reforma de especial importancia ha sido el establecimiento de la oficina de auditoría ciudadana, para un servicio de denuncias ciudadanas. En 2008, se revisó y aprobó el nuevo reglamento para la atención de la denuncia ciudadana. La importancia creciente de esta oficina está reflejada en el volumen de auditorías realizadas sobre la base de denuncias (6,5% en 2006, 9% en 2007 y 12,5% en 2008).

Aunque la CCR no ha logrado renovar su plan estratégico, sí ha adoptado varias medidas de modernización relacionadas con sus procesos internos, como son la evaluación interna de calidad y el nombramiento de agentes de cambio para la mejora continua de la calidad de procesos (Norma ISO 9001:2000). Para mejorar los métodos de las auditorías operacionales, se ha iniciado un programa de capacitación en materia de medición del desempeño (eficacia y eficiencia).

I-5.2.4	Evidence that EC interventions improved inclusion of external assistance in public policy and public finance processes
PAPES	<p>According to the PEFA evaluation, in El Salvador external assistance is weakly integrated into the public finance process. Project and programme financing are “out budget” (are not integrated into the State budget) and the main donors do not present to the GoES regular reports on disbursements. Moreover only 27% of external aid to the central government follows national procedure (procurements, disbursements, accounting, auditing and reporting). Indicators D-2 and D-3 receive a ‘D’ appreciation, the lowest in the PEFA scale.</p> <p>In contrast, the EC budget support (PAPES) is highly predictable (see indicators D-1 of PEFA), is both on budget and on treasury and being a budget support follows strictly all national procedure. Therefore this EC intervention improved significantly the inclusion of external assistance in public policy and public finance process.</p> <p>El Salvador is not included into the sample of countries subjected to the monitoring of the Paris Declaration. Therefore no detailed information is easily available on coordination, harmonization and alignment of external assistance.</p> <p>According to PEFA (p.104-108):</p> <p>D-2 <i>Información financiera proporcionada por los donantes para la presupuestación y presentación de informes acerca de la ayuda para programas y proyectos</i></p> <p>i) <i>Integridad y puntualidad de las estimaciones presupuestarias de los donantes con fines de apoyo para proyectos.</i></p> <p>ii) <i>Frecuencia y cobertura de la presentación de informes por los donantes acerca de los flujos efectivos realizados con fines de apoyo para proyectos</i></p>

Indicador	Puntaje	Justificación
D-2	D	Método de calificación M1
(i)	D	Ninguno de los donantes principales proporciona estimaciones presupuestarias consolidadas de los desembolsos de su ayuda a proyectos para el ejercicio siguiente del gobierno, ni siquiera tres meses antes de iniciarse dicho ejercicio.
(ii)	D	Los donantes no presentan con oportunidad informes trimestrales sobre los desembolsos efectuados para apoyar con el seguimiento de la ejecución de su ayuda externa.

D-3 Proporción de la ayuda administrada mediante el uso de procedimientos nacionales

i) *Proporción global de los fondos de ayuda para el gobierno central que son administrados con arreglo a los procedimientos nacionales.*

Indicador	Puntaje	Justificación
D-3	D	Método de calificación M1
(i)	D	Únicamente el 27% de los fondos de ayuda para el gobierno central son administrados con arreglo a los procedimientos nacionales.

Desembolso Promedio en US\$ (2006-2007)			
Agencias de Cooperación al Desarrollo	Total ⁵	Procedimientos Nacionales	%
CE	13.539.523	8.530.000	63%
BID	98.100.000	39.240.000	40%
AECID	44.269.109	14.245.040	32%
USAID ⁶	22.784.891	0	0%
Japón	40.000.000	0	0%
Alemania	13.000.000	0	0%
TOTAL	231.693.522	62.015.040	27%

D-1 Previsibilidad del apoyo presupuestario directo

(i) *Desviación anual del apoyo presupuestario real con respecto al previsto por los organismos donantes por lo menos seis meses antes que el gobierno presente sus propuestas presupuestarias al poder legislativo (u órgano equivalente encargado de su aprobación).*

(ii) *Puntualidad de los desembolsos de los donantes en el curso del ejercicio (cumplimiento de las estimaciones trimestrales agregadas).*

Indicador	Puntaje	Justificación
D-1	A	Método de calificación M1
(ii)	A	La ayuda presupuestaria real del periodo considerado (2006-2008) de la CE no tiene desviación con respecto a lo previsto.
(iii)	A	Las estimaciones trimestrales de desembolso son respetadas por la CE.

I-5.2.5	Evidence of transparent information and accountability of expenditure
PAPES	According to the “Open Budget Index” http://openbudgetindex.org/files/cs_elsalvador.pdf , El Salvador scores low in expenditure transparency (37 on 100 and at the same level as Albania and Azerbaijan), meaning that the GoES only provides minimal information to the public on budget and financial activities. However this conclusion is partly contradictory with the PEFA evaluation of indicator ID-6 on the information included in the budget documentation (see I-5.2.2). This indicator receives a ‘A’

⁵ Los datos de Japón y Alemania proceden de la OCDE - CAD.

⁶ No incluye los recursos de la Cuenta del Milenio (MCA).

appreciation, the highest in the PEFA scale, because the documentation received by the Parliament contains 7 out of 9 possible criteria internationally admitted for a “sufficient” information. An indirect confirmation of a lack of transparency towards the public is the latest PFM reform programme which stresses the need improving communication with the public and other state agencies.

Efforts to modernize the public sector have not led to dramatic changes in public perceptions of governance. The worldwide Governance Research Indicators Dataset portrays a slight improvement, between 1998 and 2007, in the public perception of **'Voice and Accountability'** (the extent to which a country's citizens are able to participate in selecting their government, as well as freedom of expression, freedom of association, and a free media) and of **'Political Stability'** (the likelihood that the government will not be destabilized by unconstitutional or violent means, including terrorism), a clear improvement in **'Control of Corruption'** (the extent to which public power is exercised for private gain, including both petty and grand forms of corruption, as well as “capture” of the state by elites and private interests) and **'Government Effectiveness'** (the quality of public services, the capacity of the civil service and its independence from political pressures; and the quality of policy formulation), but a decline in two indicators: **'Rule of Law'** (the extent to which agents have confidence in and abide by the rules of society, including the quality of contract enforcement and property rights, the police, and the courts, as well as the likelihood of crime and violence) and **'Regulatory Quality'** (the ability of the government to provide sound policies and regulations that enable and promote private sector development). See chart below.

According to the Open Budget Index (http://openbudgetindex.org/files/cs_elsalvador.pdf)

Information in Public Documents

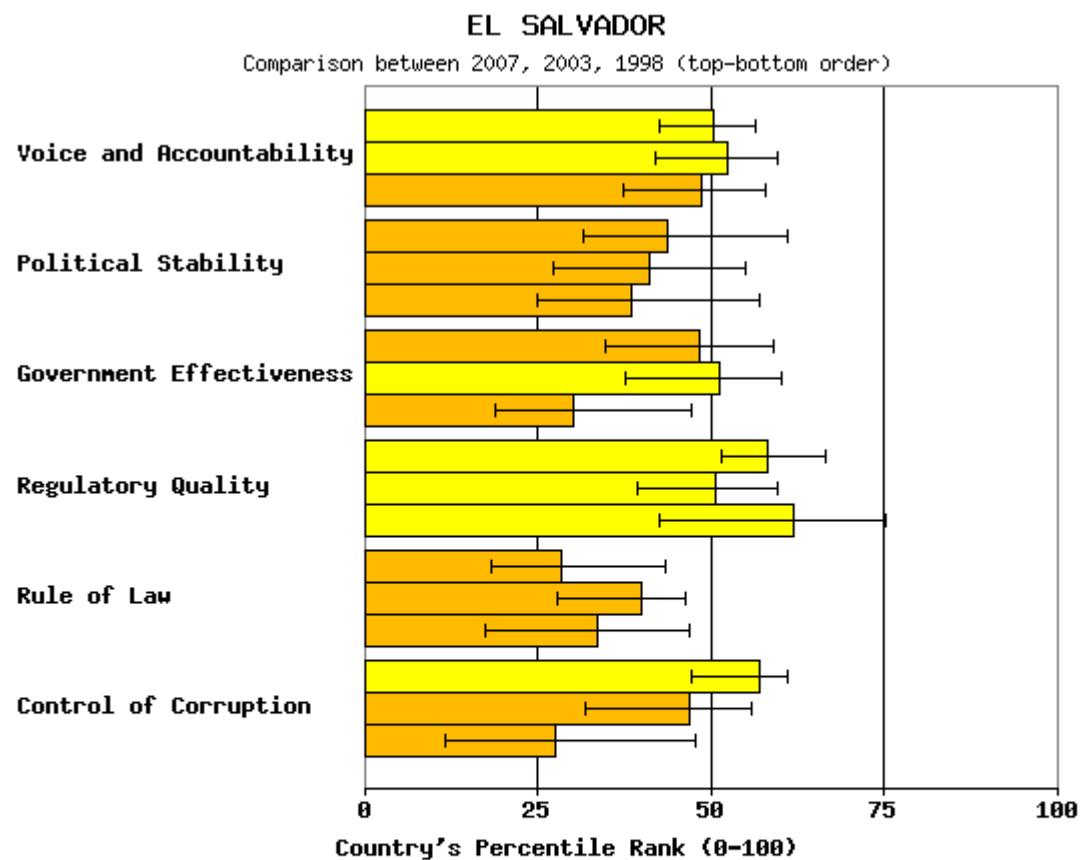
El Salvador's score on the Open Budget Index shows that the government provides the public with minimal information on the central government's budget and financial activities during the course of the budget year. This makes it difficult for citizens to hold government accountable for its management of the public's money. The Open Budget Index 2008 evaluates the quantity and type of information that governments make available to their publics in the seven key budget documents that should be issued during the budget year. One of the most important documents is the executive's budget proposal. It should contain the executive's plans for the upcoming year along with the cost of the proposed activities. The proposal should be available to the public and to the legislature prior to being finalized, at least three months before the start of the budget year to allow for sufficient review and public debate. In El Salvador, the proposal provides minimal information to the public, meaning citizens do not have a comprehensive picture of the government's plans for taxing and spending for the upcoming year. Moreover, it is somewhat difficult to track spending, revenue collection and borrowing during the year. El Salvador publishes fairly detailed in-year reports but does not publish a mid-year review. Publishing this document could strengthen public accountability by providing a more comprehensive update on how the budget is being implemented during the year. It is also difficult to assess budget performance in El Salvador once the budget year is over. A year-end report is produced, allowing comparisons between what was budgeted and what was actually spent and collected, but it lacks some important details. Also, El Salvador does not make its audit report widely available. Only a general opinion on the rationality of the financial statements presented by the executive is released; no information is provided on whether the audit report's recommendations are successfully implemented. Access to the highly detailed budget information needed to understand the government's progress in undertaking a specific project or activity remains limited. This is despite the fact that El Salvador's Constitution includes the right to petition.

Public Participation and Institutions of Accountability

Beyond improving access to key budget documents, there are other ways in which El

Salvador's budget process could be made more open. Opportunities for citizen participation in budget debates could be increased. For example, the legislature holds hearings on the budget but opportunities for public participation are limited. El Salvador's Supreme Audit Institution enjoys a fair amount of discretion to decide which audits to undertake and allows citizens to submit complaints and suggestions. However, the legislature has a limited opportunity to scrutinize audit reports.

The worldwide Governance Research Indicators Dataset (http://info.worldbank.org/governance/wgi/sc_country.asp) publishes the following chart:



Source: Kaufmann D., A. Kraay, and M. Mastruzzi 2008: Governance Matters VII: Governance Indicators for 1996-2007

Note: The governance indicators presented here aggregate the views on the quality of governance provided by a large number of enterprise, citizen and expert survey respondents in industrial and developing countries. These data are gathered from a number of survey institutes, think tanks, non-governmental organizations, and international organizations. The aggregate indicators do not reflect the official views of the World Bank, its Executive Directors, or the countries they represent. The WGI are not used by the World Bank Group to allocate resources or for any other official purpose.

Percentile rank indicates the percentage of countries worldwide that rate below El Salvador (subject to margin of error). The statistically likely range of the governance indicator is shown as a thin black line.

I-5.2.6	Existence/preparation of a medium-term expenditure framework or at least of a medium-term plan
PAPES	No medium-term framework Exists in El Salvador. Sources: World Bank: "El Salvador Public Expenditure Review", December 2004 ECORYS: "El Salvador -Informe de Desempeño de la Gestión de las Finanzas Públicas (PEFA)", Mayo de

	2009 However, PEFA, agreed on in 2008 and conducted in 2009 (out of the scope of this evaluation) was financed by EC (MN 23, 27, 108) and can be considered as an important by-product of the EC Budget Support. Indeed, in 2008 the GoES had just concluded a PFM auto-evaluation and was not eager to repeat the exercise through an external and independent team. Therefore the PEFA process would have not been possible without the incentive given by PAPES. PEFA is a base-line on PFM and should be used as such in the future. The PEFA report was approved on the last day of the previous government (May 31, 2009) and the new government does not feel necessarily concerned by its findings and recommendations. Therefore, the use and utility of this report will depend on the future appropriation of this assessment by the GoES, which in turn can be supported by a joint action of donors interested in macroeconomic policy and PFM.
I-5.2.7	Evidence of PFM strengthening at local level
PAPES	A Technical Assistance programme (less than € 2M.) is attached to PAPES and consists in the attribution of 4 lots to 4 different consultant companies supervised by 4 national institutions. These national institutions are (1) Ministry of Finance, <i>Dirección General de Contabilidad</i> , (2) ISDEM, (3) CNR, (4) COMURES. According to staff members of these institutions, confirmed by field visits, the TA programme has effectively strengthened PFM capacity of local governments. But it suffers from some setbacks: <ul style="list-style-type: none">▪ It is a one shot intervention although the need of technical support and formation in municipalities is permanent. Therefore it faces a continuity and sustainability problem.▪ It is not directed towards the municipalities supported by RS, but (with the exception of the Lot 2 supervised by the Ministry of Finance) towards less poor communes.▪ They may be a duplication of efforts: 3 different institutions are offering 3 different tax collection systems (this should be checked). Sources: MN 100, 101, 102, 103
JC 5.3	The EC budget support effectively supported public policy in the targeted areas.
PAPES	There has been a trend of increasing pro-poor expenditures through a constant increase of relative public expenditures in education and to a lesser extent in health, at least since 1994 until now. Even so no proactive social programme against poverty had been launched before 2004. Therefore the EC support to the Red Solidaria programme through PAPES, as well as the aid of the five other main donors, has effectively supported the first targeted public policy in the field of poverty reduction. However the financial importance of this programme should not be overestimated: the 2009 budget of RS in investment on basic social infrastructure can be estimated around \$ 25 M. which represents 3,5% of the 2009 public investment budget. On the other hand, while the level of relative poverty has considerably diminished during the 90ties, it increased again strongly since 2007. The GoES efforts to fight poverty were not sufficient to compensate the effects of international shocks. The policy dialogue between the EC and the GoES has not had a significant impact on the poverty reduction policy in ES, but the PAPES execution agency (FISDL) stresses the utility of the yearly EC evaluation of the VT indicators.
I-5.3.1	Existence/preparation of a medium-term expenditure framework or at least of a medium-term plan
PAPES	No ready-made calculations on the evolution of “pro-poor expenditures” have been found. However partial information available indicates that the evolution of education and health expenditures has been the following:

		As Percent of GDP			As Percent of real expenditures		
		1996	2000	2003	2006	2007	2008
Education	2.2	2.7	3.1	16.8	18.5	18.8	
Health	1.4	1.6	1.5	9.6	10.8	10.6	

If confirmed, these figures would show a constant increase of relative public expenditures in education and to a lesser extent in health. In turn this would mean a trend of increasing pro-poor expenditures.

Sources: World Bank: "El Salvador Public Expenditure Review", December 2004, p.13
 ECORYS: "El Salvador -Informe de Desempeño de la Gestión de las Finanzas Públicas (PEFA)", Mayo de 2009, p.26

The 2009 budget of RS on investment on basic social infrastructure can be estimated around \$ 25 M. which represents 3,5% of the 2009 public investment budget which is \$170 M.

Levels of poverty have considerably increased in El Salvador since 2007, first as a result of an increase in international food prices and later because of the economic and financial crisis in the US which led to a reduction of emigrant's money transfers and a reduction of demand for "maquilas" production. This poverty increase is stronger in rural than in urban areas.

This does not mean that the GoES efforts to fight poverty have failed but that they were not sufficient to compensate the effects of international shocks.

Source: FONADES: "¿Cómo está El Salvador?", Junio 2009.

I-5.3.2	Trend in budget execution in BS programmes' target areas
PAPES	<p>No evidence was found of a real policy dialogue between EC and GoES, neither at a macro and PFM level nor at a strategic level of a poverty reduction policy, but rather of useful and precise exchanges of information concerning first the macro and PFM level, the general RS programme and the EC BS procedures, and later the different indicators related to the fixed and variable tranches. Several stakeholders observe that a useful policy dialogue should imply various donors and therefore need a previous coordination in order to be effective (MN 107, 108, 209). However FISDL stresses that the annual evaluation meetings on PAPES indicators are very useful:</p> <ul style="list-style-type: none"> ▪ They constitute an incentive towards more institutional discipline ▪ They contribute to the use and diffusion of result-oriented monitoring system ▪ They permit the EC staff to do field visits to municipalities supported by RS <p>FISDL also stresses the EC inflexibility in the indicators evaluation of the VT, referring to the approval of "only" €8.5M. out of 10M. because of small lags in 2 of the 9 indicators, in 2008. Sources: MN 23, 27, 106, 107, 108.</p> <p>The absence of any significant policy dialogue on poverty reduction policies does not seem to have affected the achievement of the programme. On the contrary, it may well have enhanced it by preventing misunderstandings or external pressures affecting the relationship between donors and the GoES.</p>
I-5.3.3	Trend in budget execution in social sectors and pro-poor expenditures (e.g. primary schools, food security programmes, basic health care, security net, welfare programmes)
I-5.3.4	Evidence that funds contracted respect the distribution of funds between areas defined in the agreed policy documents
I-5.3.5	Evidence of increased adequacy of public policies in the areas targeted

JC 5.4	The EC interventions through Budget Support offer value added.
PAPES	<p>The EC budget support through PAPES constitutes an added value <i>per se</i> because it is the first budget support programme based on a grant (and not on a loan) in El Salvador. PAPES partly compensated the disappearance of the IFI's loans in 2006 and constituted an incentive for other donors to join RS. It benefited from the EC strong experience on this matter and offers a significant quantity of financial resources to RS. It had an impact on the Spanish cooperation (AECID) which followed the EC by using a form of targeted budget support in order to finance RS.</p> <p>One stakeholder stresses that PAPES was the first experience of a grant budget support in ES and that it allowed a gradual improvement of the programme management for all stakeholders. It also permitted an accumulation of experience very useful for future similar programmes. (Source: MN 209)</p> <p>All stakeholders interviewed stress the EC added value in preparing, financing and conducting the PEFA process. This PFM evaluation probably could not have been financed by a European MS and in this case it could not be financed by the WB because of an insufficient loan portfolio of its Salvadorian branch. Therefore it constitutes a specific CE value added.</p>
I-5.4.1	Evidence of a clear advantage of EC participation in the preparation and/or implementation of the different budget support interventions or related programmes (policy dialogue, sector or technical expertise, country experience, critical mass of resources)
PAPES	<p>The EC budget support through PAPES constitutes an added value <i>per se</i> because it is the first budget support programme based on a grant (and not on a loan) in El Salvador. PAPES partly compensated the disappearance of the IFI's loans in 2006 and constituted an incentive for other donors to join RS. It benefited from the EC strong experience on this matter and offers a significant quantity of financial resources to RS: up to the beginning of 2009 PAPES represented half of RS's budget for the basic services infrastructure and half of RS's total budget.</p> <p>The Spanish cooperation (AECID) followed the EC by using a form of targeted budget support in order to finance RS. The WB has offered a loan to the GoES for poverty alleviation programmes (including RS).</p> <p>All stakeholders interviewed stress the EC added value in preparing, financing and conducting the PEFA process. This PFM evaluation probably could not have been financed by a European MS and in this case it could not be financed by the WB because of an insufficient loan portfolio of its Salvadorian branch.</p> <p>Sources: Programa Red Solidaria: Séptimo informe Cuatrimestral – Seguimiento Físico Financiero al 31 de abril del 2009.</p> <p>MN 23, 27, 106, 107, 108, 209.</p>
I-5.4.2	Evidence of a mandate given to the EC in the context of the coordination and complementarity process
PAPES	See I-8.4.3
I-5.4.3	Evidence of a common political agenda between EU MS in budget support interventions
PAPES	See I-8.3.1

EQ6	To what extent did the aid modalities used enhance timeliness and optimal use of human and financial resources for reaching objectives?
JC 6.1	<i>The aid modalities used promoted rationale use of human and financial resources</i>
Findings	<p>General observation: efficiency but also effectiveness/impact/sustainability hampered by the fact that there was repeatedly little continuity between EC interventions over time, or not directly i.e. with a ‘gap’ of a number of months/years between the interventions. Observed in different cases. Examples:</p> <ul style="list-style-type: none"> ▪ PAPES not followed direct by a follow-up programme ▪ PROJÓVENES I followed only some months later by PROJÓVENES II (owing notably to change in Government) ▪ Successful APREMAT not followed by other project in the same field ▪ Support to PYMEs: different types of projects and modalities ▪ FORGAES / the environment: no follow-up to project or continuity in this area ▪ Indications for other interventions (PROCHALATE, PROCEDAMO, etc.) (MN 43) <p>Several interviewees confirm that there is a lack of continuity in projects, but also in (sub-)themes (environment, education, MYPE, etc.). This impacts the continuity of operations and support, but also their sustainability and capacities at the level of local organisations and EC staff.</p> <p>(Sources: incl. MN 45)</p> <p>FORGAES: the intervention evolved from a “project” approach to a kind of budgetary support approach (although not in the sense of a real Budget Support programme). PRRAC: This intervention had a particular and innovative set-up: it was a regional response programme, based on a centralised modality in Managua, but consisting in country-specific interventions.</p>
FOMYPE	FOMYPE was launched and implemented according to a project modality. It has been managed through a management entity and has been submitted to the N+3 rule. As a project, FOMYPE proves to have been highly inefficient: neither human and financial resources nor EC management resources have been given optimal use.
PROJÓVENES I	Even though the final evaluation has not been carried out yet, most of the people interviewed as part of the field work identify PROJÓVENES I as a project appropriately implemented and efficient as a whole. This positive appraisal is mainly the consequence of the implementation between 2006 and 2009. During the initial years (2003 – 2005) there were many problems related to efficiency, which were later overcome.
APREMAT	APREMAT ex –post evaluation does not carry out a specific analysis on efficiency criteria; therefore, no conclusions regarding reasonable and appropriate use of human and financial resources are made, hence also on its relationship with aid modalities.
I-6.1.1	Evidence that cost-effectiveness was a decision criteria for the choice of aid modality at identification stage
PROARES	See I-6.2.1
PRRAC	The PRRAC has a particular set-up, being a regional response programme but consisting in country-specific interventions. The 2009 Evaluation of European Commission’s Cooperation with Nicaragua reports hereby in its Annexes the following EC staff explanation on the origination of this structure: <i>“At the very beginning of the PRRAC it was thought to manage it through a BAT (Bureau d’Assistance Technique). Nevertheless the European Commission had decided to suppress this kind of structures in its reform of aid delivery. For the PRRAC, it was decided therefore to create a new type of structure. The programme was decided to be centralised because national authorities were overloaded by the magnitude of the</i>

	<p><i>disaster and of the response of the international community. And in addition, it was decided that the centralised structure will be located in EC Delegation of Nicaragua and will cover all the four beneficiary countries of the region. Is the first devolved structure of EC. The way had to be totally paved. This was in Sept./October 2000. New staff had to be recruited, trained in procedures. The internal process and circuits had to be created. Important efforts had to be deployed and the unit succeed in one year to launch 15 tenders. But the programme been so large (€250m for all the region) the institutional set-up was also large and complicated. Here are the basic elements:</i></p> <ul style="list-style-type: none"> - From 10/1999 starts the TA and identification project – depending of Brussels until The unit had sub-units across the four beneficiary countries. - In 09-10/2000 – Creation of a devolved unit PRRAC located at the DEC + with 3 individual sectoral experts - For each big project a PMU was created - Other projects were contracted with public and parapublic entities or internartional organisations Local initiatives were launched through call of proposals with NGO's."
PROJÓVENES II	<p>An EC staff member notes that they decided to pursue with PROJÓVENES II as PROJÓVENES I had very good results. They wanted to support the same implementing body. They actually did not see the possibility to do Budget Support. Budget Support would also probably not have been the most appropriate aid modality for PROJÓVENES I and II, given the specificity of support in the area of juvenile delinquency:</p> <p><i>"La prevención de la delincuencia juvenil es un sector bastante específico (no es igual que apoyar a los jóvenes en general, como PRO-EDUCA que beneficiará de AP). Hay que trabajar en los municipios chiquitos, específicos, con los alcaldes, organizaciones religiosas/judiciales/ etc., con muchos actores locales. Es difícil con AP, con estas realidades estoy crítica de AP".</i></p> <p>The interviewee mentioned also the willingness of continuing a sucessful project, also in terms of efficiency:</p> <p><i>"PROJÓVENES: hemos ganado cierto éxito, prestigio, visibilidad. Por esto continuemos, lo repliquemos con PROJÓVENES II. No lo veo mal de pasar por un enfoque programa/proyecto. Lo que no tengo claro: tendríamos que trabajar con el Ministerio (de Educación) o otro, no con el CNSP (= un señor). Si se maneja mejor, será mejor también en términos de eficiencia".</i></p> <p>(Source: MN 20)</p>
FOMYPE	<p>As confirmed by ECD source (MN 201), in FOMYPE's case, there has been neither a project identification procedure nor any identification document. There is therefore no evidence that cost-effectiveness was a decision criteria for the choice of aid modality at identification stage.</p>
PAPES	<p>The PAPES Identification Fiche (June 2005) p.3,4 states the following:</p> <p><i>La cooperación de la UE con El Salvador ha tenido el desarrollo local, y la mejora de los servicios básicos, como uno de sus principales objetivos (ver Anexo I). De manera general, proyectos de la CE relacionados con estrategias de desarrollo local en El Salvador, y otros países, nos enseñan que:</i></p> <ul style="list-style-type: none"> ➤ Los proyectos, salvo excepciones, no han tenido una sostenibilidad satisfactoria, ni han logrado insertar las buenas experiencias, ni influir, en las políticas nacionales.

	<ul style="list-style-type: none"> ➤ Las intervenciones de los proyectos de la CE se han apoyado en las instituciones del gobierno central, y las acciones desarrolladas a nivel local no han tenido suficientemente en cuenta a los municipios, y a las comunidades de sus territorios, lo que ha limitado su impacto. Por otro lado, la concesión de un rol más relevante a los municipios, particularmente si participan en el manejo de fondos, exigiría fortalecer su capacidad para actuar de acuerdo a las reglas de buena gestión de los recursos públicos. <p>Como resultado de la experiencia de la cooperación de la CE en la región, el DEP 2002-20 recomienda para el diseño y desarrollo de la ayuda a El Salvador, lo siguiente:</p> <ul style="list-style-type: none"> ➤ Garantizar una mayor <u>coherencia e impacto</u> entre las diferentes acciones. ➤ Adoptar una visión de largo plazo <u>integrando las acciones en las políticas nacionales</u> ➤ Integrar las perspectiva de <u>género</u> y la <u>participación social</u> ➤ Apoyar los procesos de <u>fortalecimiento institucional</u> ➤ Coordinar con los Estados Miembros de la UE, y demás proveedores de fondos. ➤ Fomentar un <u>diálogo político</u> más estrecho con el GES para la concertación de políticas que favorezcan una mayor eficacia e impacto de las intervenciones. <p>The PAPES Financial Agreement (2005, DTA's p.8) states the following: "<i>El GoES, por su parte, ha señalado los costos excesivos de asistencia técnica y estudios, así como el desgaste de tiempo y recursos humanos que supone el monitoreo de una multitud de proyectos con diferentes modalidades de ejecución, como principales argumentos que justifican la utilización del apoyo presupuestario como instrumento de cooperación.</i>" This means that cost-effectiveness was a decision criteria for the choice of BS as aid modality, but more for the GoES than for the EC.</p> <p>However the texts and the decision making process (MN 23, 27, 34, 40, 107, 46, 209) seem to indicate that cost-effectiveness was used as a justification to the choice of BS as aid modality, after rather than as an ex-ante criterium.</p>
Las Dignas	No evidence that cost-effectiveness was a decision criteria for the choice of aid modality at identification stage.
I-6.1.2	Expectations on cost-effectiveness of alternatives to the interventions at identification stage
General	<p>Identification documents of most interventions could actually not be retrieved, nor in the EC CRIS database, nor in EC offices in Brussels or in the EC Regional Delegation in Nicaragua and the EC Delegation in El Salvador.</p> <p>This also concerns other types of documents, including key documents such as financing agreements of large projects (incl. FORGAES, PRRAC - El Salvador). Almost no document could be retrieved for the Las Dignas intervention; it should reportedly have been available in hard copy in archive rooms but retrieving it would have required significant time and effort.</p> <p>The following table provide an overview of the documents that could be retrieved with regard to the selection of interventions for this study (and thus also consists in an overview of missing documents).</p>

Table: Documentary information on interventions available during the evaluation

Intervention Name	Identific. Fiche	FA	Activity Report (last)	ROM	Project Evaluation
PROARES	-	✓	✓	✓	✓ Final
FOMYPE	✓	✓	-	✓	✓ Final
APREMAT	-	✓	-	✓	✓ Final
FORGAES	-	-	-	✓	✓ MidTerm
PAPES	✓	✓	N/A	N/A	N/A
PROJOVENES	-	✓	✓	✓	✓ MidTerm
PRRAC–El Salv.	-	-	✓	-	✓
Las Dignas	-	-	-	✓	-

Key policy documents were also difficult to retrieve, such as in the Delegation in El Salvador the report (both in Spanish and in English) of the 2007-2013 CSP preparation process, conducted in 2005, and which, among others, presented the opinions of the GoES, donors and civil society on the draft documents of the future strategy. By mere luck it was found in the computer of a DELNIC staff member in Managua.

The findings from the 2009 Evaluation of European Commission's Cooperation with Nicaragua are also observed in the case of EC cooperation with El Salvador:

“For the moment the archiving system relies on the initiative of individuals; and given the high rate of staff turnover there is very little or no institutional memory. The intended transfer of documents during the devolution process was not completed as planned; many documents previous to that period are still not archived and therefore not available. CRIS, although improving, is not yet a reliable instrument and still contains errors and omissions. Fundamental documents needed for the purpose of an evaluation can still not be systematically uploaded (identification and formulation reports, evaluations, annual reports). One systematic and reliable information source is ROM which however has its own limitations (it is not intended to be a system of information-sharing, it contains only Monitoring Reports and Project Synopsis)); and in that regard the Financial Agreements that are usually provided along with the monitoring reports were not available in the case of Nicaragua in the successive consultations of the team given to technicalities of database layout changes.”

Final evaluations are still missing for a few projects that are now totally or almost closed at field level. This is for instance the case of PROJÓVENES I and FORGAES. No clear justification was provided to the evaluation team for this.

The “Inventory Note” of a recent evaluation provides a comprehensive and detailed view on limitations and difficulties with EC information systems overall: *“Evaluation of European Commission’s funds delivered through the Development Banks and EIB”*, ADE, 2008. This inventory note is downloadable on the AIDCO website:

http://ec.europa.eu/europeaid/how/evaluation/evaluation_reports/2008/1255_docs_en.htm

FOMYPE	For the reasons expressed in I-6.1.1 above, there is no evidence of any expectations on cost-effectiveness of alternatives to the interventions at identification stage.
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Las Dignas	No document available referring to cost-effectiveness in the identification phase.
I-6.1.3	Evidence that the aid modalities used favoured (or not) rational use of human and financial resources at the level of the GoES and/or implementing partners in the implementation of interventions for the pursuit of interventions' objectives
General	<p>A GoES staff member notes that it is difficult having to work with 3-4 different aid modalities only for the EC decentralized bilateral aid:</p> <ul style="list-style-type: none"> ▪ PMU (“<i>Unidades de gestión</i>”): three projects: San Vicente, FORGAES, BINACIONAL (Honduras-ES border managed from Managua) ▪ PIU (“<i>Entidad gestora</i>”): three projects : PROJÓVENES, FOMYPE, PROARES <ul style="list-style-type: none"> ○ Incl. New procedures relating to the “Devis-Programme” ▪ Budget Support (“<i>Apoyo Presupuestario</i>”): one intervention: PAPES. <p>In addition, there are also the calls for proposals for thematic budget lines etc. (Source: MN 34)</p> <p><i>See also I-6.1.6</i></p> <p>Other aspect repeatedly heard by consultants of the present evaluation: project approach (PMU and PIU) brings numerous management difficulties in terms of procedures, capacities, etc. → less implementation time → disbursement problems → less results. Examples of projects were such problems were reported: PROARES, San Vicente Productivo, PROJÓVENES, FORGAES, FOMYPE.</p> <p>A GoES staff member mentions for instance the following in this respect, providing the typical example of a 3-years project with 1.5 years launch time and 6m closing time resulting in only 1.5 years for implementation and disbursement: <i>“Instrumentos de planificación de la CE: prácticas, devis-programme (DP), gestión (de)centralizada etc. De lo que podemos aprender en estos años: procedimientos son para realidades Europeas y no los nuestros. Ejemplo de San Vicente Productivo donde se cambiaron los objetivos. Por los procedimientos de la CE, se pierde casi 1 año (sobre 3 años) para constituir UGP (contratación personal, licitación internacional por CE, backstopping por CE, etc.). Muchos procesos consultivos con las instancias europeas. El último año se reduce de ejecución de 6 meses por el plan de transferencia y cierre, después el cierre administrativo. Hay entonces ~1.5 años de ejecución, para desembolsar bastantes fondos. Con la modalidad de AP se superó (sabio PROJOVOENES). Con el DP: el único que se ha firmado es PROJÓVENES II pero será para 2010. Que se va a evaluar en el MTR por que no se hizo nada? Se va a juntar los dos NIP para el nuevo periodo. Por los indicadores, hay €2m que vamos a perder. Muy burocrático, implica bastante fases, solo tenemos un tiempo real que no es técnicamente posible sin esfuerzo sobrehumano.”</i></p> <p>An EC staff member notes that in his view “thematic” programmes are better than “bilateral” or “specific” programmes, in that thematic programmes allow covering various segments and population tranches, are more integral and have better adaptation capacity in the implementation. (Source: MN6a)</p>
General	No cost-benefit analysis has been done so far showing that cooperation and execution through projects is more <i>effective</i> than through budget support; there is empirical evidence of the contrary neither.
APREMAT	Las “normas de origen” han ocasionado que algunas inversiones (sobre todo, equipamientos de formación profesional: tornos, máquinas de soldar, etc.). estén actualmente paradas por falta de repuestos.
	Source: Observación directa en visitas al terreno. MN 213
FOMYPE	FOMYPE was implemented according to the project modality and there is evidence, as

	stated in I-6.1.5 below, of a high level of inefficiency in the use of human and financial resources at the level of the GoES and/or implementing partners.
PAPES	<p>MN 106 and 107</p> <ul style="list-style-type: none"> ▪ Los mecanismos administrativos disminuyen mucho la carga de informes y reportes: ya no está más el policía que te lo mide todo. Les facilita mucho las cosas. Presentan un solo informe, cada 4 meses, para todos los donantes. ▪ Las relaciones financieras se dan sólo con Hacienda, no con el donante. ▪ Todavía sienten que no están muy preparados para un AP: por ejemplo, su sistema financiero está diseñado para seguimientos individuales. ▪ La evaluación anual de la CE de cumplimiento de metas de indicadores (tramos variables) obliga a una disciplina y a medir progresos. ▪ Aprecian particularmente que la CE pida una visita de campo en cada una de sus evaluaciones anuales (un municipio elegido por la CE misma). ▪ Participaron en la negociación sobre indicadores que, según ellos, fue fácil. Estiman que los indicadores son adecuados. ▪ Una gran ventaja del AP es la flexibilidad en el manejo de recursos (“nadie nos dice qué hacer, donde y cómo”) a pesar de que el FISDL, sí, lo tenía todo listo, con nombre y apellido. Además permite que el Gobierno haga otra cosa pues esto (componente 2 de RS) ya está cubierto. ▪ RS solamente financia proyectos que cuentan con mantenimiento. ▪ RS está basado sobre una obligación de coordinación interinstitucional. ▪ Una crítica: CE muy rígida en la interpretación de los indicadores ▪ Piensan que no hay un dialogo político a nivel macro.
Las Dignas	<p>Las Dignas' gender project fall under a thematic budget line.</p> <p>There is no document available which allows to referring to the greater or lesser level of efficiency in the use of human and financial resources at the level of implementing partners.</p>
I-6.1.4	Evidence that the aid modality used favoured (or not) rational use of EC management resources
General	<p>An EC staff member stresses the problems relating to the “D+3” rule, notably in the PROJÓVENES, AT PAPES and FOMYPE : “<i>No hubo grandes problemas con los procedimientos de la CE en los años en que yo trabajaba (2007-2009). Pero el “D+3” sí creó problemas: muchos proyectos tenían que correr, la DCE les presionaba mucho. En general con un proyecto se puede cambiarlo, extenderlo, etc. pero la regla del D+3 no se puede cambiar, el contrato de implementación tiene que ser firmado antes que D+3. Si proceso de licitación es muy largo, hay que correr muchísimo. Lo viví con PROJÓVENES, PAPES, FOMYPE: todos estos proyectos tuvieron el riesgo de no poder ser financiados. Impacto? En otros proyectos en otros países sí hubo impacto en términos de falta de calidad, pero para estos tres proyectos fue solo stress. PRAINCA: tuvieron que contratar al PNUD por razón del D+3 (si no se perdieron). Pero sí, hubo un par (2) de contratos de AT para el PAPES no pudieron hacerse por la regla de D+3; pudimos salvar uno ampliando otro, el otro no.</i>”</p> <p>(Source: MN 25)</p>
PAPES	<p>Two EC staff members note that budget support is very good from the point of view of internal (EC) management, as it unburdens the task managers of a high number of activities, relating to financing above all.</p> <p>(Source: MN 6b, MN10)</p>
FORGAES	<p>The Intermediate Evaluation Report notes on pages 4 and 6 that while FORGAES was conceived as a “traditional” project, this changed after a few years as it became a “support facilitator”, increasing support to more actors and institutions. It actually became mainly institutional support: “<i>Gran parte de las actividades del FORGAES son de provisión de equipamiento, formación y capacitación dirigida a las instituciones involucradas. Con el nuevo</i></p>

	<p><i>giro que adquirió el proyecto durante la Etapa 2, se enfocaba en ser facilitador de apoyo, respondiendo a las demandas expresadas tanto por el MARN como por otras instituciones; esto en realidad constituye un apoyo predominantemente presupuestaria.”</i></p> <p>This change allowed a higher disbursement level, although it could have impacted negatively efficiency, as indicated in the Intermediate Evaluation Report on page 6: “<i>Existe un “trade off” en las visiones de la Etapa 1 y de la Etapa 2.: en la última crece la importancia de la ejecución financiera, lo que a su vez puede afectar el impacto y sostenibilidad futura de las acciones – impactando por lo tanto negativamente el criterio de eficiencia.</i>” The report also provides the following table on page 4:</p> <p>Tabla 1.3: Análisis de la conceptualización del FORGAES durante las Etapas 1 y 2</p>												
	<table border="1"> <thead> <tr> <th></th><th>Etapa 1 (2002-2004)</th><th>Etapa 2 (2005-)</th></tr> </thead> <tbody> <tr> <td>Cambios de la dirección ejecutiva</td><td></td><td>Hubo un cambio de Co-Director Europeo por parte de La Unión Europea</td></tr> <tr> <td>Conceptualización general del proyecto</td><td>FORGAES fue conceptualizado como un proyecto “tradicional” con el tema de fortalecimiento institucional al MARN durante la primera fase. Con este enfoque se mira la coherencia y consistencia con los objetivos del proyecto, incluyendo el impacto y futura sostenibilidad de las acciones del proyecto.</td><td>La conceptualización es modificada para ampliar el apoyo a más actores y el FORGAES se convierte en un “facilitador procesos” respondiendo a la demanda de diferentes actores e instituciones. Con ese cambio se logró también un nivel mayor de la ejecución financiero.</td></tr> <tr> <td>Rol de la UGP</td><td>Actúa como “asesor técnico” en temas de fortalecimiento institucional ya que se está proveyendo asistencia técnica, generando la capacidad de aportar “nuevas” modalidades de la gestión ambiental, ya que es están aplicando lecciones aprendidas de países más avanzados en temas ambientales.</td><td>El rol actual del UGF es de “facilitador”, es el sentido de potenciar las capacidades institucionales de los actores vinculados con el tema ambiental. Toma mayor importancia la ejecución financiera.</td></tr> </tbody> </table>		Etapa 1 (2002-2004)	Etapa 2 (2005-)	Cambios de la dirección ejecutiva		Hubo un cambio de Co-Director Europeo por parte de La Unión Europea	Conceptualización general del proyecto	FORGAES fue conceptualizado como un proyecto “tradicional” con el tema de fortalecimiento institucional al MARN durante la primera fase. Con este enfoque se mira la coherencia y consistencia con los objetivos del proyecto, incluyendo el impacto y futura sostenibilidad de las acciones del proyecto.	La conceptualización es modificada para ampliar el apoyo a más actores y el FORGAES se convierte en un “facilitador procesos” respondiendo a la demanda de diferentes actores e instituciones. Con ese cambio se logró también un nivel mayor de la ejecución financiero.	Rol de la UGP	Actúa como “asesor técnico” en temas de fortalecimiento institucional ya que se está proveyendo asistencia técnica, generando la capacidad de aportar “nuevas” modalidades de la gestión ambiental, ya que es están aplicando lecciones aprendidas de países más avanzados en temas ambientales.	El rol actual del UGF es de “facilitador”, es el sentido de potenciar las capacidades institucionales de los actores vinculados con el tema ambiental. Toma mayor importancia la ejecución financiera.
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<p>The global-level conclusion and recommendation in the Intermediate Evaluation Report (page 34) includes taking account of a longer-term approach and focusing the intervention on sustainable impact rather than on disbursement: “<i>Cinco años de ejecución para lograr un impacto es un relativamente corto tiempo, como el FORGAES es un proyecto de tipo “fortalecimiento institucional”, lo que requiere de un apoyo permanente y continuo de por lo menos 10 años; además, las instituciones tienen una capacidad de absorción limitada. Se espera que habrán fondos sobrantes al final de 2007. Por lo tanto, existe un imbalance como la Unión Europea ha asignado un presupuesto muy generoso para ser desembolsado en demasiado corto tiempo para lograr su objetivo. Se recomienda una extensión de FORGAES de 12 – 18 meses. Durante el tiempo que queda, se debe “ajustar” el enfoque sobre “desembolsos” hacia uno de institucionalización, impacto y sostenibilidad de las acciones promovidos por FORGAES”.</i></p> <p>It goes further in this line in an additional conclusion (still on page 34): “<i>Hay un riesgo de perder la visión holística y integral del apoyo institucional cuando se pone demasiado enfoque en la ejecución financiera y las metas presupuestarias.</i>”</p> <p>The Intermediate Evaluation Report recommends on page 36 about future EU support to the sector of the environment, that the EC has to consider sector budget support, along with other donors, considering regional elements of environmental management: “<i>La UE debe contemplar un apoyo presupuestario tipo SWAP con otros donantes apoyando a un plan plurianual del MARN, considerando elementos de gestión ambiental regional. Este apoyo debe ser acompañado con un apoyo directo a redes de ONGs ambientales. Es necesario de mantener a las ONGs independientes y autónomas para asegurar procesos de cabildo e incidencia dentro del sector. También se deben involucrar fuertemente las ONGs en el monitoreo y evaluación del desempeño de la gestión ambiental. Desde el principio</i></p>													

	<p><i>se deberán definir con la genuina y efectiva participación de estas organizaciones, los mecanismos y los indicadores de avance y cualitativos, asegurando su permanente integración en los procesos de gestión.”</i></p> <p>The Intermediate Evaluation Report (page 36) recommends also to ensure an adequate level of budget for corresponding to institutions' absorption capacity: “<i>Al planificar un futuro proyecto de apoyo, se debe dimensionar y ajustar el tamaño del presupuesto para corresponder a la buena absorción de las instituciones que constituyen la meta del apoyo. Un proyecto del tipo de fortalecimiento institucional no debe tener un enfoque con elementos de “desembolsos rápidos” de un presupuesto que es demasiado grande. Esto es totalmente contraproducente donde se debería concentrar en una búsqueda de mecanismos de “eficiencia” y “value for money” como se está inyectando fondos significativos durante un breve periodo de apoyo. Además, se llega a un apoyo donde no hay enfoque en lo que es “impacto” y sostenibilidad de las acciones.</i>”</p> <p>In this regard, the Plan Operativo Global (POG) noted in its 2003 revised versión on p36 that the MARN had problems with regard to its absorption capacity: “<i>En todo lo anterior ya se ha hecho referencia a problemas que se deben de resolver para el éxito o la sostenibilidad de las actividades propuestas. Existen problemas internos, o sea, inherentes al funcionamiento actual del Ministerio mientras otros que son externos. En cuanto a lo interno, el Ministerio de Medio Ambiente y Recursos Naturales no tiene a su disposición los recursos necesarios para lograr sus objetivos y responder a las responsabilidades que le fueron asignadas y que están todavía aumentando. Esta debilidad, en combinación con la gran cantidad de Proyectos, contempla un problema en cuanto a la capacidad del MARN de asumir y absorber la ayuda brindada aún posterior al final de estos Proyectos.</i>”</p> <p>In addition, EC procedures and changes in human resources posed problems, as mentioned in the Intermediary Evaluation Report on page 4 (and detailed on pages 21-23): “<i>El ciclo de proyecto de la UE constituye un mecanismo poco flexible para permitir los ajustes mayores requeridos en un contexto de cambio. Los principales elementos estratégicos del proyecto son planteados en el Convenio de Financiamiento, los cuales no son ajustables durante toda la fase de planificación mas detallada e implementación del proyecto. Varios funcionarios o empleados nacionales involucrados en la administración, compras y licitaciones utilizando procedimientos de la UE, comentan que éstos les resultan excesivamente engorrosos y complicados. Algunos procedimientos de compras de la UE constituyen un elemento crítico que ha causado bastantes demoras en la ejecución para algunos actores como el SNET (Servicio Nacional de Estudios Territoriales). El requerimiento de contenido de origen europeo exigido en cuanto a compras de vehículos y equipamiento de cómputo, a veces con poca compatibilidad con equipo existente, ha provocado dificultades. Los cambios frecuentes de los ‘task managers’ de la Unión Europea ha contribuido a la falta de continuidad en la visión de la Unión Europea misma – durante 2 años el Proyecto FORGAES tuvo comunicación con hasta 5 diferentes ‘task managers’ de la UE.</i>”</p> <p>A EU MS donor agency staff member in El Salvador stressed furthermore the lack of flexibility of EC procedures: “<i>Trabajar con la CE es una pesadilla completa por la rigurosidad de las normas, le quita efectividad y pierde toda capacidad de adaptación a nuevos escenarios. Para comprar más ordenadores que escritorios por ejemplo, tienes que esperar tres meses para que te aprueben el cambio. ¡!!</i>” (Source: MN 2)</p> <p>Furthermore, synergies and lessons learned were not sufficiently exploited, which impacted efficiency. The Intermediate Evaluation Report notes the following in this regard on page 6: “<i>El hecho de que no se han buscado sinergias con CCAD (Comisión Centroamericana de Ambiente y Desarrollo) ha contribuido a una menor eficiencia. Aun cuando varios oficiales del MARN conocen elementos de CCAD, no se percibe una política y sistematización de la aplicación de estos conocimientos. Tampoco se han captado operativamente los informes, guías y manuales elaborados por el proyecto ATN-ST-5025/ES Programa de Apoyo a la Gestión Ambiental de El Salvador con</i></p>
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	<i>financiamiento por el BID. Al iniciarse el programa habría contribuido a lograr un mejor grado de eficiencia el haber sistematizado la captación de las lecciones aprendidas por otros donantes en el tema de descentralización / apoyo municipal y captación de guías y manuales ya existentes. Asimismo, la elaboración de una estrategia de transversalización de los temas específicos del proyecto dentro de estas intervenciones habría contribuido a la sostenibilidad y replicabilidad de las acciones. Debido a dichas carencias, existe duplicidad en algunos aspectos, sobre todo en la cooperación internacional.”</i>
FOMYPE	FOMYPE was implemented according to the project modality. In FOMYPE's case, the project modality did not favoured rational use of EC management resources. As referred in MINEC's Press Review SME, dated October 5 th , 2007(p.2) and expressed by governmental sources close to the project (MN 302), the beneficiary has had difficulties with EC financial and contracting procedures. The misunderstanding and subsequent mistakes produced serious delays in the project implementation. The contracting procedures used for the intermediate institutions in charge of BDS provision to the MSME offer a good example of this difficulty.
Las Dignas	The scarce and contradictory Monitoring Reports give us an insight of some management difficulties, especially regarding the use of EC's management tools (Logical framework, reports, management of financial reports and exchange rates, etc.) and the need to train the stakeholders on such management issues.
I-6.1.5	Cost rationale in intervention's efficiency assessments (in ROM and evaluations)
FORGAES	Efficiency of the FORGAES is detailed in Annex 8.2 of the Intermediate Inception Report. The efficiency score for the global objective is high/medium. The only cost-rationale specified relates to the increased costs related to the EC “tied aid” procedures (buying European furniture on the project, such as cars). The overall efficiency scores in the two ROM reports available are “good” (choice between very good / good / problems / serious deficiencies). The descriptions focus, however, mainly on timing issues, as mentioned under I-6.2.5.
PROARES	PROARES' Final Evaluation states on page 3 that infrastructure costs were of an acceptable level, also in comparison with building costs of other donor agencies, NGOs and private sector companies.
PROJÓVENES I	Las conclusiones de la evaluación intermedia son muy negativas al respecto del uso racional de recursos humanos y financieros: Mid – Term evaluation (pages 4)-5: Conclusión 7: <i>Como consecuencia, primero y principalmente, de la inexistencia desde los inicios del Proyecto PROJÓVENES de un entendimiento común entre la DCE y el CNSP en torno al espíritu de cooperación internacional en los términos contenidos en el CF y su primer Addendum; segundo, de los problemas surgidos ante la modificación para los expertos de largo plazo de la ATI de los TdR de sus puestos (consecuencia de la aplicación del RF) entre la presidencia del CNSP y el ejercicio de las funciones de la ATI; tercero, de los costos de aprendizaje y aceptación de los procedimientos administrativos de la CE, agravados por la baja capacidad gerencial del CNSP, un insuficiente y viciado aprovechamiento de la ATI de largo plazo, y sucesivos cambios de los responsables de monitoreo por parte de la DCE: PROJÓVENES ha devenido en un “Proyecto de Fortalecimiento Institucional” del CNSP, institución que ha multiplicado así su planilla (con los fondos GOES contrapartida del Proyecto) y realiza, con dicho personal aumentado, múltiples actividades no programadas en el POG y los POA.</i> Conclusión 13: <i>El gasto del fondo salarial nacional se ha producido a un ritmo mayor al que correspondería para el tiempo transcurrido a la fecha de la misión (42% si la planilla de nacional de la EGP hubiera estado completa desde el inicio de PROJÓVENES, cuando ni siquiera lo está ahora y sólo desde</i>

	<p><i>marzo de este año se llegó al 73% del personal previsto). Este sobre gasto salarial contrasta fuertemente con el infra gasto en actividades y obras.</i></p> <p>Con posterioridad a la evaluación intermedia, estas situaciones fueron subsanadas, según entrevistas. Se produjeron relevos en la dirección del proyecto, la dirección del CNSP y en la ATI. En los años siguientes (2006 – 2009) se consiguió ejecutar la mayor parte de las acciones previstas.</p> <p>Source: MN 202</p>
FOMYPE	<p>As reported in EC's Monitoring Report dated October 2008, the overall efficiency score in the last ROM report available is "problems" (on a scale offering a choice from better to worse between "very good / good / problems / serious deficiencies").</p> <p>The ROM report underlines the following aspects:</p> <ol style="list-style-type: none"> 1. Availability of means /inputs Financial and human resources availability has been affected by a series of <u>delays</u> <u>Delays</u> in the EC approbation of the 1st programming documents (POG, POA) <u>Delays</u> in ATI incorporation (technical assistance contracts) <u>Delays</u> in the project installation (offices, internal regulations, comprehension of EC financial and contract procedures, institutional organization, etc.) <u>Delays</u> in contracting the institutions responsible for providing business services. 2. Implementation of activities 3 main characteristics for the project implementation of activities: (a) Overall heavy <u>delay</u>; (b) lack of a strategic line of action and subsequent dispersion; (c) cancellation of part of the planned activities in all 3 levels. 3. Results As detailed in I-4.2.1 above, the project has achieved–compared to the expected results – <u>very limited results in all 3 levels of intervention (macro, meso and micro)</u>, from a quantitative as well as qualitative point of view, as comes out of the Monitoring Report which expresses doubts about the quality of the micro level results, due to the high pressure for implementation during the last months of project operation, in 2008. 4. Counterparts contribution: <u>Delays</u> due to a lack of agreement between EC and GOES about the project structure, the responsibilities and function allotment. <p>There is no specific cost-rationale. Nevertheless, the Final Evaluation (p. 36-58 and 73) points out various aspects related to cost-efficiency.</p> <ol style="list-style-type: none"> 1. Excessively high administrative and human costs of the project: (a) total administrative costs rose up to 31,7% of total expenditure; in the case of the FAT programme, it swelled up to 44%; (b) the project employed 110 technicians (without taking into account administrators). As an ECD source critically underlines (MN 201 and MN 312), FOMYPE project has been used to cover institutional expenditures –mainly salaries- in CONAMYPE and the other few beneficiary institutions. 2. FOEX: in the export programme, the main part of subsidies received by enterprises has been dedicated to buying capital goods. 3. Time pressure, as suffered in 2008 (the last year of implementation) for operational and financial implementation (activities, disbursements), is a rather bad adviser for cost-effectiveness.

Las Dignas	<p>As reported in EC's Monitoring Report dated May 2003, the overall efficiency score available is "good" (on a scale offering a choice from better to worse between "very good / good / problems / serious deficiencies").</p> <p>The ROM report underlines the following aspects:</p> <ol style="list-style-type: none"> 1. Availability of means /inputs Financial resources availability has known some delays, which have had no impact on the project execution. 2. Implementation of activities. 3 main characteristics regarding the project implementation of activities: (a) changes in scope at the beginning of the project (in the economy subproject); (b) suspension of activities in 2001 and subsequent delay in agenda due to the 2001 earthquakes; (c) good and sustained level of activity implementation throughout the project from then on. 3. Results As stated in the 2nd and last Monitoring Report available, in the project evaluation report and in the power point presentation prepared by Las Dignas in 2006, the project has achieved relevant results –specifically qualitative results in all 4 subprojects. 4. Counterparts contribution: The counterparts contributions have been more than timely (Christian Aid's contribution has compensated delays in EC's disbursements) and adequate, as the project received complementary financial contributions from NGO after the beginning of the project. <p>The Monitoring Report includes no specific cost-rationale.</p>
I-6.1.6	Stakeholders' views on rational use of human and financial resources relating to the aid modality used
General	<p>A GoES staff member puts the case of SETEFE and of changing EC modalities into context: "<i>Proyecto SETEFE: monto menor en comparación a otros proyectos. Idea: que la SETEFE nació como entidad/instancia UE para generar fondos para financiar proyectos económicos/ sociales/ productivos. Para facilitar cooperación, al mismo tiempo que apertura de Delegación. El problema fue que cuando el proyecto arranca, la CE cambió idea de modalidad: en lugar de codirección, entidad gestora con un solo director (nacional) con JATI (Jefe de Asistencia Técnica Internacional). Si el experto JATI no estaba de acuerdo, no pagaba la CE – en la práctica el JATI hizo entonces casi el mismo papel que un codirector. Ex-post se puede decir que invertir €900k para SETEFE, es decir para gestionar «proyectos», es mucho dinero, porque se realizaron de hecho programas largos que no lo necesitaban, o aun AP.</i>"</p> <p>A staff member of another GoES institution mentioned in the same line a concrete example of the PIU acting actually almost as a PMU: PROARES (see I-6.2.3) (Source: MN 34, MN 33)</p> <p>Related issues highlighted by a GoES staff member are the GoES capacity to execute projects satisfactorily and the interference/intervention of the GoES institutions on the project management: "<i>Se suponía que la modalidad de entidad gestora podía ejecutarse sin tutor porque el país hubiera hecho sus pruebas. El Salvador se puso ente primordial para gestión, pero con sello de visado del JATI (jefe de asistencia técnica internacional). Entendimos que era una demanda legítima (por evitar uso para otros propósitos, por ejemplo dar capacidad institucional a entidad superior, etc.). En mi opinión muy personal: el país no estaba apto para tener este papel; sin vigilancia directa de un organismo, se usa recursos para necesidades directas (no convenidas).</i>"</p>

	<p><i>“Ejemplo del problema con PROJÓVENES o FOMYPE. Mismo fenómeno: mucha injerencia de la entidad de tutela del GoES en la entidad gestora del proyecto. Si de mi dependiera: PROJÓVENES II: sacaría la entidad de gestión del proyecto del CNSP para una oficina dependiente del consejo, pero no dentro de la oficina, porque les queda visibilidad + no hay aparcamiento / seguridad fuerte etc. (...) Fueron dos proyectos tan complicados que cambiaron directores, operadores, equipos técnicos etc.”; “FOMYPE: Igual que para PROJÓVENES: Injerencia directa del MINEC sobre entidad gestora del proyecto. CONAMYPE decidía de verdad. Directora del proyecto era persona de extrema confianza de la ministra, pero nunca entendió el proyecto ni sabía ejecutar – totalmente incompetente. La CE fue dura y directa en cuestionar este problema.”</i></p> <p>(Source: MN 34)</p>
General	<p>Interviewees note that bilateral cooperation with El Salvador will probably be centered on a few interventions in the near future, most of which consisting in budget support: <i>“Después del cierre recién o actual de grandes proyectos en El Salvador (PROJÓVENES I, FOMYPE, FORGAES, PROARES, PAPES), no queda mucho en ES. Nuevos proyectos: PROJÓVENES II, PROCALIDAD, PROEDUCA, nuevo AP (post-PAPES). En el futuro casi no quedaran grandes proyectos en ES que no estén de AP. Nuevo proyecto en ES: “Programa de Crecimiento Económico”.</i></p> <p>(Source: MN 25)</p>
General	<p>A GoES staff member expressed the view that the EC does not have sufficient capacity in El Salvador for guiding and supporting projects of a magnitude like for the PROJÓVENES (€9.2m). EC staff members from the Delegations in El Salvador and Nicaragua share the view that management in San Salvador was weak during the period under investigation, in particular in the early years of the Delegation (opened in 2006), owing to its staff's little work experience or practice of EC procedures. (Source: MN 1, MN 4, MN 14)</p> <p>Additionally, the EC internal organization over the period and related changes affected efficiency (and effectiveness), according to numerous interviews with staff from the EC, the GoES and other stakeholders. This affected projects as well as the overall cooperation with El Salvador. Several interviewees mention that it has improved with the years, but that it is still not totally clear and optimal.</p> <p>An EC staff member notes that having the Contracts & Finance section in Nicaragua is somewhat counter-productive: <i>“Sección Finanzas y Contratos en Managua para los varios países incluso El Salvador. Eso es un poco contra-productivo; limita rapidez de respuesta, conocimiento de realidad. Se hacen algunas misiones, pero no tanto como quisiéramos hacer”</i>. (Source: MN 25)</p> <p>The following GoES staff member's testimony illustrates the perception by the partner country of effects from EC organization changes:</p> <p><i>“Cambios internos en la organización de la CE nos afectaron bastante:</i></p> <ul style="list-style-type: none"> ▪ <i>PROJOVONES: cuestiones de ejecución. Codirector nacional y Europeo: no sabían cómo era la situación.</i> ▪ <i>PROARES: vino a causar cierta incertidumbre en el tiempo – se perdió casi 1 año. No se previó que esto podía suceder. Los proyectos se retrasaban un temor administrativo. Teníamos después que aprender sobre lo nuevo. Es lógico pero fue mal planificado, fue en medio de cuando comenzaron estos proyectos. Ahora es más claro.</i> ▪ <i>BINACIONAL: dependía de Managua. Nunca entendimos nosotros porque las delegaciones de ES y Honduras no estaban involucradas. Para cosas urgentes es más práctico tener Delegación local.</i> <p><i>En cierto sentido mejor: decisiones ahora. La idea era que todo el equipo viniera aquí, pero no se ha hecho, se fortaleció DELSAL poco a poco. Solo la “DELNIC sección C El Salvador” vino, solo task managers. A grado tal que el jefe aquí en ES no tiene un rango de embajador o de jefe (solo encargado de negocios). Ahora: si ha mejorada la relación. Más ágil (aunque pudiera ser aun más). Si lo comparamos antes con actual: ha</i></p>

	<p><i>cambiado mucho. (...)"</i> <i>(Source: MN 40)</i></p>
General	<p>The “Devis-programme” (“presupuesto–programa” in Spanish) has been introduced in ALA countries at the end of 2008. It can thus be considered that it actually falls outside the temporal scope of the evaluation. Nevertheless, a few testimonies are provided below to reflect EC staff apprehensions with regard to this modality:</p> <ul style="list-style-type: none"> ▪ <i>“Se hace por un cambio en la normativa de la CE. Es lo que se aplicaba en países ACP, y ahora se debe aplicar a ALA. A mi juicio, supone un cierto retroceso. Es un esquema mucho más rígido. Los POAs se sustituyen por estos “presupuestos – programas”. Una lógica más financiera y menos “técnico-operativa”. Es un modelo algo contradictorio con el impulso al apoyo presupuestario.”</i> (Source: MN 209) ▪ <i>“Esto será un reto, a ver cómo funciona. No está claro cómo vayan a funcionar. Supondrá un cambio de chip importante”. ”Es un absurdo: Por un lado estamos haciendo armonización etc. Por otro lado nos obligan a una camisa de fuerza sin flexibilidad. Es como el experimento de Pavlov”.</i> (Source: MN 211, MN 15)
PROJÓVENES II	<p>An EC staff member has major efficiency preoccupations with the new procedures related to the instrument “devis-programme” (DP) (“presupuesto-programma” in ESP) (“programme estimate” in ENG) to be used in PROJÓVENES II, which will consist in different procedures etc. than in PROJÓVENES I (which the GoES knows by the time):</p> <ul style="list-style-type: none"> ▪ <i>“Las modalidades de gestión para PROJÓVENES I y II son muy diferentes. En PROJÓVENES II es el primer “devis-programme” (DP) en El Salvador (en toda AL la verdad). Para mí no va a funcionar, tiene muy mala fama.</i> ▪ <i>Dentro de PROJÓVENES II hay una componente de AT, que lo vamos a contratar nosotros y ellos juntos (DELSAL + DELNIC), porque se necesita un comité de evaluación de las ofertas de las licitaciones por el DP, lo que pasa par la sección Finanzas y Contratos (= en Managua).</i> ▪ <i>Está previsto un primer borrador del DP. Es cuestión de empezar. ¿Pero cómo lo van a empezar?? porque nadie conoce el DP. No POG/POA (planes operativos globales / anuales); ya no vamos a tener la flexibilidad de PROJÓVENES I (“si no gastas en el año previsto: ¡perdido!”). El Gobierno podría pensar que será igual la gestión de PROJÓVENES I y PROJÓVENES II, pero no lo será. Vamos a contratar un experto solo para el DP y hacer/ayudar las licitaciones (todos los procedimientos son europeos). Va a ser difícil por las contrapartes, como lo será para nosotros. Porque no tenemos experiencia práctica. Porque lo más complicado que tiene el DP son los tiempos (antes: planificación anual, no había gran problemas con retrasos). La contraparte se estaba acostumbrando a una modalidad de gestión, que necesita acostumbrarse. Ahora cambiamos totalmente de modalidad → va a ser terrible el costo. En particular para ellos que pensaran que va a quedar flexibilidad. PROJÓVENES II es un “programa estrella” (visibilidad etc.), pero también va a ser un piloto en términos de modalidad → se va a ser limitado, debilitado, porque no se podrá hacer como el proyecto anterior → incertidumbre de qué va a pasar los primeros meses.</i> ▪ <i>Porque DP para PROJÓVENES II? Porque en la CE con esta nueva restructuración queda como modalidades de gestión:</i> <ul style="list-style-type: none"> ○ AP ○ DP ○ “Cooperación centralizada indirecta” (“indirect centralised management”): <ul style="list-style-type: none"> ▪ Organismos multilaterales ▪ Cooperaciones bilaterales EU MS (DFID, GTZ...) ○ ONG (pero esto para poco dinero...) ▪ <i>→ Elección posible:</i> <ul style="list-style-type: none"> ○ AP: No sirve para visibilidad de la CE. No sería bueno para un proyecto exitoso como PROJÓVENES I. Mas para un sector, no para una determinada población. Visibilidad fue de lo más importante para la CE y el GoES también =

	<p><i>problemática visible) de lo que pienso.</i></p> <ul style="list-style-type: none"> ○ <i>DP: no había mucha alternativa. Y lo que más pesó para elegir el DP: seguir con la bandera de la CE.</i> ○ <i>Cooperación centralizada indirecta: todavía no hay mucha experiencia.”</i> <p>(Source: MN 25)</p> <p>An EC staff member summarises key elements and issues of the “devis-programme” instrument:</p> <ul style="list-style-type: none"> ■ <i>“DP = Manejar un presupuesto general para varios años que hay que dividir en períodos de 6 meses. Si no gastes en estos meses hay que devolverlo. El problema principal es la rigidez. Otro problema es la novedad – no hay experiencia. No hay mucha experiencia, no hay muchos expertos en América Latina. Por el DP, el Gobierno se apropiá más, por ejemplo la entidad gestora se cree en la propia institución; administrador y contador están nombrados por el Gobierno (ya no se contrata un director externo). Es muy parecido a los procedimientos ACP.</i> ■ <i>País de AL que está lo más adelantado con DP es Perú – y tiene muchos problemas.</i> ■ <i>En la página web de AIDCO se puede encontrar el guía con todo sobre el devis-programme⁷. Habrá una nueva versión en octubre del 2009, con muchos cambios. En noviembre vamos a tener una formación en Nicaragua.</i> ■ <i>Para la mayoría que eran POA/POG, ahora son DP.”</i> <p>(Source: MN 25)</p>
PROJÓVEN ES I	Very limited implementation time for high amount of funds, in the view of implementing agency staff members: “ <i>bicimos un consultorio para formar directores y docentes de 30 centros escolares de alto riesgo, sobre ciudadanía, cursos de danza, etc. Mi impresión: tuvieron mucho dinero, que gastaron en muy poco tiempo. Tuvimos muy poco tiempo para dar estas clases, cerrar un diplomado 4 meses, después de tiempo de espera muy largo. Perjudica crear procesos. Si no se busca la causa del incendio, quema otra vez. Y no se pudo tener por ejemplo sinergias con programas de otros donantes (incl. de Holanda). El esfuerzo fue muy bueno. Había bastante recursos (pero no tiempo) para hacer un trabajo bueno.”</i> <p>(Source: MN 45)</p>
FOMYPE	<i>See the “General” line under I-6.1.6</i>
FORGAES	An EC staff member is critical on the consistency of the EC (use of) instruments in relation with the FORGAES: “ <i>Este programa tenía que haber tenido una continuación, pero la desaparición del medioambiente como línea bilateral (...) tuvo como consecuencia un CSP carente de una línea bilateral medioambiental (...). A los dos meses de la aprobación del CSP, el medioambiente, cambio climático y energías renovables se convirtieron en una prioridad para la UE.</i> ” (Source: MN 11)
	This EC staff member refers in particular to the fact that the EC cannot continue funding of the FORGAES under the 2007-2013 CSP. This CSP indeed only provides for funding for the two focal sectors (which do not include the environment), at the contrary of the 2002-2006 CSP which provided for €8.4m for non-focal sectors. Direct funding to the Government, for instance through the FORGAES, is furthermore not possible through the DCI thematic programme “the environment and the sustainable management of natural resources”, which functions on the call for proposals procedure.
	+ <i>See I-6.2.6</i>
PROARES	<i>See I-6.2.3</i>
FOMYPE	Entrepreneurs were critical about the project relevance and rational use of resources, in so far as it did not fulfil MSME’s primary need: access to financial resources (See Final Evaluation Report). EC Delegation expressed the same point of view in the EC Response Sheet to the 2008

⁷ http://ec.europa.eu/europeaid/work/procedures/implementation/work_programmes/index_es.htm

	Monitoring Report and in MN 312.
PAPES	The PAPES Financial Agreement (2005, DTA's p.8) states the following: " <i>Sin embargo los proyectos (de la CE), salvo excepciones, no han tenido una sostenibilidad satisfactoria, ni han logrado insertar las buenas experiencias, ni influir en las políticas nacionales de desarrollo y reducción de la pobreza</i> ". In other words, the EC had (has?) a rather negative view of the traditional Project modality. See also I-6.1.3
Las Dignas	NGOs involved and project beneficiaries (in the ROM report of May 2003) all agree on the adequate use of human and financial resources through the project execution. <i>(Source: MN 309, MN 306, ROM May 2003)</i>
JC 6.2	<i>The aid modalities used promoted timeliness of aid delivery</i>
PROARES	PROARES represented in 2001 a new project execution modality in the country, in that it was the first time that a GoES institution was the unique responsible organisation for the execution of an EC-funded programme.
FOMYPE	The aid modality used in the area of SME promotion and economic development promotion -ie. project modality- <u>did not</u> in any way <u>promote</u> timeliness of aid delivery.
APREMAT, PROJÓVEN ES	The actual period of implementation has been short, for the majority of non budget support interventions: the bureaucratic implications of starting up, monitoring and closing the project mean that the actual period of implementation is insufficient.
PAPES	True in the case of PAPES - See I-5.1.4
I-6.2.1	Existence of documents mentioning timing as a decision criteria for the choice of aid modality at identification stage
PROARES	<p>It should be noted that PROARES represented at the time (2001) a new project execution modality in the country, in that it was the first time that a GoES institution was the unique responsible organisation for the execution of an EC-funded programme. The objective was (i) to strengthen institutional capacity for management, preparation and implementation of EC-funded projects; and (ii) to coordinate with other organisations like NGO, Government institutions, local governments, with a view to increasing proximity with direct beneficiaries. <i>(Source: Plan Indicativo, page 2)</i></p> <p>A GoES staff member mentioned also that PROARES was the first project with a new management model, without PMU or PIU. But he specifies that it actually was quite the same in practice in the beginning, with control by the EC: "<i>PROARES: primer proyecto que se ejecutaba con modelo de gestión nuevo (ni unidad gestora ni unidad de gestión). Pero era más o menos igual en la realidad: el experto europeo estaba haciendo una función codirectiva (cambió durante el proceso pero siempre). Ejemplo: €1m para una obra determinada, ejemplo para una cantidad de viviendas. El FISDL vino con un esfuerzo para hacer todo lo que se podía. Pudieron aumentar el número de viviendas, porque ahorraron dinero. Problema por la CE: no lo pidieron antes a Bruselas, tenían que haberle pedido con aceptación</i>". <i>(Source: MN 34)</i></p> <p>+ <i>See I-3.1.2 on achievement of institutional capacity building and local development objectives</i></p>
FOMYPE	As we expressed it in I-6.1.1.above, as confirmed by ECD source (MN 201), in FOMYPE's case, there has been neither a project identification procedure nor any identification document. There is therefore no document mentioning timing as a decision criteria for the choice of aid modality at identification stage.
PAPES	The Identification Fiche does not mention timing as a decision criteria See I-6.1.1
Las Dignas	No document available referring to timing as decision criteria for the choice of aid modality in the identification phase.

I-6.2.2	Expectations on time-efficiency of alternatives to the interventions at identification stage
FOMYPE	For the reasons expressed in I-6.2.1 above, there is no evidence of any expectations on time-efficiency of alternatives to the interventions at identification stage.
Las Dignas	No document available referring to on time-efficiency of alternatives to the interventions in the identification phase.
I-6.2.3	Evidence that the aid modalities used favoured (or not) implementation time of the interventions by the GoES and/or implementing partners in the pursuit of the interventions' objectives
PROARES	<p>PROARES' Final Evaluation states on page 3 that there have been significant implementation difficulties with subsequent delays in the first two years, although efficiency was said to be good in the last years. Among the reasons mentioned for these initial difficulties stands the fact that it was the first experience of the FIDSL in the sector. One should hereby remember (see I-6.2.1) that it was the first time that a GoES institution was the unique responsible organisation for the execution of an EC-funded programme. The Final Evaluation also mentions that there were initial difficulties with the insertion in the FIDSL of the "Célula de Coordinación y Control del Programa" (a unit coordinated by a European technical assistant – see page 9 of PROARES Final Evaluation⁸). Other difficulties mentioned by the Final Evaluation on page 3 are the diverging procedures between GoES agencies, and capacities of municipalities and implementing NGOs.</p> <p>Such difficulties are highlighted as well in the 2004 ROM report on PROARES, which provided at that time a "d – serious difficulties" score for implementation efficiency.</p> <p>Cf. Text on page 3 of the Final Evaluation: "<i>El Proyecto ha presentado importantes problemas de eficiencia durante los primeros dos años de su implementación. Estos estaban principalmente relacionadas a (1) la dificultad del FIDSL de ejecutar un programa de viviendas (su primera experiencia en este sector), combinado con la dificultad de armonizar los procedimientos y criterios del FIDSL y FONAVIPO; (2) la dificultad de los municipios potencialmente beneficiarios de cumplir con los fondos de contrapartida en forma de la puesta a disposición de terrenos y la realización de las obras conexas de nivelación de terrenos, apertura de accesos; (3) la dificultad de encontrar terrenos aptos para la construcción de NAOs; (4) la dificultad de identificar potenciales beneficiarios que cumplieran con los criterios impuestos por el programa; (5) las debilidades de los municipios y de algunas de las potenciales ONGs participantes en la implementación de las actividades (6) las dificultades de la célula de supervisión y seguimiento del Programa de insertarse efectivamente en el FIDSL durante el primer año de implementación del mismo.</i>" "De hecho, el Programa ha logrado solamente al final de 2005 (después de cambios en la gestión y de la firma del Addendum 1) una eficiencia aceptable. Las modificaciones aportadas a los procedimientos de ejecución (limitación de las funciones de FONAVIPO, ampliación de la zona de intervención), conjuntamente con la mejorada cooperación entre las partes han permitido la superación de las principales dificultades. La eficiencia del Programa durante su último periodo de implementación era buena; se ha logrado recuperar el tiempo originalmente perdido y realizar la totalidad de las infraestructuras (viviendas e infraestructuras básicas anexas) en el plazo adicional otorgado por el Addendum 2." "También, las infraestructuras relacionadas al componente 3 y 4 se realizaron muy tardeamente."</p> <p>A GoES staff member mentions an additional source of difficulty: EC requirements for this</p>

⁸ "Un aspecto importante de mencionar concierne a las modalidades de ejecución del Programa: al punto IV.2 de la DTA se establece que 'La gestión de la ejecución del Proyecto se delega en forma total al FIDSL, quien hará uso de sus procedimientos habituales contemplados en el Programa de Desarrollo Local y en el respectivo Manual Operativo para tal efecto'. Además se establece que el FIDSL será asistido por una Célula de Coordinación y Control del Programa, coordinada por un asistente técnico europeo"

	<p>project (with PIU). “De desembolsos no tuvimos problemas con PROARES. Pero con la revisión de cuentas hubo bastantes gastos no elegibles. Problema vino de que el Delegado no hizo una adjudicación. A raíz de esto no aceptaron otros gastos que para mí fueran elegibles (ej. una provisión de dinero). Problema también con la legalización de los terrenos (180 sobre las 5482 viviendas no lo tenían): fue un problema para la CE (condición). (...)</p> <p>He also mentions that the PIU actually started more as a kind of PMU, with own staff and keeping finances and management in check. It evolved with the years more to a real role of PIU. “Las exigencias de la CE no son tan blandas. No había un gasto que el Asistente Técnico Europeo (ATE) no veía. Tuvo su propio contador, motorista, etc., como una mini unidad de gestión. Al final logramos que fuero el mismo contador etc. que nosotros. Resumen: PROARES: dirección de proyectos; ATE : control (aunque no codirección). Es que es difícil para la CE dejar totalmente directamente su control/ dirección... necesita tiempo. El ATE elaboró mucho de los informes, nos acompañó mucho, fue muy bueno, sano”.</p> <p>(Source: MN 33)</p>
	<p>There was a serious problem of non-execution of house building by one of the implementing agencies (ASDI). According to several interviewees from both the EC and the FISDL, ASDI did not allow having access to financial and management information. The FISDL had finally to contract other NGOs for realizing the work. This issue resulted in an investigation of the European Anti-Fraud Office (OLAF) after the final evaluation, including field mission to final beneficiaries, which issued its report in 2008. According to an EC staff member, it resulted in ‘assumptions of possible fraud’ (<i>presunción de posibles fraudes</i>), with costs considered non-eligible (“Gastos non elegibles”) amounting to more than €1.5m (<i>sic</i>), notably all funds to ASDI. This interviewee also notes that this issue was quite sensitive and that the EC had difficulties in intervening, in particular because it touched directly EC relations with the GoES given the particular execution modality of this project (GoES institution unique responsible organisation for the execution of an EC-funded programme – see I-6.2.1).</p> <p>(Source: MN 20, 33, 36)</p>
FOMYPE	<p>The 2009 EC Closure Statement (Standard Explanatory Note) specifies the following in this respect (page 3): “<i>Contratos gestionados por ASDI (Asociación Salvadoreña para el Desarrollo Integral): ASDI fue adjudicataria de un primer contrato para la construcción de 878 viviendas in situ en el Departamento de La Paz. La ejecución de este contrato fue a todas luces insatisfactoria, sufrió varios Addendas, incremento de precios, cambio de modelo constructivo, lo que llevó no sólo a la NO rescisión del Contrato, sino que el FISDL le adjudicó 2 nuevos contratos: 248 viviendas en NAOs en San José de Guayabal y 50 viviendas en el Rosario. El FISDL asumió la responsabilidad de tal acción, desde el momento que la ATE no dio su visto bueno y no contó con el beneplácito de la Delegación. Considerando la situación descrita, tanto la Delegación como la ATE reforzaron el seguimiento, en particular, de estos tres contratos, forzando al FISDL, ante su preocupación, a utilizar el mecanismo de "Finalización de Obra por Fidador" que prevé la Ley de Adquisiciones y Contrataciones de la Administración Pública de El Salvador (Ley LACAP), marco procesal utilizado en el Programa.</i></p> <p><i>Las consecuencias financieras de esta situación fueron la consideración de aproximadamente 1.000.000 Euros como gastos no elegibles.</i></p> <p><i>Mencionar asimismo, que tal situación dio lugar a una investigación de la OLAF. La visita de la OLAF a El Salvador aconteció mediante dos visitas, a saber: noviembre, 2007 y marzo, 2008. El Informe Final de la OLAF, recibido en fecha 6 mayo (vía la Delegación de la CE en El Salvador), ha sido analizado por ésta Delegación, y en consecuencia, (i) se ha procedido a informar a las autoridades del Ministerio de Relaciones Exteriores de El Salvador sobre la existencia de un presunto delito por desviación de fondos; (ii) se ha reiterado, a AIDCO/B, nuestra propuesta de incluir a ASDI en el EWS (iii) y mostrando nuestra posición respecto a Judicial Follow up.”</i></p> <p>In spite of the N+3 rule, specific of project modality, FOMYPE'S main beneficiary has not felt constrained to a speedy financial execution in the allotted 3 years deadline from FA</p>

	signature, the accumulated delays justifying the request of an addendum to the FA to buy additional operative time for the project.
Las Dignas	The aid modality used (project under thematic budget line) has been sufficiently flexible to allow suspension of activities during a few months and to adapt activities so as to answer the new emergency situation after the 2001 earthquakes.
I-6.2.4	Evidence that the aid modalities used favoured (or not) EC contracting time
FOMYPE	In FOMYPE's case, delays were also the fact of the EC. As one of FOMYPE project's executive recalls (MN 302) the ECD was particularly slow in approving the project programming tools (POA, POG) as well as in selecting the International Technical Assistance Team through the common tender procedure. In short, for this FOMYPE project's executive (MN 302) EC contracting procedures were one of the main problems in the project implementation.
PAPES	True in the case of PAPES See I-5.1.4
Las Dignas	No evidence available.
I-6.2.5	Timing rationale in interventions' efficiency assessments (in ROM and evaluations)
FORGAES	<p>As mentioned above under I-6.1.5, the Intermediate Evaluation Report's efficiency score for the global objective is high/medium. However, the report repeatedly states that the short implementation time did not represent an efficient use of funds (see I-6.1.4).</p> <p>As mentioned above under I-2.1.1, lack of ownership by the GoES caused low efficiency and delays at the start of the Project, according to the Intermediate Evaluation Report.</p> <p>The 2004 ROM report (MR-30231.01) specifies details on delays at the start of the Project, relating mainly to processing the operational plans, contracting TA, and visibility provisions : <i>“El Proyecto ha sufrido varios retrasos con el procesamiento del POP y del POA que han provocado un desfase en la ejecución presupuestaria. También se ha creado un cuello de botella con la gestión de los expedientes de licitación de contratos de servicios para asistencia técnica local, que son numerosos. Otro problema que ha afectado la eficiencia, es la existencia de un presupuesto de 700,000 Euros para información-visibilidad, que cubre además de las actividades normales de visibilidad del Proyecto y de la cooperación europea, importantes actividades de divulgación de los diferentes componentes, en particular de participación ciudadana; los plazos para presentar el plan de visibilidad, actualmente a la espera de la aprobación de la Sede, se añaden a los otros desfases. Hasta la fecha, el desenvolvimiento de las actividades no ha sido afectado de manera muy preocupante, con excepción de ciertas consultorías, porque se han podido desarrollar normalmente, todas las actividades de planificación y de concertación con los numerosos actores dentro y fuera del Ministerio. Sin embargo, se empieza a atrasar el inicio de importantes actividades del POA 2003 y se teme que la acumulación de retrasos llegue a entrampar algunos componentes. La ejecución presupuestaria debería incrementarse considerablemente con la compra de materiales y equipamientos para el Ministerio.”</i></p> <p>The overall efficiency scores in the two ROM reports available are “good” (choice between very good / good / problems / serious deficiencies). The descriptions focus mainly on timing issues.</p> <p>The 2006 Intermediate Evaluation Report mentions on page 4 that there was no delay on EC side in disbursing funds, although this was less evident on GoES side: “En general no hay retrasos en los desembolsos de los fondos por parte de la Comisión Europea; por otra parte, la puesta a disposición de la contrapartida del GOES a partir del año 2004 no corresponde a la Planificación en las POAs anuales”.</p> <p>However, the Project Transfer Fiche from August 2006 mentions on page 1 that there was</p>

	delay in disbursement, with a level of 60.46% of the POG: "A pesar de que la nueva estrategia (2005) está generando una aceleración de la ejecución, había un desfase en relación al POG y POA 2006 a mediados de agosto del 2006: el proyecto estaba a 60.46% de ejecución del POG. Hay atrasos especialmente en los rubros de estudios 43.02% de ejecución – por atrasos en procesos de licitación y de obras 46.49%.
PROARES	See I-6.2.3
PROJÓVENES I	El hecho de que no se haya realizado la evaluación final de este proyecto y, a pesar de ello, se esté iniciando PROJÓVENES II, constituye una deficiencia al respecto del comportamiento de este indicador.
FOMYPE	See I-6.1.5 above.
Las Dignas	See I-6.1.5 above.
I-6.2.6	Stakeholders' views on timelines of aid delivery relating to the aid modalities used
General	A GoES staff member considers that the EC is slow, despite the fact that it improved with the creation of a Delegation in the country. The argument is balanced with the fact that EC funding for bilateral cooperation is usually substantial. " <i>CE: podríamos decir que es una cooperación un poco lenta. Nos ayuda que este una sede aquí en ES. Será aún mejor que más preponderante a la sede CE aquí en ES: más poder de decisión, más autónoma, en particular con cosas más pequeñas. Sería más rápido. Por ejemplo también el MTR no se hace por aquí, es lento el proceso, también para tener documentos</i> "; " <i>CE más lento que los EEUU: muchos procesos. Los trámites de la UE son bastante burocráticos. Hay tal vez que considerar los montos: fondos CE son importantes. Otros donantes: proyectos con menos financieros. Ejemplo: PNUD: no más de \$7m. Tal vez explica un poco los procedimientos de la CE.</i> " (Source: MN 40)
	An EC staff member specifies that the problem of rules of origin (<i>norma de origen</i>) has been solved in 2005 with the untying of aid (" <i>desligamiento de la ayuda</i> "). (Source: MN 48)
FORGAES	Different GoES staff members expressed the view that the administrative part of this "project with PMU" was difficult with significant loss of time and money: "Parte administrativa difícil: en particular para decisiones de compras, de equipos etc.: <ul style="list-style-type: none"> ○ <u>Componente recursos hídricos:</u> <ul style="list-style-type: none"> ■ <i>muchos problemas para compra de equipos, que no fueran de marcas europeas pero americanas. El equipo no ha sido utilizado, pues. Nos gastó mucho, pérdida importante de dinero.</i> ■ <i>Fue el componente con mayores avances, aunque no perfecto por la parte administrativo, pero tuvimos mejores productos, sinergias con proyectos del BID, etc.</i> ○ <u>Componente geológico:</u> <i>gastos tres veces mayores para los equipos. Empresas europeas (que teníamos que usar) tenían precios tres veces más caro... nos costó mucho. Es mal gastar el dinero.</i> ○ <u>Proceso de licitación:</u> <i>demasiado largo: 3 años en planificación, compras y licitación. Les quedó poco tiempo de implementación:</i> <ul style="list-style-type: none"> ■ Parte gestión de riesgos: solamente menos de 1 año les quedó de tiempo de implementación. ■ <i>Sufrió también bastante de cambio de implementación.</i> <ul style="list-style-type: none"> ● <i>Incl. Parte de comunicación: incl. campañas educativas etc.</i> ■ <i>Equipo sísmico: problema para estimaciones (presupuesto) preliminares. Cuando el equipo era americano, nos damos cuenta que el costo era 3 veces mayor. Lo que yo supongo que pudo haber pasado que el equipo americano pudo haber tenido un costo de pasaje de Europa por los EEUU (impuestos etc.). Tal vez por esto que se triplicó el precio.</i> ○ <u>Cambio de codirector de proyecto una vez que se terminó el término de planificación... Se</u>

	<p><i>cambió mucho del trabajo que se había preparado y planificado: se quedó así en la nada. Ese dinero se usó para otras instituciones, para la adquisición de cosas que a nosotros nos habían rechazado. También había solicitud de equipos (radios, etc.): se perdió todo el dinero. Peleamos mucho pero no se logró a hacer.</i></p> <ul style="list-style-type: none"> ○ <i>Oficina en Managua: un problema → Atrasos. Ahora mejor?“</i> <p>(Source: MN 43, MN 44)</p>
FOMYPE	Expert sources in SME promotion (MN 304) consider that FOMYPE's main problem was not due to the choice of aid modality but to a management problem. FOMYPE's main weakness was the lack of a pool of local and regional experts.
Las Dignas	NGOs involved and project beneficiaries (in the ROM report of May 2003) did not express their point of view on how the project modality of aid has favoured or impeded timelines of aid delivery. (Source: MN 309, MN 306, ROM May 2003)
I-6.2.7	Stakeholders views on how they consider that other aid modalities might have allowed to better reach objectives or to reach them in a more time-efficient manner
FORGAES	See I-6.1.4, as the project evolved from a project approach to a kind of budget support approach.
FOMYPE	Some high ranking GOES staff member (MN 305) as well as expert sources in SME promotion (MN 304) consider that economic development promotion - and SME promotion in particular - in the country was not ready for any other aid modality than project.
Las Dignas	NGOs involved and project beneficiaries (in the ROM report of May 2003) did not express their point of view on how other aid modalities might have allowed to better reach objectives or to reach them in a more time-efficient manner. (Source: MN 309, MN 306, ROM May 2003)

EQ7	To what extent were issues related to environmental sustainability, good governance and gender taken into account in the design and implementation of EC interventions, contributing thereby to improvement in those areas?
FOMYPE	FOMYPE erratic response to cross-cutting issues –particularly environment and gender- does not illustrate an intent of policy building but is the simple result of short term consulting assignments contracted with a view to disburse funds and improve the extremely low and slow financial implementation capacity of the project.
JC 7.1.	<i>The EC interventions have taken into account and promoted environmental sustainability.</i>
FORGAES	Environmental sustainability is at the core of this large intervention.
PRRAC	The FA mentions risk prevention as a dimension of one of its specific objectives. It provides little attention to respect of the environment besides excluding irreversible damages and ensuring not breaking the law.
FOMYPE	Environment is not a real issue in FOMYPE project's conception, formulation and implementation. It should be noted that, quite at the end of the implementation period, the project has produced some specific actions supposedly meant to promote environmental sustainability. Yet, those actions do not allow us to say that the project has considered environment as an issue.
APREMAT	<ul style="list-style-type: none"> • This aspect was only incorporated to the intervention after POA-4 . • The impact of the environmental aspect was limited (highlighted as one of the weakest points in the final evaluation).
PROJÓVENES I	The environmental aspect has been incorporated by means of reclaiming public spaces, green areas etc. for the young people. The project has carried out many activities related to reclaiming run down areas for youth leisure and sports.
PROJÓVENES II	The follow-up project to PROJÓVENES I plans to continue interventions reclaiming run down areas for leisure and sports purposes.
I-7.1.1	Explicit references to environmental sustainability and disaster reduction in the formulation of the interventions
General	<p>An EC staff member notes that the environment, which he considers a fundamental aspect, was moved to the second or third place in the 2007-2013 CSP, given the fact that there are more private sector and relating social sector themes than in the first CSP. <i>(Source: MN1)</i></p> <p>Another EC staff member states that environment as a cross-cutting issue has been minimal in non-environment related interventions. Environment is not a priority in the EC cooperation with El Salvador. It has at least less priority than before, given the focus of the CSP 2007-2013. The GoES is not that interested neither, although the MARN is interested given its limited budget. <i>(Source: MN31)</i></p>
FORGAES	<p>Environmental sustainability is at the core of the FORGAES, an environmental management programme focusing on capacity building of the MARN (Ministerio de Medio Ambiente y Recursos Naturales). It is stated as the overall objective of the intervention in the POG.</p> <p>The Project also aims at strengthening the Servicio Nacional de Estudios Territoriales (SNET), which has a predominant function in the local management of natural disaster risks. The POG mentions also on page 5 “Response capacity to water and/or natural disasters” as an aspect of the different phases of the project.</p>
PROARES	“Studies on environmental impact” represents one of the four types of TA (TA being one of

	<p>the four ‘components’ of the programme); a second type is “TA on local risk management”. “Studies on environmental impact” follow a process established by the MARN (Ministerio de Medio Ambiente y Recursos Naturales). The “TA on local risk management” focuses on the development of maps identifying the two most risky types of natural disasters at the municipality level; it will also consider capacity building of the beneficiary municipalities with regard to local risk management.</p> <p>(Source: <i>Plan Indicativo, page 16-19</i>)</p>
PRRAC	<p>Risk prevention is part of the third specific objective of the PRRAC. The 2000 Financing Agreement⁹ specifies indeed that: “<i>3 . to strength the local administrations and the civil society through the support to the encouragement and the implementation of rehabilitation and development plans and the support to the preparation and launching of the normative framework of risk prevention and reducing the impact of this type of natural catastrophes.</i>”</p> <p>See also I-8.1.1 for the link between PRRAC, DIPECHO and other programmes on disaster preparedness and related issues.</p> <p>Environment: COM(1999)201 relating to the PRRAC includes a brief mention on environment:</p> <p><i>“The major environmental damage suffered by the Central American countries has aggravated the effects of the disaster. Environmental issues therefore warrant special attention in the reconstruction action plan.</i></p> <p><i>The EC is considering financing regional scheme to protect catchment basins by replanting the worst affected areas with trees.”</i></p> <p>The 2000 PRRAC Framework Agreement also includes the following mention: <i>“Will be excluded from the project any activity that could imply irreversible damages to environment or/and any intervention that will not respect the national legislation in force related to environmental protection”.</i></p>
APREMAT	<p>En los documentos relacionados con el proceso de formulación las referencias a la componente medioambiental son prácticamente inexistentes, sobre todo si se comparan con las referencias a la equidad de género, que son muy abundantes.</p> <p>Apenas se pueden mostrar algunas referencias, en ciertas Disposiciones Técnicas y Administrativas que se suponen comunes para cualquier Convenio de Financiación:</p> <p>Anexo 2 del Convenio de Financiación: Disposiciones Técnicas y administrativas (page 17):</p> <p>CONDICIONES ESPECIALES</p> <p>9.4 Protección del Medio Ambiente: <i>Quedará excluida del ámbito de acción del Proyecto, toda actividad productiva que pudiera implicar daños irreversibles para el medio ambiente, así como toda empresa que no respete la legislación nacional de protección de medio ambiente.</i></p>
PROJÓVE I	<p>POG (page 64) Avance hacia la sostenibilidad</p> <p>9.3 Ambiente: Varias de las líneas de trabajo de PROJÓVENES tienen incidencia con la mejoría y protección del medio ambiente. En primera instancia están todas las acciones de habilitación de espacios o zonas verdes, construcción de complejos deportivos, recuperación de calles y pasajes, etc. En ese sentido, la política a seguir será de respetar todas las disposiciones y ordenanzas que sobre</p>

⁹ Evaluators did not dispose of the Financing Agreement specific for the PRRAC – El Salvador. As it is reportedly close to PRRAC Financing Agreements in the other Central American countries, the Financing Agreement for PRRAC-Nicaragua was used as a general reference.

	<p>el tema han promulgado las instancias correspondientes. Por lo general, las construcciones que se realizan, lejos de dañar el medio ambiente, lo que hacen es mejorarlo. Al menos esta ha sido la experiencia hasta la fecha. Otra manera de incidir en este tema es mediante el contacto directo y constante con las comunidades y municipalidades. PROJÓVENES tendrá la oportunidad de contribuir a generar una sensibilidad mayor sobre el tema medioambiental así como apoyar, con arreglo a las circunstancias específicas, acciones específicas. Estas dos modalidades podrán generar escenarios para incidir en políticas, especialmente a nivel municipal.</p> <p>POA 3-2006 (page 18)</p> <p>4.4.1.2 Promover la formación y facilitar espacios de encuentro y participación a los jóvenes para que puedan expresar y concretar sus inquietudes.</p> <p>En este marco una actividad importante es la construcción y adecuación de espacios de convivencia y encuentro en las diferentes comunidades beneficiadas. Esto supone además de las mejoras físicas, el desarrollo de actividades, incluida una misión de corta duración, para la definición participativa de programas de uso, mantenimiento y rentabilización del uso público, de tal manera que estos faciliten una dinámica que apoye y fortalezca las acciones encaminadas a la prevención que se desarrollan en las comunidades a las que pertenecen estos espacios.</p> <p>POA 5 DEC299663 (page 33)</p> <p>R1.2 Promover la formación y facilitar espacios de participación juvenil</p> <p>Los énfasis en este rubro serán las mejoras, recuperaciones y habilitaciones de pequeños espacios públicos, así como apoyos a mantenimientos y recuperaciones de obras realizadas en años anteriores por el proyecto, ésto acompañado de una estrecha participación y fortalecimiento de los consejos de administración. A este respecto se han previsto actividades de intercambios de experiencias y ejercicios de legalización de estos consejos a fin de favorecer su gestión del espacio público y ampliar las condiciones para que el uso del mismo sea el esperado. Destacan experiencias como la de Santa Alegría, Lincoln Metrópoli, entre otras.</p>
PROJÓVE II	<p>Action Fiche AAP 2008 DEC 297921 (page 8)</p> <p>3.4 Crosscutting Issues Environmental impact will be considered in the construction processes.</p> <p>Ficha de identificación DEC 289544 (page 14)</p> <p>11. SOSTENIBILIDAD Factor clave : Ambiental Prácticas para lograrlo:</p> <ul style="list-style-type: none"> - El aporte interdisciplinario de las experiencias incluye aportes desde el punto de vista ambiental a través de la recuperación de espacios, la creación (de acuerdo a la legislación vigente en medioambiente) de otros lugares de encuentro. - Reforestación <p>Ficha de Action Post –DCI DEC 394870 (Page 7)</p> <p>3.2 Expected results and main activities</p>

	<p>With this purpose, four results have been established within the Logical Framework::</p> <p>R4. <u>Recovered the physical/environmental surroundings of stakeholder communities.</u> This result involves development of activities intended to change habits and cultural patterns that prevent having healthy physical environments. Processes of awareness-raising and promotion of a culture of sanitation and care will be critical in the communities, as well as the construction, maintenance and preparation of public areas to turn them into areas for citizen coexistence.</p> <ul style="list-style-type: none"> • Number of awareness-raising community campaigns in diverse subjects (cleanliness, reforestation, garbage treatment, etc.) • Number of rehabilitation, construction and adaptation works. • Number of facilities users. • Reduction in the number of dangerous places in the communities.
FOMYPE	<p>The FOMYPE project's TAP include an impact assessment fiche on environment (Annexe 3, p. 25-26). According to this fiche, the project is of a type from which no negative impact on environment is expected. As an active measure, the fiche asserts that the project will leave out any productive activity which may cause definitive negative impact on environment as well as any enterprise which does not respect the national legislation on environment protection. The project formulation (objectives, results) does not make any specific reference to the issue.</p>
PAPES	<p>The PAPES Financial Agreement (2005, DTA's p.6) states the following: "<i>En el área ambiental existe un marco político, legal e institucional (creación del MARN en 1997) en fase de consolidación y desarrollo. La Red solidaria fomentará las medidas de protección para preservar el medio ambiente a través, entre otros, del saneamiento y electrificación, reduciendo el desgaste ambiental</i>".</p> <p>The PAPES Identification Fiche (2005, p.5) states the following:</p> <p>2. <u>Medio Ambiente.</u> Por lo reducido de su territorio y su alta densidad de población, El Salvador es expuesto a un riesgo ambiental mayor que sus vecinos centroamericanos, que se manifiesta sobre todo en la contaminación del agua por fertilizantes químicos y pesticidas, desechos industriales incontrolados y aguas residuales, así como en la gravísima deforestación. El Programa Red Solidaria tendrá impacto en el tema ambiental al mejorar el suministro de agua y saneamiento de las zonas rurales pobres, y disminuir el consumo de leña en los hogares gracias a reformas en las viviendas y hábitat. Uno de los indicadores ambientales del programa de apoyo presupuestario pudiera ser el diseño e implementación de planes municipales de manejo y protección de cuencas. Es de esperar que la ejecución de Red Solidaria contribuya a mejorar el respeto a la política y legislación vigentes en el área de medio ambiente en El Salvador, incluyendo las obligaciones derivadas de convenciones internacionales ratificadas por este país.</p>
Las Dignas	No specific reference to the environment or disaster reduction
I-7.1.2	Number of environmental sustainability measures within the implementation of non-specific interventions
General	See I-7.1.1
PROARES	A GoES staff member specifies that disaster-prevention measures were taken into account in the design and material used in the PROARES project (which tackled reconstruction after the 2001 earthquakes): " <i>Con el AT se pagó el diseño de los NAOs: se incluyó la construcción para contener los terrenos o las calles, pagado por las municipalidades. El material es anti-sísmico. Casas en cuadros, de bloque, lo que es lo mejor en contra a terremotos. Se consultó el mejor especialista del país</i> ". (Source: MN 33, 36)
APREMAT	<p>Informe Final Técnico Financiero (page 103)</p> <p>Incorporación de Educación Ambiental de la Educación Media Técnica La incorporación del tema de conservación y protección al medio ambiente, se ha trabajado en dos direcciones. Primero desde la perspectiva del concepto y desarrollo curricular</p>

introduciendo prácticas limpias y de protección al medio ambiente en la formación de los jóvenes de cada una de las especialidades. Segundo, como cultura institucional orientada a formar una visión, actitudes y conductas de mejoramiento del Medio Ambiente de la propia comunidad e institución.

Esto ha implicado desde capacitar docentes hasta fomentar y dar seguimiento a prácticas limpias en el uso y manejo de equipos, talleres y desechos de las prácticas. En los INF la introducción de este valor de protección y conservación al medio ambiente ha sido bien recibido y en buena parte de los institutos se han creado formas creativas de formación en el tema. Ha habido como producto de esta intervención un mejoramiento de las condiciones ambientales del entorno y del mismo INF, así como la participación de los INF en campañas locales de limpieza y saneamiento ambiental, en cooperación con otros actores locales como las municipalidades y las unidades y hospitalares del sistema nacional de salud.

Informe Final Técnico Financiero (page 188,189)

6.5.2.9 Ejes Transversales: Medio Ambiente

APREMAT desarrolló la innovación educativa : **Educación Ambiental en la Educación Media Técnica.**

Consiste en la realización de actividades que permitan al estudiantado, la formación de actitudes y valores, así como la gestión de una nueva cultura de conservación ambiental, que involucren la salud de las personas, la aplicación de tecnologías amigables a la naturaleza y la protección del ambiente del entorno.

Anexo 2 Informe técnico por componentes (page 73,74)

III.3.Formación de Valores

El Proyecto fue concebido como una intervención en EMT con dos ejes transversales, a saber, género y medio ambiente. Aunque el énfasis programático estuvo en incorporar la perspectiva de equidad de género, también se trabajó en incorporar desde todas las áreas de intervención el enfoque de conservación y protección al Medio Ambiente. Adicionalmente, sobre la marcha ha sido necesario trabajar en el fomento de otros valores tales como cultura de cuidado y mantenimiento preventivo de infraestructura y equipo, construcción de convivencia armónica en la comunidad educativa, bajo regulaciones y normas internas construidas en el diálogo y consenso de sus miembros y, finalmente, debido especialmente a los terremotos que afectaron todo el territorio nacional en el 2001, a introducir y formar el tema de previsión y manejo de riesgos y situaciones de emergencia.

Ex - post Evaluation (page 12)

Conclusiones

- La componente “**Diseño Curricular**” perseguía como resultado la redefinición, actualización y desarrollo de los currículos de Educación Media Técnica con un enfoque de competencias orientadas a la acción completa e incorporando la perspectiva de género y de Medio Ambiente.

Ex - post evaluation (page 52)

Pertinencia

- Los enfoques de género y medioambiente responden a una necesidad en El Salvador, la cultura machista en el país y la densidad de población ponen de manifiesto estas necesidades.
- El eje medio ambiente no fue incluido en el proyecto desde el inicio y cuándo se incluyó en

el plan operativo anual del año 4, no se le pusieron indicadores.

Hallazgos Generales

1. Los ejes transversales de género y medio ambiente son desarrollados, en la mayoría de los casos, por docentes de materias básicas, centrándose en actividades concretas de género y medio ambiente con personas responsables de los mismos.
2. El Centro Educativo no ha interiorizado lo que supone la incorporación de estos ejes y, sólo en algunos casos, se han incorporado a la Planificación del Centro, sin presupuesto específico para su desarrollo, solo en un caso plantean que está incorporado con presupuesto para actividades.

Informe Final Técnico Financiero (page 115-116)

Cuadro Resumen de resultados obtenidos por Ejes Transversales APREMAT 1999 A 2004

- Solo el 37% de los estudiantes de los institutos beneficiarios, se involucran en actividades propias del medio ambiente de su institución.
- Sin embargo, quienes sí participan sostienen que no existen planes concretos y sistematizados que promuevan la protección del medio ambiente en sus instituciones.
- Aun que casi el 100% de alumnos y docentes mantienen que APREMAT desarrolló muchas capacitaciones y materiales educativos para tal, todo indica que el impacto de este eje curricular, no fue significativo en los 22 centros educativos.

Informe Final Técnico Financiero (page 105-106)

4.9.3 Resultados

Medio Ambiente

Los estudiantes que participan resaltan la importancia del medio ambiente y trabajar con la comunidad:

- Porque es importante crear comisiones para cuidar el medio ambiente. La mayoría enfatiza en que no hay que contaminar la naturaleza para poder vivir en un medio ambiente sano. Dentro de la institución las actividades son sembrar grama, árboles y campañas de limpieza, proyecto de reciclaje. Fuera de la institución se mencionó un proyecto de reciclaje y una marcha en todo Atiquizaya.

Son actividades que los ayudan a hacer algo productivo, y los benefician para que no haya tanta contaminación. Este centro educativo cuenta con su propia granja agrícola donde se puede cultivar y sembrar. Otros participan porque los Comités ya se encuentran establecidos. También hay quienes lo hacen porque la Institución lo requiere

Los estudiantes que no participan, aducen falta de tiempo y la no existencia de programas concretos en el instituto o la comunidad:

- La mayoría responde que porque no surgen actividades de esta índole dentro del Instituto, otros responden que por ser muchas actividades de los módulos en la Institución, no les permite participar por falta de tiempo. Hablan de tiempo expuesto en el hogar y también en la Institución.
- Porque no se presenta la oportunidad. Otros dijeron desconocen empresas dentro de la comunidad que se dediquen a cuidar el Medio ambiente. Además dentro de la institución las actividades se realizan por medio de comités donde solo participan algunos.

En conclusión, cuatro de cada 10 estudiantes participa apoyando el medio ambiente, y mucho de este involucramiento se debe a la capacidad del instituto en organizar y motivar a los estudiantes para participar en este tipo de actividades.

	<p>Ex - post Evaluation (page 13)</p> <ul style="list-style-type: none"> - Como cuarta conclusión destacamos un conjunto de experiencias impulsadas de forma innovadora por el Proyecto APREMAT que no han aportado finalmente los resultados esperados y que desde el punto de vista de la generalización plantean la necesidad de su realización o reformulación. Destacaríamos en este sentido: Enfoques de género y medio ambiente. 									
PROJÓVENES I	<p style="text-align: center;">Tabla 20 Grado de cumplimiento IOV 1.7 Resultado 1</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th style="background-color: #6B8E23; color: white;">IOV</th> <th style="background-color: #6B8E23; color: white;">Esperado</th> <th style="background-color: #6B8E23; color: white;">Cumplido</th> </tr> </thead> <tbody> <tr> <td>80 espacios de encuentro (infraestructuras comunitarias, recreativas, culturales, educativas, zonas verdes) realizados o recuperados en las comunidades, disponen de capacidad para prestar servicios a 100,000 personas.</td><td></td><td>94 espacios de encuentro (infraestructuras comunitarias, recreativas, culturales, educativas, zonas verdes) realizados o recuperados en las comunidades, disponen de capacidad para prestar servicios a 100,000 personas</td></tr> <tr> <td style="text-align: center;">TOTAL</td><td style="text-align: center;">100%</td><td style="text-align: center;">117.5%</td></tr> </tbody> </table> <p>Este indicador se construyó a partir del recuento de las obras que se realizaron durante los cinco años de ejecución, que en su totalidad fueron 94, lo que sobrepasa la meta propuesta.</p> <p>Los procesos de recuperación de espacios públicos realizados por el proyecto Projóvenes de El Salvador han sido un medio fundamental para el desarrollo comunitario y para la ejecución de las diferentes estrategias a favor de la prevención de la violencia y la delincuencia en las comunidades del AMSS, ya que al realizar anualmente los diagnósticos comunitarios participativos, se encontró que una de las principales problemáticas, es el estado deplorable de su entorno. En términos generales se puede decir que de las 20 problemáticas percibidas como prioritarias por los habitantes de estas comunidades, 4 están relacionadas con el espacio físico: zonas oscuras y mal iluminadas (5º lugar); - escasez de espacios de recreación y esparcimiento (6º lugar); deterioro de espacios públicos (10º lugar) y basura (11º lugar).</p> <p>Source: Informe Final Técnico PROJÓVENES I, page 65</p>	IOV	Esperado	Cumplido	80 espacios de encuentro (infraestructuras comunitarias, recreativas, culturales, educativas, zonas verdes) realizados o recuperados en las comunidades, disponen de capacidad para prestar servicios a 100,000 personas.		94 espacios de encuentro (infraestructuras comunitarias, recreativas, culturales, educativas, zonas verdes) realizados o recuperados en las comunidades, disponen de capacidad para prestar servicios a 100,000 personas	TOTAL	100%	117.5%
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FOMYPE	<p>According to institutional sources (MN 302), at the end of the project (June 2008), a strategy and an action plan have been drafted so as to invite the institutional stakeholders of the project to add an environmental dimension to their programmes and to the Business Development</p>									

	Services (BDS) they provide to MSME (which FOEX already has). According to MINEC's SME Press Review dated October 5th, 2007 and institutional sources (MN 304b), the project has also produced awareness materials for the benefit of MSME entrepreneurs, specifically a Guide of Environment Management for MSME, which is being distributed through CONAMYPE's Business Development Centres.
Las Dignas	No specific measure on the environment or disaster reduction
I-7.1.3	Number of environmental sustainability specific interventions
General	<p>The inventory for this evaluation shows that during the period 1998-2008, commitments were made by the EC for eight environment-specific interventions, for a total of €17m:</p> <ul style="list-style-type: none"> ▪ Apoyo a la Introducción de Prácticas de Diversificación Productiva, a la Conservación de los Suelos y del Agua y a la Reforestación en cuatro municipalidades del Departamento de Morazán, El Salvador (1999) ▪ CONCIENTIZACION Y REHABILITACION SOCIAL Y ECOLOGICA EN 8 MUNICIPIOS - EL SALVADOR (2001) ▪ Fortalecimiento de 6 unidades ambientales en Chalatango. El Salvador (2002) ▪ Fortalecimiento Políticas Medioambientales, FORGAES (1998) ▪ Gestión comunitaria para la conservación y uso sostenible del Bosque de Cinquera, El Salvador (2005) ▪ Programa de Recolección y Reciclaje de Materiales Desechados en los Municipios de San Salvador y Soyapango - El Salvador (2000) ▪ “Proyecto de Manejo de Abejas y del Bosque” (PROMABOS) (1999) ▪ PROCEDAMO (PRRAC n°032): “Concientización y educación ambiental integral en el ámbito local y cuencas seleccionadas” (2001) <p>One of these projects represented a large part of the funding, namely FORGAES that the EC supported with a €9.6m contribution (on the ALA geographical budget line). The Environment thematic budget line provided resources for three interventions in El Salvador during that period for a total of €2.7m: (i) PROMABOS, (ii) “Gestión comunitaria para la conservación y uso sostenible del Bosque de Cinquera, El Salvador”, and (iii) “Fortalecimiento de 6 unidades ambientales en Chalatango. El Salvador”.</p> <p><i>Source: ADE based on EC databases (CRIS, ROM, HOPE,) and working data ('tableaux de bord')</i></p> <p>The 2002-2006 Multiannual Indicative Programme, which formed Chapter 6 of the 2002-2006 CSP, provided for a €8.4m envelope for non-focal sectors, referring hereby to “environment and combating poverty” and “regional integration”. During this period, commitments were realised for two environment-specific interventions for a total of €1.7m (and no funding relating direct to “regional integration”):</p> <ul style="list-style-type: none"> - Fortalecimiento de 6 unidades ambientales en Chalatango, El Salvador: commitment of €638,946 in 2002; and - Gestión comunitaria para la conservación y uso sostenible del Bosque de Cinquera, El Salvador: commitment of €1,100,000 in 2005. <p>A €1.6m Addendum was further signed in 2003 for FORGAES (which financing agreement was signed in 2000), following the 2001 earthquakes.</p> <p>The 2007-2013 Multiannual Indicative Programme, which formed Chapter 6 of the 2007-2013 CSP, did not provide for funding for environment-specific projects (it is only mentioned as a cross-cutting issue). No such project was indeed funded in 2007 or 2008. In the same line, no extension or continuation project was foreseen for the FORGAES, hereby not following the recommendation from the Intermediate Evaluation Report. See also I-6.1.6.</p>

	Although outside of the 1998-2008 temporal scope of the evaluation, we also mention the “Rehabilitation and Development Project of Areas Affected by Conflict in the Department of Chalatenango in El Salvador”, referred to as PROCHALATE, in collaboration with the GoES and IFAD and also with civil society. Several interviewees referred to this project as a success with regard to promotion of environmental sustainability. A GoES staff member mentions that there was among the EC funding €9.5m for the environmental sustainability component. Its first phase was launched in 1994 and its second phase in 1997. <i>(Source: Ministerio de Agricultura y Ganadería, Sistema de planificación y seguimiento de PROCHALATE, 2000, p3-4; MN 34, MN 43)</i>
I-7.1.4	Evidence of policy dialogue in relation to environmental sustainability and disaster reduction
FORGAES	<i>See I-3.3.6 on the “Ley de Agua”</i>
JC 7.2	<i>The EC interventions have taken into account and promoted good governance.</i>
PRRAC	The PRRAC Financing Agreement ¹⁰ tackled specifically institutional capacity, and strengthening of local administrations, relating to decentralisation and dialogue with Civil Society.
FOMYPE	FOMYPE project suffered of a vertical and centralized conception and implementation dynamics, which left scarcely room to good governance issues (bottom-up logics, transparency, consultation, etc.) and decentralization.
PROJÓVENES I	The project succeeded in its commitment to coordination between institutions to achieve an integrated approach to delinquency prevention. However, a weaker point was coordination with local councils, excessively conditioned by political polarization.
PROJÓVENES II	One of the main challenges of PROJÓVENES II is to incorporate local councils into the integrated strategy for the prevention of juvenile delinquency.
I-7.2.1	Degree of correspondence of EC-funded interventions with the intended objectives and funding, in the field of decentralisation
General	<p>Decentralisation: The 2002-2006 CSP (the central strategy paper for the evaluation period) considered indeed three priority areas, the first of which is “Democratisation and modernisation of the state, security of the citizens, greater involvement of civil society” (p18). It specifies hereby that “the objective of this cooperation priority area is to address the challenges identified in section 3.4 (Challenges pertaining to the modernisation of the state and decentralisation), in particular by supporting the process of decentralisation currently underway and (...), with budget resources to be concentrated on the former (...”).</p> <p>But the inventory shows that few EC funds were committed to interventions tackling specifically “Consolidation and modernisation of the State, support for Decentralisation” during the evaluation period 1998-2008. The following two interventions were actually funded:</p> <ul style="list-style-type: none"> ▪ Fortalecimiento Institucional de la Secretaría Técnica del Financiamiento Externo (SETEFE): commitment of €0.4m in 2001; ▪ Nejapa Municipio Sostenible: commitment of €64,042 in 2008. <p>However, the 2002-2006 Multiannual Indicative Programme (Chapter 6 in the CSP) envisaged €33m jointly for “Consolidation and modernisation of the State, support for Decentralisation” and “Programme of integrated local development”; the inventory shows that only €230,000</p>

¹⁰ Evaluators did not dispose of the Financing Agreement specific for the PRRAC – El Salvador. As it is reportedly close to PRRAC Financing Agreements in the other Central American countries, the Financing Agreement for PRRAC-Nicaragua was used as a general reference.

went to projects tackling specifically integrated local development.

An EC staff member mentioned during the evaluation that “decentralisation as such is not relevant, at the contrary of support to government institutional capacity-building through support to national programmes or projects directed at municipalities”. (*Source: MN 1*)

Another EC staff member mentioned that decentralisation remains currently a priority at the national level. But it was not a priority of the former GoES; that GoES was strongly in favour of centralised management (*fue muy centralista, muy presidencialista*). It was actually a theme of the opposition in that time. GTZ remains supporting this theme¹¹. The reason why the EC did not provide significant funding to this theme is that there was no interest from the GoES, with no public policy to support. Hence the EC considered using the funds assigned to this theme in the CSP 2002-2006 to the PAPES.”

(*Source: MN 42*)

On the Salvadoran side, there has never been in El Salvador either a decentralization policy as such, or a legal framework or any specific institution in charge of the issue, according to local GoES staff members interviewed. There has been a national strategy for local development during President Flores Government (1994-1999) and a declaration on local development during President Saca Government (2004-09). The National Committee for Local Development (CONADEL), which met from 2005 till its dissolution 2009, was no more than a thematic meeting space for governmental institutions and never formalized into a specialized institution for Decentralization and Local Development.

This situation, which is interpreted (MN 301) as the result of an evident lack of vision among the successive governments, explains that President Saca Government gave precedence to social development over decentralization and local development and to a Programme such as Red Solidaria.

(*Source: MN 301*)

Human rights: human rights are not mentioned in the CSP 2002-2006 ‘EC cooperation response’ (Chapter 5) or in its ‘Multi-annual Indicative Programme’ (Chapter 6). For the period 2007-2013, there is no budget envisaged for this issue (as for other cross-cutting / transversal issues).

According to several interviewees, the EC funded human rights extensively before the evaluation period 1998-2008. (*Source: incl. MN 42, MN 48*)

An EC staff member provides the personal view that donors including the EC supported this through the 1990s but now considered that this issue was less prioritary: “*mi apreciación es que la cooperación EU y de todos los donantes se aleja de los DDHH, de fortalecimiento del Estado etc. desde después de 10 años después de los acuerdos de paz. Porque consideran unos donantes que “ya está resuelto” este problema hasta cierto punto. Se puso ahora de eje transversal, ya no es prioritario*”.

(*Source: MN 42*)

According to the same interviewee, the only important human rights project was a regional programme finalized in 2007 called the “Programa Plurianual de Democracia & Derechos Humanos en America Central” (PPDDHAC), funded on the Human Rights thematic budget

¹¹ Germany together with Spain and especially UNDP supported establishment of a national policy tackling decentralisation: “*Mención aparte merece el esfuerzo de la comunidad internacional, especialmente del PNUD, Alemania y España, en la articulación de la política nacional de ordenamiento territorial, descentralización y desarrollo local.*” (*Source: La Declaración de París y países de renta media: La experiencia de El Salvador, Juan Pita, CeALCI, 2008, pages 32-33*)

	<p>line and with a part related to El Salvador. The EIDHR budget line (objective 2) provides for €600k annually; for one call for proposals: 6 small projects. A civil society consultation on human rights with relation to a call for proposal was held in May 2007 (and another in July 2009).</p> <p>(Source: MN 42)</p> <p>The inventory for the present evaluation shows that a total of €6.9m was committed during the evaluation period 1998-2008 for 13 interventions tackling specifically “democracy / human rights”. The following 13 interventions were actually funded:</p> <ul style="list-style-type: none"> ▪ Fortal. Desarro. Democrát. Participación Ciudadana ▪ Fortalecimiento de la Educación Cívica y Participación Ciudadana ▪ LAS DIGNAS/PROGRAMME FOR THE PROMOTION OF WOMEN'S EMPLOYMENTPARTICIPATION IN LOCAL DEVELOPMENT AND NON-SEXIST EDUCATIONIN EL SALVADOR ▪ Programa País El Salvador (Programa Pluriannual Democracia y Derechos Humanos en América Central) ▪ Fortalecimiento de la participación ciudadana para el desarrollo municipal - El Salvador ▪ Consolidación de la organización y participación ciudadana en 18 municipalidades de El Salvador ▪ Desarrollo social y democr. en 3 Municipios - El Salv. ▪ Fortaleciendo la ciudadanía de las mujeres con el ejercicio de los derechos laborales en El Salvador ▪ El Derecho Internacional de los Derechos Humanos y el Derecho Laboral Internacional como Herramientas de Incidencia y Cambio ▪ Fortaleciendo el respeto de los derechos humanos a través de la participación ciudadana y la transparencia en la gestión pública ▪ Fortalecimiento de Comités de Defensoras Populares, para una vida digna ▪ Derechos civiles y políticos y buen gobierno en el ámbito local. ▪ Promoviendo ciudadanía para el ejercicio del derecho humano a la salud en El Salvador. <p>Eight of the thirteen interventions are funded on resources from the DDH and its successor EIDHR budget lines; 4 other interventions were funded on the NGO-cofinancing budget line; and one intervention of €0.8m on ALA resources in 1998. All six EIDHR-commitments were done in 2008.</p>
PAPES	<p>PAPES was initially funded by EC making use of CSP 2002-2006 focal sector “support for decentralisation” (€33M.) and of the non-focal sector “environment and combating poverty” (€4M.). See PAPES Identification Fiche (2005, p.1, foot note 2).</p> <p>Therefore many references are made to decentralization and good governance in the Identification Fiche. For example (p.2):</p> <p style="padding-left: 20px;">En el DEP el eje prioritario para la “Democratización y Modernización del Estado” tiene como objetivo reforzar el proceso de descentralización y autonomía de los poderes locales para <u>lograr un mayor grado de eficacia en la prestación de servicios públicos</u>, con la participación de los ciudadanos y la sociedad civil. Los resultados de las acciones de apoyo a la descentralización, se completan en el DEP con <u>intervenciones de inversión en infraestructura social y productiva</u>, y programas de refuerzo institucional y formación para los municipios y agentes locales, previstas en el eje de “Desarrollo Local Integral y Sostenible”, cuyo objetivo es <u>fomentar un desarrollo que contribuya a superar las condiciones de pobreza en el plano local, y sea respetuoso con el medio ambiente</u>. En este sentido, el D... recomienda colaborar en la implantación de un sistema de gestión integral de cuencas, y promover el abastecimiento de agua potable, el saneamiento básico, así como la recogida, manejo y tratamiento de residuos.</p>
I-7.2.2	Explicit references to good governance in the formulation of non-specific interventions
Las Dignas	Reference to good governance is implicit (not explicit) in this project which fundamentally aims

	at and succeeds in empowering women.
I-7.2.3	Number of good-governance-specific actions undertaken within the non-specific interventions
General	<p>Corruption: An EC staff member interviewed is quite critical with regard to certain GoES institutions and subcontractors involved in programmes funded by the EC, such as the FISDL and the CNSP, at least at certain moments during the implementation time of those interventions. <i>(Source: MN 20)</i></p> <p>See also I-6.2.3 on the OLAF investigation with regard to PROARES.</p>
FORGAES	<p>Citizens participation is part of Component D of the environmental programme FORGAES - it states that “professionals and citizens (should be) better informed and participate in environment management”. In addition, Component F of that programme is the strengthening at central and local level of risk management; it tackles thereby decentralisation. <i>(Source: Informe de Evaluación Intermedia, p1)</i></p> <p>Civil society was not really actively represented in the FORGAES, as mentioned in the Intermediate Evaluation Report on page 5: “El POG no distingue claramente entre el rol del Estado y el de la sociedad civil organizada. (...) El POG identifica actores de la sociedad civil de acuerdo a criterios de selección del MARN (Ministerio de Medio Ambiente y Recursos Naturales) y tiene más el objetivo de justificar sus acciones en lugar de establecer un control social y acciones complementarias. Las ONGs mencionados en el POG son organizaciones tradicionales de prestadores de servicios”.</p> <p>Decentralization was tackled to a certain extent in the sense that besides the MARN, the project aimed at strengthening capacities at the municipal level, mainly but not exclusively through the ‘Municipal Environment Units’ (<i>Unidades Ambientales Municipales</i>). <i>(Sources: POG throughout the document, MN 31)</i></p> <p>The Intermediate Evaluation Report notes on page 6 that synergies and lessons learned from other programmes were not sufficiently exploited (see I-8.3.2). This relates as well to the Decentralisation issue: “Al iniciarse el programa habría contribuido a lograr un mejor grado de eficiencia el haber sistematizado la captación de las lecciones aprendidas por otros donantes en el tema de descentralización / apoyo municipal y captación de guías y manuales ya existentes.”</p> <p>Human rights: an EC staff member reports that HR are mentioned as a CCI in most projects, but that it remains relatively marginal. <i>(Source: MN 42)</i></p>
PRRAC	<p>Handling at the decentralised level is related to the liberal character of the then GoES, according to the PRRAC final evaluation report (p37): “En El Salvador, el Gobierno Nacional del grupo “Arena”, de inspiración conservador liberal, fue estable a lo largo de los años 1989 a 2009. El PRRAC por lo tanto se desarrolló en un período con escasa intervención del estado central y cuyos proyectos fueron dirigidos a instituciones locales.”</p> <p><i>(Source: Evaluación Global del Programa Regional para la Reconstrucción de América Central (PRRAC), Transtec-Sher, 2009)</i></p>

	<p>The PRRAC tackled specifically institutional capacity. The 2000 PRRAC Financing Agreement¹² mentions indeed as second and third specific purposes:</p> <p><i>"2. to strength education, health and sanitation services including the management capacity of related governmental institutions with the aim to improve the efficiency, the quality and the access in particular of poorest population</i></p> <p><i>3. to strength the local administrations and the civil society through the support to the encouragement and the implementation of rehabilitation and development plans (and the support to the preparation and launching of the normative framework of risk prevention and reducing the impact of this type of natural catastrophes)." (This second part will be treated under JC 5.3)</i></p> <p>Institutional strengthening is also mentioned in one of the intervention principles:</p> <p><i>"The programme will support the process of decentralisation and strengthening of the municipal power as long as they will reinforce the participative democracy and as long as the decentralisation will not lead to a weakening of the rule of state or a drawback in the level of provision of public services."</i></p> <p>PRRAC foresees to include institutional components in interventions on health, water and sanitation and education (no mention in the last sector, namely, social housing).</p> <p>In addition, the PRRAC's third specific objective relates to the strengthening of local administrations, relating to decentralisation and dialogue with Civil Society. The 2000 PRRAC Financing Agreement¹³ notes that <i>"Specific Objective - 3. to strengthen the local administrations and the Civil Society through support for the encouragement and implementation of rehabilitation and development plans and support for the preparation and launching of the normative framework of risk prevention and for reducing the impact of this type of natural catastrophes"</i>. The FA also notes that: <i>"the programme will support local initiatives identified, prioritised, defined and executed by organisations, municipalities, decentralised entities of the State in the zone of intervention of the PRRAC".</i></p>
FOMYPE	There is no evidence of any reference to good governance approach and practices in FOMYPE project's formulation.
PAPES	<p>The PAPES Financial Agreement (2005, DTA's p.6) states the following: <i>"La CE apoya los esfuerzos de El Salvador en la definición de una política de descentralización como instrumento para lograr un desarrollo territorial equilibrado. En línea con este planteamiento de base, la CE aboga por una participación relevante de los municipios en la ejecución del programa Red solidaria, de acuerdo al manual operativo preparado por el GoES. Estas premisas podrían considerarse como base de lo que se desarrolle en el futuro CSP 2007-2013, en el ámbito del desarrollo local, tomando en consideración las recomendaciones que sujetan de los trabajos llevados a cabo por la CONADEL."</i></p> <p>Also, one of the nine Variable Tranche indicator refer to the participation of the local municipalities in the Red Solidaria programme.</p> <p>See also I-7.2.1</p>
PROARES	<p>No specific focus on good governance found, although capacity-building of local municipalities and local development were considered (although with limited impact – see I-3.1.2)</p> <p>No good-governance-specific actions as such were identified in PROARES. Nevertheless, a GoES staff member mentioned that the EC had requirements in terms of tendering at the municipal level.</p>

¹² Evaluators did not dispose of the Financing Agreement specific for the PRRAC – El Salvador. As it is reportedly close to PRRAC Financing Agreements in the other Central American countries, the Financing Agreement for PRRAC-Nicaragua was used as a general reference.

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	(Source: MN 33)								
PROJÓVENES I	<p>1. La " Mesa de coordinación interinstitucional de prevención de violencia" trascido otra instancia de coordinación, formada por entidades de la Administración Central, promovida desde el proyecto. Su principal objetivo fue consolidar un espacio de coordinación y concertación interinstitucional para realizar un trabajo preventivo sinérgico, que trascienda los contratos de su ejecución con Projóvenes hacia la sostenibilidad. Se concreta en la sensibilización para unir esfuerzos y recursos en torno a una meta común, en la evidencia de las posibilidades y potencialidades concretas de la coordinación y en la construcción en forma conjunta de un plan de trabajo estratégico interinstitucional consolidando el proceso que favorece su legitimación.</p>  <p>Los miembros de este espacio de coordinación fueron: los referentes técnicos de la Procuraduría General de la República (PGR), el Ministerio de Educación (MINED), el Ministerio de Trabajo y Promoción Social (MINTRAB), la Policía Nacional Civil (PNC), el Instituto Nacional de Deportes de El Salvador (INDES), el Instituto Salvadoreño para el Desarrollo Integral de la Niñez y Adolescencia (ISNA) y el Consejo Nacional para la Cultura y el Arte (CONCULTURA).</p> <p>Source: Informe Final Técnico PROJÓVENES I, page 38</p> <p>Adicionalmente, entre las personas entrevistadas durante el trabajo de campo, se ha destacado la coordinación institucional como uno de los logros del proyecto, con la salvedad de la coordinación con los Municipios, que fue un punto débil.</p> <p>Source: MN 202, 210, 214</p>								
PROJÓVENES II	<p>El resultado 1 de PROJÓVENES II está centrado en el refuerzo y la coordinación interinstitucional:</p> <table border="1" data-bbox="362 1477 1373 1796"> <thead> <tr> <th>LOGICA DE INTERVENCIÓN</th> <th>INDICADORES OBJETIVAMENTE VERIFICABLES</th> <th>FUENTES Y MEDIOS DE VERIFICACIÓN</th> <th>HIPÓTESIS</th> </tr> </thead> <tbody> <tr> <td>RESULTADOS R1. Fortalecer las capacidades de actuación de las instituciones con competencias en la prevención de la violencia y rehabilitación de personas menores de 35 años en conflicto con la ley</td> <td> <ul style="list-style-type: none"> ▪ No. de servidores públicos que superan con éxito los cursos de formación en prevención de la violencia y rehabilitación ▪ Incremento del presupuesto (recursos) de las instituciones socias destinado a actividades de prevención de la violencia y rehabilitación ▪ Asistencia y participación de organizaciones en las instancias de coordinación interinstitucionales ▪ Al menos cinco instituciones incluyen en sus estrategias de intervención acciones de prevención de la violencia y/o rehabilitación propuestas desde el Proyecto </td> <td> <ul style="list-style-type: none"> ▪ Actas de calificación de los cursos de formación ▪ Documentos de presupuesto de las instituciones ▪ Actas de las mesas de coordinación ▪ Análisis documental de los planes estratégicos y operativos de las instituciones </td> <td> <ul style="list-style-type: none"> ▪ Los presupuestos de las instituciones permiten asumir las competencias de prevención de la violencia ▪ Estabilidad del personal de las instituciones ▪ La política de prevención de la violencia continúa siendo una prioridad política </td> </tr> </tbody> </table> <p>Source: Convenio de Financiación PROJÓVENES II. Marco Lógico.</p>	LOGICA DE INTERVENCIÓN	INDICADORES OBJETIVAMENTE VERIFICABLES	FUENTES Y MEDIOS DE VERIFICACIÓN	HIPÓTESIS	RESULTADOS R1. Fortalecer las capacidades de actuación de las instituciones con competencias en la prevención de la violencia y rehabilitación de personas menores de 35 años en conflicto con la ley	<ul style="list-style-type: none"> ▪ No. de servidores públicos que superan con éxito los cursos de formación en prevención de la violencia y rehabilitación ▪ Incremento del presupuesto (recursos) de las instituciones socias destinado a actividades de prevención de la violencia y rehabilitación ▪ Asistencia y participación de organizaciones en las instancias de coordinación interinstitucionales ▪ Al menos cinco instituciones incluyen en sus estrategias de intervención acciones de prevención de la violencia y/o rehabilitación propuestas desde el Proyecto 	<ul style="list-style-type: none"> ▪ Actas de calificación de los cursos de formación ▪ Documentos de presupuesto de las instituciones ▪ Actas de las mesas de coordinación ▪ Análisis documental de los planes estratégicos y operativos de las instituciones 	<ul style="list-style-type: none"> ▪ Los presupuestos de las instituciones permiten asumir las competencias de prevención de la violencia ▪ Estabilidad del personal de las instituciones ▪ La política de prevención de la violencia continúa siendo una prioridad política
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FOMYPE	The major action taken in this regard, and funded on FOMYPE project's budget, is the deconcentration of business development service provision with the creation of 3 Business Development Centres (BDC) outside the Metropolitan Area of San Salvador (San Miguel,								

	Zacatecoluca, Sonsonate). FOMYPE's Final Evaluation Report (p.41-58) confirms this as well as institutional sources (MN 304b) and a field visit to the BDC in Zacatecoluca (MN 310).
	It is important here to bear in mind that, although the municipalities had identified local economic development as a priority, the project has not intended to work closer to local governments.
Las Dignas	Almost each of the many actions executed within the 4 subprojects are good-governance specific actions.
I-7.2.4	Number of good-governance-specific interventions
General	According to a number of interviewees, the EC funded during the 1990s (following the 1992 peace agreements) several interventions related to democracy, national reconciliation, human rights, decentralization of the State, etc. <i>(Sources include MN 34, MN 42)</i>
	But there was no EC support with decentralisation as primary focus, as explained under I-7.2.1.
I-7.2.5	Evidence of policy dialogue in respect of good governance
General	No such evidence has been found
JC 7.3	The EC interventions have taken into account and promoted gender equality.
FORGAES	Gender is one of the six components of the intervention.
FOMYPE	Gender is not a real issue in FOMYPE project's conception, formulation and implementation. It should be noted that, quite at the end of the implementation period, the project has produced some specific actions supposedly meant to promote gender approach and equity in BDS provision. Yet, those actions do not allow us to say that the project has considered gender as an issue.
APREMAT	APREMAT has placed much importance on gender equity at the time of designing interventions. The logical framework highlights the inclusion of this aspect at many different levels. Some steps have been taken towards the incorporation of a gender approach, although impacts have not been as good as expected.
PROJÓVENES I	Initially, PROJÓVENES I did not include any specific gender strategy. However, later on, the need to introduce such a strategy was identified after working with International Technical Assistance. At this point, it was considered crucial to establish a gender approach across all the different components and to train all the actors involved in the project. POA 2 has already reflected cross-cutting issues on gender.
PROJÓVENES II	PROJÓVENES II intends to incorporate all the feedback obtained from the first project (PROJÓVENES I), including a gender perspective into all the areas of participation, both institutional as well as community and youth organization.
I-7.3.1	Explicit references to gender equality in the formulation of non-specific interventions
FORGAES	"Gender and Environment" is one of the six components of the environmental programme FORGAES, which refers to "institutionalising the gender approach in environment management"; it is thus not a transversal issue. The Intermediate Evaluation Report notes on page 7 that this has actually prevented a real transversal approach to the gender issue: "En la conceptualización del proyecto el enfoque de género no constituía un eje transversal, sino que se identificaba como un componente separado. Como consecuencia, el POG/marco lógico fue elaborado sin un eje transversal de género. Aún cuando la situación ha mejorado, el proyecto necesita todavía trabajar rigurosamente con la metodología de "gender mainstreaming", para asegurar que los POAs, los TdR de consultorías y los informes técnicos del FORGAES mismo lleven incorporado el enfoque de género." The importance of gender in this environmental project is further attested in its governance,

	<p>although it has decreased somewhat: “La posición de enfoque de género a nivel del MARN es actualmente menos estratégico que antes. Anteriormente la Unidad de Género se encontraba ubicada directamente bajo el Ministro, mientras que ahora la Unidad ha sido reubicada en la Dirección General de Participación Ciudadana.” (<i>Source: Intermediate Evaluation Report, page 7</i>)</p> <p>The 2009 Ex-Post Monitoring Report (page 3) mentions briefly that gender issues have received great attention in the project: “(...) se ha prestado mucha atención a aspectos medioambientales y de equidad de género.”</p>
PRRAC	<p>Standard reference to gender is included in the 2000 Framework Agreement:</p> <p><i>“The EC and the beneficiary engage their efforts in supporting an active integration of women, without any kind of discrimination, in all the stages of the programme from the selection of national staff to the realisation and supervision of the activities of the programme”.</i></p>
APREMAT	<p>Convenio de Financiación:</p> <p>2.1. Objetivo General (page 5):</p> <p>Mejorar la calidad del sistema de educación media salvadoreño, en particular de educación media técnica y su nivel de equidad, incluyendo la equidad de género, a través del apoyo a la reforma nacional prevista en el plan decenal (1995-2000) y gracias a un conjunto de acciones orientada a transformar algunos Institutos Nacionales de enseñanza media técnica, distribuidos en los 14 departamentos del país, en “Centros modelos” que servirán de referencia para los demás Institutos departamentales.</p> <p>9.5. Aspectos de Género (Page 19):</p> <p>El Beneficiario se compromete a promover la igualdad de género en todas sus actividades, sin ningún tipo de discriminación, en las diferentes etapas del ciclo del Proyecto, desde los procedimientos de selección del personal local hasta la realización y supervisión de las actividades del Proyecto.</p>
PROJÓVENES I	<p>POG</p> <p>Estrategia de Género: (page 16)</p> <p>3. Objetivos y Líneas De Trabajo</p> <p>Con base en lo expuesto en los anteriores capítulos, la Estrategia de Género de PROJÓVENES se orienta a la consecución de dos objetivos:</p> <ul style="list-style-type: none"> • Participación equitativa de los hombres y mujeres de las comunidades, especialmente los y las jóvenes, en las actividades, beneficios y decisiones en el marco del Proyecto. • Relaciones de género más igualitarias al interior de la familia, a través de la educación, en el ámbito laboral y en las actividades comunitarias, como estrategia de prevención de la violencia. <p>Estratégia de Género (page 25, 26)</p> <p>3. Recursos Necesarios.</p> <p>La Estrategia de Género de PRÓJOVENES obedece a un abordaje metodológico de “mainstreaming”, es decir, de incorporación transversal del enfoque de género a lo largo de los diferentes resultados y acciones del Proyecto, no contemplándose acciones específicas al respecto, sino más bien medidas complementarias y pautas para facilitar mediante todas y cada una de las acciones planificadas, el logro de los propósitos de la Estrategia.</p>

<p>En este contexto, se plantean las siguientes acciones:</p> <ul style="list-style-type: none"> - Desarrollar un plan de capacitación en género dirigido fundamentalmente -aunque no de forma exclusiva- a las personas que trabajan como operadoras de prevención en los territorios. <p>.....</p> <p>Asimismo, se plantea que la capacitación en género no sea solamente a través de acciones específicas sobre este tema, si no que también se incluya este enfoque en las capacitaciones relativas a otros aspectos de interés para los operadores (p.e. técnicas de educación popular, atención a la familia, etc.).</p> <p>El presupuesto indicativo del Proyecto contempla una partida específica de 45.000 € para capacitación de operadores, en la que se incluyen los recursos para desarrollar este plan.</p> <p>De forma complementaria al proceso de capacitación, se plantea crear un pequeño <u>fondo documental</u> con publicaciones nacionales, latinoamericanas y españolas sobre los diferentes aspectos relacionados con el enfoque de género en el trabajo de prevención.</p> <ul style="list-style-type: none"> - Incluir en el perfil de las personas a contratar en el marco del Proyecto, formación y/o experiencia previa en el tema de género, con preferencia aplicado al trabajo de promoción comunitaria. <p>Esta medida resulta de vital importancia en el caso del equipo de psicólogos/as que se prevén contratar para ofrecer los servicios de atención integral a las familias. Afortunadamente, las facultades de psicología de algunas universidades salvadoreñas, ya incluyen el trabajo desde el enfoque de género en sus actividades académicas (seminarios, cursos, tesis, investigaciones), por lo que no debería ser difícil contar con los recursos humanos adecuados.</p> <ul style="list-style-type: none"> - Enriquecer los métodos de trabajo del personal de prevención, fundamentalmente a través de: <ul style="list-style-type: none"> ▪ La adopción de procedimientos mínimos comunes y la utilización de herramientas consensuadas que faciliten y tecnifiquen el trabajo desde un enfoque de género. ▪ El intercambio y la retroalimentación formal o informal, a partir de las iniciativas y experiencias de los demás, como medida para aprovechar la riqueza del trabajo que ya se viene desarrollando a favor de la equidad de género. ▪ La estrecha coordinación entre componentes y al interior de los componentes, ya que trabajar desde el enfoque de género implica un cambio en las mentalidades y en las estructuras sociales que requiere ser abordado desde diferentes ángulos, de forma coordinada, complementaria y sinérgica. - Incluir en los términos de referencia de la asistencia técnica internacional de corto plazo (misiones cortas) el tratamiento de los diferentes temas, desde el enfoque de género, de forma tal que estas misiones contribuyan al proceso de capacitación de los recursos humanos vinculados a la ejecución del Proyecto. <p>Especial relevancia en este sentido, tendrían las misiones planificadas para los siguientes temas: Elaboración del modelo de intervención de educadores de calle; Plan de intervención comunitaria: rol del barrio y grupos de jóvenes como agentes de integración; Implementación de políticas sociales por medio de las municipalidades; Metodología y gestión de educación en valores.</p> <p>POA 2 (Page 49):</p>

	<p>7.1. Aspectos socioculturales y de género</p> <p>Las líneas trazadas para el desarrollo de actividades socioculturales y de género, han sido concebidas siempre en la perspectiva de continuar su impacto más allá de la duración del Proyecto.</p> <p>Es para ello imprescindible haber trabajado a diferentes niveles:</p> <ul style="list-style-type: none"> • consolidando los grupos que realizan actividades culturales, surgidos en las comunidades, particularmente de jóvenes, que se apropián de los espacios dedicados a estas actividades, responsabilizándose de su mantenimiento y programación, con apoyo de las organizaciones comunales; • alcanzando el compromiso y la responsabilidad de los centros educativos fortalecidos –en infraestructura y habilidades- por el Proyecto, de dar continuidad a las actividades iniciadas, con el apoyo del Ministerio de Educación; • consiguiendo que los organismos gubernamentales con responsabilidad en políticas culturales y sociales con presencia en los municipios de intervención, hagan suya la planificación de actividades que iniciara el Proyecto. <p>El Proyecto cuenta con su Estrategia de Género, elaborada a partir de una misión corta de la Asistencia Técnica Internacional. En esta estrategia se presentan las acciones a desarrollar para cada uno de los resultados de todos los componentes que establezcan un enfoque género-sensitivo, a la vez que se capacitará a todos los actores del Proyecto para enriquecer su intervención con un enfoque de género.</p> <p>Para verificar su eficiencia, no solo se establecen indicadores, sino que se pondrán en marcha consultas de amplia participación en las que se contrasten las propuestas y se valide toda la metodología.</p>
PROJÓVENCES II	<p>Identification Fiche (Page 13):</p> <p>La iniciativa logrará sostenibilidad en aspectos institucionales, económicos y financieros, sociales y culturales, ambientales y en aspectos de género, a través de las siguientes prácticas:</p> <p>-Equidad de género:</p> <p>En cuanto a la política de seguridad ciudadana, conceptual y legalmente deben de incluir las políticas de género definidas por el Estado.</p> <p>En todos los espacios de participación, tanto institucional como de organización comunitaria y juvenil participan activamente a nivel cuantitativo y cualitativo los y las jóvenes</p>
FOMYPE	<p>As in the case of environmental sustainability, FOMYPE project's TAP (Annexe II to Financial Agreement, p.20-31), include an impact assessment fiche of gender integration (Annexe 4), apparently meant to fulfil an administrative requisite. In spite of the data on gender unbalanced participation in the Salvadorian MSME world, which appear at the beginning of the document, the project formulation (objectives, results) does not consider necessary any specific reference to gender “dado que detrás de cada MYPE hay un empresario/a, ello conlleva aspectos de género” (given that behind every MSE there is a male or female entrepreneur, that means that gender is an issue which is automatically part of the project)</p>

PAPES	<p>1. En El Salvador existen causas estructurales que perjudican la <u>equidad de género</u>: los patrones culturales, la pobreza, la violencia intrafamiliar, la poca participación de las mujeres en la toma de decisiones, etc. Cabe destacar, la expansión del trabajo femenino en las <i>maquilas</i> y el comercio informal – 64 % de microempresas dirigidas por <i>mujeres</i> - que siguen situando a las mujeres en actividades económicas de bajos ingresos, y el incremento sustancial de los hogares con jefatura femenina (34 % en 2002). Sin embargo, en los últimos años se han observado avances políticos (Política Nacional de la Mujer y Planes de Acción) y legales (modernización de legislación de familia, Ley contra la Violencia Intrafamiliar), a los cuales han contribuido el GES, que cuenta con una Sub-Secretaría de la Mujer, y las organizaciones de mujeres.</p> <p>A nivel local la incorporación del enfoque de género en la administración municipal implica metas claras en cuanto a política de género, personal con formación y sensibilización, mecanismos de participación, ejecución de programas y proyectos con enfoque de género, a fin de eliminar prácticas discriminatorias e incorporar los intereses de las mujeres en los planes de desarrollo. En línea con lo anterior, doce Gobiernos de municipios salvadoreños, entre ellos la capital del país, han promovido políticas municipales para la Equidad de Género, y han creado mecanismos institucionales como Unidades o Concejalías para dar seguimiento a la implementación de las mismas. Por su parte, el Fondo de Inversión Social para el Desarrollo Local (FISDL), organismo ejecutor de la Red Solidaria, está promoviendo la elaboración de un manual para introducir el enfoque de género en los instrumentos de políticas públicas municipales, que dotará esta institución a partir de este año 2005, de una guía práctica para fomentar la equidad de género a nivel local.</p> <p>Un gobierno local más fuerte y con mayor capacidad de inversión debe contribuir a una mejora de las condiciones de vida de la población en general, con especial impacto en la calidad de los servicios básicos y la promoción del desarrollo local, áreas con particular incidencia de género. Gracias a la mejora de los servicios de abastecimiento de agua, que suponen ahorro de tiempo, mejoran la salud y disminuyen la necesidad de prestar cuidados a los demás, las mujeres puede dedicar más tiempo a tareas productivas, a la educación para adultos o al ocio. Una buena salud y la disminución del tiempo usado en la recogida de agua aumentan la asistencia a la escuela, sobre todo de niñas. La disponibilidad de instalaciones de saneamiento separadas por sexo incrementa la asistencia a la escuela de las niñas, sobre todo a partir de la adolescencia.</p> <p>La intervención de la UE, reforzando la capacidad del GES para la implementación del Programa Red Solidaria, y facilitando su transformación en una verdadera política de Estado, tendrá un efecto positivo en el fortalecimiento de la organización y el liderazgo de las mujeres para asegurar su participación efectiva de manera que sus necesidades y demandas sean tomadas en cuenta en el diseño y planificación de los servicios municipales. Señalar, por último, que el Programa <i>Red Solidaria</i> presenta a la mujer como la principal promotora y administradora de sus beneficios, incluyéndose en su componente primera transferencias a las madres de familias extremadamente pobres del área rural.</p> <p>Ficha de Identificación del PAPES, 2005, p.4-5</p> <p>However, in the Financial Agreement signed a few months later (December 2005), no more mention is made of the question of gender equality</p>
I-7.3.2	Number of gender-specific actions undertaken within the non-specific interventions
APREMAT	<p>Informe Final Técnico Financiero se recogen las intervenciones específicas llevadas a cabo para implementar el enfoque de género (page 102) :</p> <ul style="list-style-type: none"> -Formación a docentes y directores de INF en equidad de géneros y coeducación. -Sensibilización y Capacitaciones a todos los niveles: Programa, contrapartes MINED, directores, docentes, etc. -Conformación de red de docentes referentes de género en 22 INF. -Asistencia técnica y consultores locales para incorporar género a concepto curricular. -Investigaciones sobre aspectos puntuales de equidad de género en la EMT <p>No se han encontrados datos cuantitativos sobre el número de acciones específicas de género llevadas a cabo, si bien la evaluación ex post refleja los resultados obtenidos sobre equidad de</p>

	<p>género evaluando los siguientes temas y actividades llevadas a cabo por APREMAT:</p> <ul style="list-style-type: none"> - Equidad de género en planes y programas - Paquetes metodológicos relativos a la equidad de género para la utilización por parte de equipos técnicos, formador de formadores docentes y programas de padres y madres - Elaboración y reproducción de Módulos de desarrollo profesional docente y autodesarrollo con enfoque de género con sus respectivos medios didácticos (videos, casetes, informática, módulos instructionales, etc.) - Capacitaciones de género a los docentes técnicos. - Desarrollo de eventos y actividades de visibilización del aporte de las mujeres en el campo técnico, en los 22 IN's involucrando a los CDE's, personal directivo, docentes y a la población estudiantil. - Participación de mujeres en áreas de trabajo tradicionalmente de dominio masculino. - Acceso de mujeres al área técnica. - Material informativo de difusión con enfoque de género.
PROJÓVE NES I	<p>Informe Anual 2005</p> <p>2. Avances técnicos del Proyecto (page 5)</p> <p>2.1. Análisis y valoración de los avances técnicos por componente</p> <p>Componente 1. Organización Comunitaria y Municipal reforzada en sus capacidades de prevención de la violencia juvenil.</p> <p><i>Este componente está orientado a fortalecer la organización comunitaria, así como el desarrollo de nuevos liderazgos, especialmente de jóvenes y mujeres; asimismo, la dotación de infraestructura social y el mejoramiento del entorno urbano.</i></p> <p>a) Nivel de cumplimiento</p> <p>1.1 Fortalecer la Organización Comunitaria:</p> <p>1.1.1. Capacitar a Operadores de Prevención y gerentes territoriales</p> <p>El IOV de esta subactividad fue cumplido al 100%</p> <p>Logrando capacitar 21 personas, entre operadores del Proyecto, del CNSP y Gerentes Territoriales, mediante 3 módulos que abordaron los siguientes temas: 1) Enfoque de prevención de la violencia desde la óptica CNSP. 2) Herramientas de planificación.3) Técnicas alternativas de educación. 4) Metodología participativa y comunicación. 5) Análisis de género. 6) Técnicas de relación con jóvenes y 7) Manejo y resolución de conflictos y autoestima. Para lograrlo se utilizaron 6 días de capacitación y el 20% de estas horas fueron dedicadas al enfoque de género.</p> <p>1.1.5. Formación de líderes comunales (page 6)</p> <p>Los IOV de esta subactividad fueron cumplidos al 91%</p> <p>Se dieron 21 jornadas de capacitación con 181 representantes de juntas directivas de las comunidades de intervención, abordando los siguientes temas: planificación, ejecución y evaluación de planes de trabajo, liderazgo y trabajo en equipo, violencia intrafamiliar, equidad de género, derechos de la niñez y de la adolescencia, mediación y resolución de conflictos. El 20 % de las horas de capacitación han sido dedicadas al enfoque de género.</p>

	<p>1.1.6. Formación de líderes juveniles</p> <p>Los IOV de esta subactividad fueron cumplidos al 103%</p> <p>Se dieron 19 jornadas de capacitación con 205 jóvenes representantes de las comunidades de intervención. Los temas abordados fueron los siguientes: tipo de liderazgo y estilos de conducción, trabajo en equipo, factores de riesgo de la violencia, prevención del uso de sustancias psicoactivas, educación sexual y reproductiva, equidad de género, servicio social, voluntariado y proyecto de vida. El 20 % de las horas de capacitación han sido dedicadas al enfoque de género.</p> <p>2.1.2. Contratación de los 6 psicólogos comunitarios (page 13)</p> <p>Este IOV se cumplió en un 100%</p> <p>Desde el primer trimestre del año se inició la contratación de los 6 psicólogos (2 mujeres y 4 hombres) con una formación en temas de género, con quienes se sostuvieron reuniones de inducción al trabajo y presentación del Proyecto.</p> <p>Informe Final Técnico, page 66</p> <p><i>"Para que todos y todas se sientan "parte" de estos espacios se deben tomar en cuenta las necesidades de la población que vive en las comunidades, por lo que la estrategia del proyecto Projóvenes propuso el desarrollo de obras versátiles, que permitieron la atender intereses diversos, con enfoque de género y facilitaron la práctica del deporte, el desarrollo de actividades artísticas, espectáculos y talleres. También estimularon la convivencia comunitaria y familiar y generaron el encuentro comunitario a través de Asambleas, reuniones de Juntas Directivas y Consejos de Administración, entre otros."</i></p>
PROJÓVENES II	
FOMYPE	According to institutional sources (MN 302), at the end of the project's implementation time (June 2008), a short term consultant has drafted a gender strategy. The ECD response sheet to the 2008 Monitoring Report confirms that gender criteria have been included in FOMYPE project implementation so as to discriminate positively women participation in productive projects and BDS provision. Yet, no specific indicators have been designed.
I-7.3.3	Number of gender-specific interventions
General	<p>An EC staff member interviewed mentions that there were many projects with gender as principal theme through the calls for proposals of the NGO / NSA budget line.</p> <p>The inventory for this evaluation enabled to identify the following nine projects for the evaluation period 1998-2008, for a total amount of €4.6m:</p> <ul style="list-style-type: none"> ▪ 'PROGRAMME FOR THE PROMOTION OF WOMEN'S EMPLOYMENTPARTICIPATION IN LOCAL DEVELOPMENT AND NON-SEXIST EDUCATIONIN EL SALVADOR (LAS DIGNAS) (NGO) ▪ PROYECTO JUVENIL CIHUATAN: UNA RESPUESTA A LA VIOLENCIA JUVENIL Y AL MALTRATO HACIA LAS MUJERES A TRAVES DE UNA ESTRATEGIA DE REDES LOCALES - EL SALVADOR (NGO) ▪ MICROEMPRESAS DE MUJERES PRODUCEN Y COMERCIALIZAN MATERIALES DE CONSTRUCCIÓN SUSTENTABLES EN EL SALVADOR (NGO) ▪ Mujeres Salvadoreñas Protagonistas de Cambios, El Salvador (NGO) ▪ Fortalecimiento de la participación ciudadana de mujeres adultas y jóvenes para mejorar su acceso a servicios socio económicos, políticos y culturales en los municipios de Mejicanos y Ayutuxtepeque (DCI-NSAPVD) ▪ Fortaleciendo la ciudadanía de las mujeres con el ejercicio de los derechos laborales en El Salvador (EIDHR) ▪ Three other projects signed in December 2008 (1 through NSA-PVD and 2 through EIDHR) for a maximum amount of €229.000 each.

	The list also indicates between brackets the thematic budget line from which resources originate, namely 'Cofinancing with NGOs' (NGO), 'Non-State Actors' (DCI-NSAPVD), and the 'European Instrument for Democracy and Human rights' (EIDHR). None of these nine interventions are thus funded on ALA resources.
Las Dignas	The "Programa para la Promoción del Empleo Femenino, de la participación de mujeres en desarrollo local y una educación no sexista en El Salvador", in charge of the Asociación de Mujeres por la Dignidad y la Vida, Las Dignas, aimed globally at eradicating gender subordination. It was implemented at the beginning of the years 2000s.
I-7.3.4	Evidence of policy dialogue relating to gender
General	An EC staff member reports that gender has not been a priority issue in the country (GoES, population, EC), although the EC increased somewhat its efforts over the last years: " <i>Aparte de estos proyectos [see I-7.3.3]: el género no es un tema tan prioritario en el país (GoES y población). Hay esfuerzos en el país pero son dispersos, con prioridades diferentes, pero se está mejorando. Cultura machista. Para la CE tampoco es tan prioritario en el país, pero se hacen más esfuerzos desde los últimos años. En esta convocatoria de los derechos humanos de este año a la sociedad civil se ha puesto el género como uno de las prioridades por pedido de la sociedad civil. La sede de la CE también convoca a un seminario en Lima a los puntos focales de género de Latinoamérica y el Caribe – es algo importante</i> ". (Source: MN 31)
	An EC staff member reports a flop in terms of overall EC communication on gender in the country relating to a large seminar "Género y Cooperación" in 2003: " <i>Género: en 2004 [Note: November 2003 according to civil society interviewees and EC documents] se convocó a un gran número de instituciones para la presentación de la Guía de la Perspectiva de Género de la CE. Fue un fracaso. La tal guía... no existía! Entonces, el seminario se reconvirtió en una especie de "recogida de inputs" para la elaboración de esta guía</i> ". This flop was also raised in an interview with staff from a civil society organisation: " <i>The EC Delegation in Managua asked Las Dignas in 2003 to help organize and facilitate a big regional workshop on Gender and Cooperation. The main purpose of the workshop was to make a public the newborn EC's Gender Manual and discuss the main issues on gender. The workshop took place in November 2003. 150 participants registered. Invited experts lecturers came from Europe, Latin and Central America. Yet, the workshop "raison d'être" – the EC's Gender Manual- never showed up. The document was not ready.</i> " (Source: MN 306)
PROJÓVE NES I	POG Estrategia de Género: (page 16) 3. OBJETIVOS Y LÍNEAS DE TRABAJO De forma transversal, también se contempla dentro de las líneas de trabajo, la articulación y sinergia con los programas y actividades de organismos internacionales (PNUD, UNICEF, OPS, etc.) y de instituciones públicas y privadas que actúan en el ámbito local, a favor de la igualdad de oportunidades para las mujeres y la equidad de género.
JC 7.4	<i>The cross-cutting approach has contributed to advancement of the issues in the country.</i>
FORGAES	Environment is actually the core of this intervention; attainment of objectives is medium to high. Gender is furthermore an additional dimension, for which the intervention booked some successes, although limited.
FOMYPE	We found no evidence of any EC contribution to the advancement of the cross-cutting issues in the field of MSME promotion, in El Salvador.
APREMAT	The determined insertion of gender issues in the project's strategy represented a significant

	contribution, given the relevance of the project in the development of Secondary Technical education; and despite the fact that its results were not very satisfactory.
PROJÓVENES I y II	It is worthwhile emphasizing PROJÓVENES I & II contribution in the environmental area, given its high investment in reclaiming run down areas. Its collaborative approach between institutions to violence prevention must also be noted.
I-7.4.1	Number of examples of good practice introduced to GoES by the EC in relation to these cross-cutting issues
FORGAES	<i>See I-7.4.3</i>
FOMYPE	In the field of MSME promotion, we found no evidence of examples of good practice introduced to GoES by the EC in relation to these cross-cutting issues.
Las Dignas	Las Dignas' gender project has had results, in particular in the field of non sexist education, which have influenced GoES's practices. Yet, insofar those results have not been sustainable, the EC intervention has not meant changes at governmental level on the long run.
I-7.4.2	Number of people who followed training courses specifically raising consciousness of these cross-cutting issues
FOMYPE	EC's Monitoring Report of October 2008 informs of the participation of 40 entrepreneurs to conferences on "clean production".
Las Dignas	Las Dignas' gender project has dedicated between 19% and 22% of its subprojects budget to training and workshop activities (Source: Informe final, p32) The final evaluation, as well as other documents, does not give the number of persons trained. The analysis aims at qualitative results.
I-7.4.3	Evidence explicitly linking trends in these cross-cutting issues with EC interventions in the country
General	<p>Environment: According to staff of a civil society organization in the field of the environment, the EC did play a role during the evaluation period through its projects (FORGAES, PROCEDAMO, PROCHALATE) in terms of institutional and local capacity building, consciousness raising, environmental frameworks, innovation. However, they did not see the EC itself as an active actor in the field of the environment, in terms of participation to discussion fora, visibility, etc. Even more in recent years after the closure of FORGAES in 2007. "<i>We didn't even know whom to contact at the EC for a recent event?</i>". <i>(Source: MN 41)</i></p> <p>Decentralisation: An EC staff member notes that through budget support the GoES had to reinforce decentralization. It requires a more local understanding. Need for instance of a programme for understanding costs at the micro level. There are also projects that reinforce municipalities. <i>(Source: MN10)</i></p> <p>Gender: An EC staff member reports that there was impact at the level of individual projects ("en particular sobre la violencia intra-familiar, abuso sexual, violencia laboral, violencia patrimonial"), but that there was no impact at national level due to the isolated EC efforts. <i>(Source: MN 31)</i></p> <p>Human Rights: Staff of a civil society organization in human rights did not consider the EC as an active actor in this field at the level of policy dialogue, but the EC is widely known in the country in this field with its funding through calls for proposals, which is important for local organizations: "<i>no conocemos a la CE como un actor activo al nivel de dialogo en el ámbito de los DDHH, pero si cierto en este momento de vacas flacas (crisis), es muy interesante la CE por los fondos, es decir por las licitaciones. Este semestre toda la gente habló de la licitación en DDHH por la CE. No conozco a una organización que no hablaba de esto. La CE está muy visible porque todas las agencias de cooperación están haciendo alianzas con la CE, al nivel regional.</i></p> <p><i>(Source: MN 45)</i></p>

PRRAC	<p>Decentralisation: as reported for other projects, set-up and activities reinforced decentralization indirectly to a certain extent. This is in line with intentions behind the CSP 2002-2006, as expressed by EC staff members (<i>Source: MN 13</i>). Regarding the PRRAC, an EC staff member mentions that PRRACSASS worked quite decentralised : “<i>La sede de la UGP se puso en San Miguel (no en San Salvador), fue mas descentralizado. Se trabajaba más con los municipios de las zonas mas afectadas que con las regiones o las sedes de las oficinas.</i>” (<i>Source: MN 21</i>)</p>
	<p>The PRRAC projects in the field of water and sanitation were directed towards municipalities or direct to communities, in absence of central management, according to the PRRAC final evaluation report (p33): “(...) en situaciones de inactividad o ausencia del ente gerente a nivel nacional, los proyectos de agua y saneamiento se dirigieron a las municipalidades o directamente a las comunidades (El Salvador, Guatemala). También, estos casos son propicios a tener problemas en cuanto el sector requiere un control y una reglamentación a nivel nacional en lo que concierne al acceso al recurso, la calidad del agua y las tarifas, sobre todo en áreas desfavorecidas. En los dos casos los Proyectos del PRRAC no pudieron incidir en la política nacional y por lo tanto los cambios requeridos para la sostenibilidad de las obras no se lograron.”</p> <p>This was successful in terms of social sustainability given their local-level implementation, according to that same report (p57): “Aquellos Proyectos de obras hidráulicas de pequeña envergadura entregadas a instituciones locales y otros que además contemplan componentes de salud tienen, en cuanto a las obras hidráulicas, una alta sostenibilidad social. (Por ejemplo PRRACASSAS en El Salvador). Las comunidades participaron en los cursos de formación, trabajando en la construcción de obras y acueductos, aceptaron el cobro por medición y eligieron los miembros de las juntas de agua y aun hoy continúan cuidando los esquemas.”</p> <p>(<i>Source: Evaluación Global del Programa Regional para la Reconstrucción de América Central (PRRAC), Transtec-Sher, 2009</i>)</p> <p>The PRRAC final evaluation report (p58) specifies that its environment-specific sub-programme PROCEDAMO was successful. “En El Salvador, el proyecto PROCEDAMO dirigió sus actividades a contrarrestar los efectos negativos del medio ambiente y especialmente a rehabilitar la cuenca del río Lempa. En general los resultados del proyecto fueron muy positivos, aunque hubo muy poca incidencia en aquellos municipios donde la comunidad no había participado y en pueblos indígenas donde no hubo acercamiento ni inclusión de sus habitantes indígenas en todo el periodo de su ejecución. Los grupos indígenas no fueron consultados ni incluidos en el estudio para el manejo de la cuenca del río Lempa, ni valorados sus conocimientos ecológicos y costumbres tradicionales de manejo ambiental que ha mantenido el equilibrio del entorno natural durante siglos.”</p> <p>(<i>Source: Evaluación Global del Programa Regional para la Reconstrucción de América Central (PRRAC), Transtec-Sher, 2009</i>)</p>
FORGAES	<p>The Intermediate Evaluation Report's summary scores with regard to attainment of the global objective are the following (as mentioned in Annex 8.2, page 90):</p> <ul style="list-style-type: none"> • Effectiveness: Medium • Impact: High/Medium • Sustainability: High <p>The 2009 Ex-Post Monitoring Report (page 2) provides the following summary scores:</p> <ul style="list-style-type: none"> • Effectiveness: Good (“B”) • Impact: Good (“B”) • Sustainability: Good (“B”) <p>The Intermediate Evaluation Report notes on page 5 that the effectiveness and impact of the environmental programme FORGAES was generally well perceived, in particular regarding capacity building: “El FORGAES ha logrado responder al fortalecimiento de MARN y todos</p>

oficiales entrevistados confirman “que el MARN no estaría donde está ahora sin el apoyo del FORGAES”. En general, existe una buena valoración del Proyecto y su apoyo por parte de los actores entrevistados.”

But the Intermediate Evaluation Report also notes on page 8 that it is difficult to see impact on the national agenda: “Aunque la mayor parte del apoyo ha sido al MARN, es difícil ver el impacto en la agenda nacional. El ministerio sigue siendo de baja prioridad dentro del Gobierno, lo que cual se expresa a través de una baja asignación en el presupuesto nacional, mientras que el país continua con serios problemas ambientales.”

The Intermediate Evaluation Report notes on page 6 that plans and objectives were below objectives set, but that POA plans were generally optimistic. The possibility of better institutional management and participation in the environment has probably increased, although the evaluators noted that they could not provide a full assessment given the lack of a holistic and comprehensive institutional diagnostic: “En general se puede decir que la planeación en los POAs es optimista; por ej., el cumplimiento de las metas establecidas en los POAs está por debajo de lo planeado. Con el cambio de Co-Director Europeo y la reprogramación en 2005, el Proyecto ha logrado una dinamización y mejor nivel de ejecución financiera. Se valora positiva la posibilidad de cumplir formalmente con el objetivo específico del Proyecto, que es el de mejorar la gestión institucional y participativa del medio ambiente, integrando la dimensión de género. Sin embargo, el equipo evaluador no ha podido valorar la calidad de dicha mejora o la sostenibilidad a largo plazo, por falta de un diagnóstico institucional holístico y comprensivo.”

The 2009 Ex-Post Monitoring Report specifies the following:

- Effectiveness: beneficiaries and actors are overall mostly positive to very positive on the usefulness and quality of results/support, leading to better environmental public management: “*Aparte de los asuntos relacionados con la adquisición de equipos no-compatibles y no-adaptados a las condiciones del país y con las dificultades con respecto a los trámites administrativos, los comentarios de los diferentes grupos beneficiarios y actores sobre la utilidad y la calidad de los resultados/apoyos del proyecto son mayormente positivos hasta muy positivos. Por la falta de una meta más clara y cuantificada y de indicadores adecuados al nivel del OE, es muy difícil indicar en qué medida se ha podido lograr el OE [see below]. No obstante, se debe reconocer que el proyecto ha generado múltiples productos y logros, todos los cuales contribuyen de una u otra manera a una mejorada gestión institucional y participativa del medio ambiente.*”
- Impact to date: environmental management effectively contributed overall to generalization and sustainability of development in the country: “*La Gestión Ambiental fortalecida efectivamente contribuye a un desarrollo más generalizado y sostenible del país. Unos ejemplos: la gestión de recursos naturales se relaciona con niveles de productividad sostenibles y elevados y el acceso a agua potable y un ambiente limpio y sano se vinculan a la salud y bienestar. Luego, entre las evidencias de efectos positivos no previstos, destacan: (1) las formaciones que generaron conocimientos y capacidades que sobrepasan los temas específicos de estas formaciones por lo que varias personas se han sentido empoderadas al punto de tomar iniciativas más amplias ; (2) a nivel de los municipios, se ha podido constatar importantes efectos multiplicadores y nuevas sinergias como resultado del programa de iniciativas de GA bajo la modalidad de « aprender haciendo » ; y (3) las actividades del FORGAES facilitaron un acercamiento de la UAMs a las comunidades lo que está resultando en una mayor inclusión social.*”
- Sustainability to date: overall quite good, with reinforced institutional capacities and high ownership, despite the issues of the limited budget of the Ministry and of the use of inadequate technology: “*Por lo general, la sostenibilidad hasta hoy es bastante buena. Los puntos más críticos constituyen (1) la viabilidad financiera a nivel de MARN (por falta de presupuestos suficientes) y (2) la introducción de tecnología inadecuada (por falta de compatibilidad con equipos ya instalados, por*

	<p><i>gastos operativos más elevados, por ser menos conocidos). Por otra parte, el grado de apropiación es muy alto, las capacidades institucionales están fortalecidas, y se ha prestado mucha atención a aspectos medioambientales y de equidad de género.”</i></p> <p>But quantification of objectives/achievements was a real issue, along with insufficient follow-up systems, according to that same Ex-Post Monitoring Report (page 2): “A finales del proyecto, el nivel de ejecución tanto físico como financiero fue muy elevado, en muchos casos sobrepasando lo planificado. A pesar de ello, la apreciación del logro de los 6 REs resulta muy difícil en este proyecto ya que toda la planificación y seguimiento (informes, indicadores del ML) se basa en actividades, nunca llegando al nivel de resultados. Tampoco se ha definido metas claras para los respectivos resultados. Tal vaguedad es una deficiencia importante, confirmando la falta de enfoque y dirección en el proyecto. Cabe añadir que el proyecto, al lado de un sistema de seguimiento basado en el cumplimiento de actividades planificadas, estableció otro sistema de seguimiento participativo pero de carácter meramente cualitativo y muy sujeto ya que basándose en «percepciones» de los actores/beneficiarios. Para un manejo adecuado de proyectos de alcance importante (como el del FORGAES), en particular para garantizar una ejecución eficiente y eficaz, no son suficientes los sistemas de seguimiento operados por el FORGAES”.</p> <p>An EC staff member is critical regarding impact of FORGAES, including for internal EC reasons: “Tenemos el informe de evaluación intermedio. Desgraciadamente no pudimos realizar el final, porque quisimos esperar unos meses después del cierre para evaluar impactos y sostenibilidades que estaban en tela de juicio¹⁴. Este programa tenía que haber tenido una continuación, pero la desaparición del medioambiente como línea bilateral (...) tuvo como consecuencia un CSP carente de una línea bilateral medioambiental (...). Por ejemplo, el FORGAES gastó muchos esfuerzos en que el país tuviera una Ley de Aguas que finalmente no se aprobó y cuyo lobby no se pudo continuar, porque el FORGAES cerró. Otros pendientes de este proyecto fueron los Tribunales de Medioambiente, la ordenación medioambiental territorial, etc. Se pudo y no se quiso. El beneficiario no presionó nada y la CE se olvidó. A los dos meses de la aprobación del CSP, el medioambiente, cambio climático y energías renovables se convirtieron en una prioridad para la UE.” (Source: MN 11)</p> <p>With regard to gender, the Intermediate Evaluation Report notes on page 7 (and details on pages 29 and 30) that FORGAES was obtaining a certain level of impact: “El FORGAES está teniendo un impacto. De las 15 propuestas de políticas y leyes relacionadas con el medio ambiente entre 2002-06 hay 4 con el enfoque de género incorporado. Todos son del 2005 en adelante. No obstante, el enfoque de género no está todavía incorporado en todos los productos del FORGAES. Por ejemplo hay consultorías donde el informe casi no menciona el enfoque y las POAs siguen sin un “gender mainstreaming” en sus actividades. Por otro lado, el impacto del trabajo con CSJ depende mucho de la voluntad política para crear los tribunales agro-ambientales.”</p>
PROARES	<p>With regard to impact in terms of reduction of natural disaster vulnerability:</p> <p>PROARES' Final Evaluation states that housing built were certainly less vulnerable to natural disasters. But numerous affected people remained vulnerable as they could not be helped (mainly for property right reasons). Additionally, structural measures such as environmental impact assessments and municipal territorial plans were not realised.</p> <p>Cfr. Text in PROARES' Final Evaluation page 4:</p> <p>“Según el Ministerio de Medio Ambiente no existe la necesidad de realizar estudios de impacto ambiental para estos nuevos asentamientos y por eso estos estudios tampoco han sido realizados por el Programa. La vulnerabilidad ambiental frente a las catástrofes naturales se ha logrado considerando que el programa intervenía solamente sobre terrenos calificados “sin riesgo” y aplicaba métodos antisísmicos en la construcción. Aún no se han elaborado los estudios de planificación territorial a nivel municipal que estaban originalmente previstos en los DTA y POG.”</p>

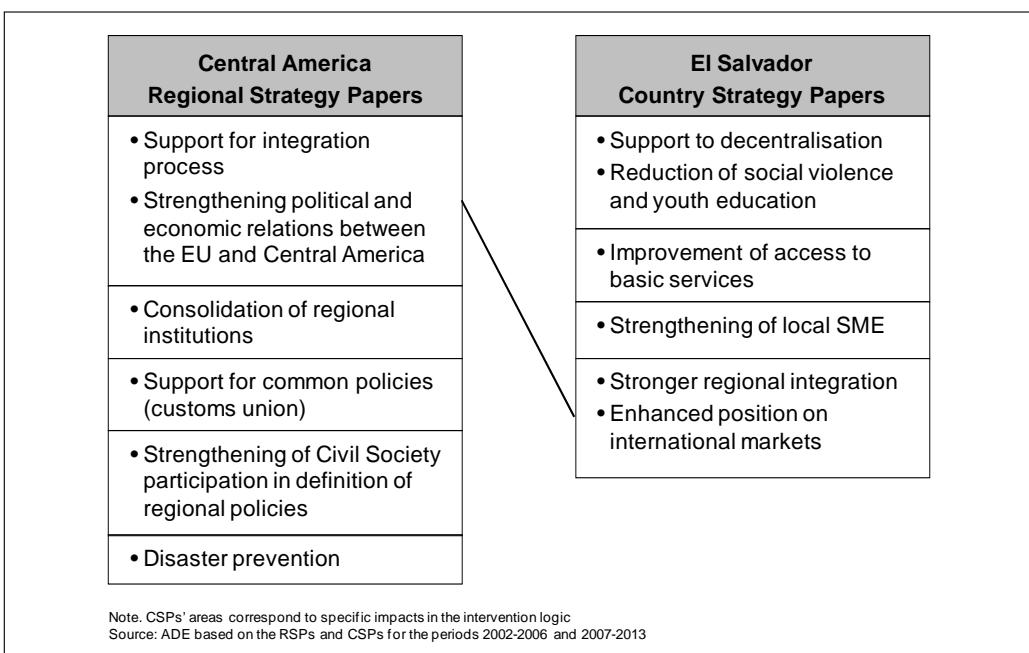
¹⁴ A GoES representative mentioned lately that the final evaluation of FORGAES recently started.

	<p>Cfr. Text in PROARES' Final Evaluation page 36:</p> <p><i>“Las poblaciones directamente beneficiarias de PROARES cuentan con viviendas seguras – situadas fuera de zonas de riesgo - y resistentes a catástrofes naturales. Esto ha mejorado la situación de vulnerabilidad ambiental de todos los municipios con un gran número de viviendas reconstruidas. Cabe mencionar que a nivel de los departamentos de intervención en muchos municipios quedó una gran cantidad de familias sin viviendas adecuadas, residentes, en zonas de riesgo y expuestas a una alta vulnerabilidad ambiental.</i></p> <p><i>El Plan de desarrollo Territorial para la Región Cuscatlán-Sar Vicente actualmente a nivel de Alcaldías interesadas al Programa no ofrece ninguna consecuencia positiva. Esta herramienta de planificación es un elemento fundamental para la puesta en marcha de una estructura de planificación sobre-comunal, que deberá ser el organismo que regule el desarrollo urbano de los municipios interesados a la micro-región, considerando que los municipios actualmente no tienen la capacidad técnica y económica para sustentar este proceso.</i></p> <p><i>Desafortunadamente la Oficina Nacional de Desarrollo Territorial del VMVDU con cuenta con los recursos suficiente para poder implementar esta oficina sub-municipal que tendrá como función la de trabajar con cada alcaldía de la Región para desarrollar los planes municipales bajo el esquema y directrices del plan regional.”</i></p> <p>With regard to protection of the environment:</p> <p>PROARES' Final Evaluation states on page 37 that measures implemented in practice for protection of the environment were ‘relatively few’: <i>“Originalmente estaba previsto que se realizaran EIAs [Environmental impact assessment] antes de la construcción de NAOs [Nuevo Asentamiento Organizado], esto en la práctica no se realizó; asimismo, la importancia otorgada al manejo correcto de las excretas y de la basura parece relativamente limitada y casi completamente a cargo de las municipalidades; las capacitaciones de las poblaciones en el manejo correcto de agua potable, sistemas de saneamiento/pozos sépticos y basura parece relativamente limitado”.</i></p> <p>With regard to respect of human rights, democracy and a constitutional state:</p> <p>PROARES' Final Evaluation states shortly on page 37 that the project underlined the right of the population for housing with dignity.</p> <p>With regard to gender:</p> <p>PROARES' Final Evaluation states on page 4 that the programme favoured mainly women (70%) and that there were also other women-friendly provisions (although not much put in practice):</p> <p><i>“El programa ha favorecido principalmente a las mujeres; alrededor del 70 % de los beneficiarios de las casas reconstruidas o viviendas nuevas en NAOs son mujeres, casi en su totalidad jefas de hogar con varios niños a cargo. La inclusión de guarderías y de pequeños emprendimientos en los NAOs ha mejorado las condiciones sociales de las beneficiarias directas; cabe mencionar que al momento de cierre funcionaron solamente 2 pequeños emprendimientos (panaderías) que dan trabajo a un número muy reducido de mujeres; también funcionaron solamente 2 guarderías y el número de plazas disponibles no está relacionado con el tamaño y las necesidades de los NAOs.”</i></p>
PRRAC	<p>Disaster preparedness: The 2007 Evaluation of EC regional cooperation in Central America reports that disaster preparedness aspects have been partially included by the PRRAC. They have increased in the most recent years of implementation. It also reports that PRRAC consideration of prevention issues has improved in recent year and that according to ECHO staff, risk analyses have been applied to short term rehabilitation for the last three or four years.</p> <p>Civil Society expressed criticism on the small amount devoted to Civil Society, as explained in the 2001 VOICE discussion paper “The grey zone or the missing link between relief, rehabilitation and development”: <i>“The proportion of PRRAC funding specifically directed towards local civil society promoted initiatives is small, considering the over-all budget. [For the entire region] it is estimated that out of some 200 proposals submitted by national civil society organisations in response to public tenders, only approximately 10% will actually be granted funding.</i></p>

APREMAT	Human Rights: Staff of a civil society organization in human rights considered the APREMAT project good in terms of human rights as a transversal issue: “ <i>Desde el punto de vista de los DDHH: bueno. Eje transversal (también eje de género). DDHH: contenidos trataban de ser coherente con los DDHH, no solamente con los enfoques o de manera técnica, pero de manera transversal. Los beneficiarios de los procesos de capacitación, se vean con actores de su propio desarrollo, lo que fue muy bueno.</i> ” (Source MN 45)
FOMYPE	In the field of MSME promotion, we found no evidence explicitly linking trends in these cross-cutting issues with EC interventions in the country.
PAPES	<i>See I-6.1.1. with regard to lack of account taken of local vs. central level.</i>
Las Dignas	While almost no document could be retrieved at the EC with regard to this intervention, the material presented direct by this NGO to the evaluation team showed that the project achieved results at the short and medium term. (Source MN 306)

EQ 8	To what extent did the EC country strategy cohere with its (sub-) regional strategies and with other European Community policies? To what extent was the EC co-operation with El Salvador coordinated with and complementary to those pursued by EU MS?
JC 8.1	<i>The EC strategy in El Salvador was not contradictory with its (sub-) regional strategies (coherence).</i>
PRRAC	This programme was initially designed as a regional mechanism responding to short-term reconstruction needs but mainly to underlying social problems exacerbated by the natural catastrophe. However, the regional character was lost during implementation
FOMYPE	In the field of economic development in general and MSME promotion in particular, there appears to be global coherence between EC's country and regional strategies, but no active attempt to create synergies.
APREMAT	Neither contradictions nor synergies have been observed.
PROJÓVENES I	Neither contradictions nor synergies have been observed.
PROJÓVENES II	Neither contradictions nor synergies have been observed.
I-8.1.1	Contradictions between the EC strategies as stated in the CSPs with the EC regional strategies in Latin and Central America (if any).
General	<p>At the level of Central America, there are few concrete linkages between the EC 2002-2006 and 2007-2013 Country Strategy Papers (CSPs) for El Salvador and Regional Strategies Papers (RSPs) for Central America, with rare mutual references. Information on how coherence and mutual support should be ensured between the regional and national level is hardly provided.</p> <p>Nevertheless, no contradiction was observed between the RSPs and CSPs. The figure below provides a schematic overview of their main expressed areas of intervention. Economic cooperation, mainly with regard to regional integration and trade, is considered in both regional and national strategy documents; this theme even became one of the two focal sectors in the last CSP. While there are similar objectives at both levels in this area (e.g. consolidating common Central American institutions), it is not clear what the potential coherence mechanisms and implications of national-level support and regional level programmes are in this respect. No other overlapping areas or possible contradictions have been identified between the two types of documents.</p>

Areas of intervention of the Central America RSPs and El Salvador CSPs



General	No contradiction appears between EC's country and regional strategies in the field of the CSP 2002-2006 focal sector 3 ("Equitable growth of economy and employment").
I-8.1.2	Synergies between the EC strategies as stated in the CSPs with the EC regional strategies in Latin and Central America (if any).
General	See I-8.1.1
FORGAES	An EC staff member mentions that there were lessons learned on the FORGAES Project from the regional EURO-SOLAR programme, in terms of use of equipment: " <i>Lección aprendida de EURO-SOLAR para FORGAES: manejo del equipamiento. Esta abierto ahora EUROSOLAR (programa regional a nivel de AL), manejado desde la sede: lección aprendida sobre los equipos, en particular sobre el uso de neveras para vacunas y su ubicación (las municipalidades tienen problemas con el manejo de aquellas neveras).</i> " <i>Source: MN 31</i>
General	The Country (p. 21) and the Regional Strategy Papers 2002-2006 (p. 25) show no evident synergy between EC's country and regional strategies in the field of the CSP 2002-2006 focal sector 3 ("Equitable growth of economy and employment"), in spite of its relevance with 2 issues at regional level: regional economic integration (2002-06 RSP focal sector) and commercial relationships (2002-06 RSP non focal sector).
I-8.1.3	Evidence of structured interaction between country-specific interventions and (sub-) regional programmes.
General	The 2005 Evaluation of the EC Regional Strategy in Latin America notes on page 54 that internal EC coordination was limited: " <i>En cuanto a los programas horizontales la coordinación tanto a nivel de Bruselas como a nivel de las delegaciones es muy marginal. Según la mayoría de las delegaciones, el carácter centralizado que tienen estos programas a nivel de su gestión y la escasa información que llega sobre su ejecución, no permiten articular ni coordinar estas acciones a nivel nacional, ni a nivel subregional. En este caso, las delegaciones se limitan a las tareas de asesoramiento a los usuarios y a un limitado seguimiento75, dejando la potencial coordinación a iniciativas propias. (...) ante la falta de un presupuesto asignado por país o por subregión, se crea la incertidumbre sobre las acciones que se puedan o no desarrollar bajo los programas horizontales, y en el mejor de los casos la coordinación es principalmente ex post.</i> "
General	EC staff members interviewed mentioned the lack of search of coherence between national and regional levels, related among other things to organizational issues: <ul style="list-style-type: none"> ▪ "Tenemos dudas de las sinergias entre estrategias ES-Regional. Hay un capítulo en el CSP que dice que hay que hacerle, pero en la práctica es otra cosa. Los proyectos en ES estaban gestionados por una sección de la DELES, con equipo reducido, había posibilidades de interacción etc. pero no se hizo por unas razones. Existe evidentemente una falta de enlace específico, concreto. No hay un mandato claro para tener una estrategia general "regional+nacional", pero solamente se trata de vínculos entre los dos. Hay una línea de orientación / indicativa, pero no más. Estos mecanismos no son efectivamente fuertes. Antes de la desconcentración del 2002 no se pudiera hacer. Ahora con el CSP 2007-2013 debería hacerse. DELNIC ha insistido bastante a la DELES pero no hubo ni coordinación, ni acuerdos financieros, etc. Los procesos no son tan complementarios como deberían. Pero problemas en sí de coordinación son menores." ▪ "Donde debería haber más coordinación en ciertos sectores (salud, seguridad alimentaria, agricultura, clima, agua): lo que hacen los programas regionales es de fortalecer el alineamiento general en los varios países. Las estrategias nacionales deberían ver como concretizar estas políticas regionales al nivel nacional. Pero en ES se desconoce la estrategia regional (de su estructura, de forma de trabajo, etc.). No se hacen los vínculos entre nacional y regional entonces. Hoy por hoy ni existe la prioridad ni vínculos regional-nacionales en estos sectores. Hay personas encargados que están interesadas en estos vínculos, pero no hay nadie quien les puede obligar a ponerlo en papel, no hay enlace. Se intercambian fichas de identificación etc. pero no mucho mas coordinación. Política de 'fait accompli': se envían aquellas fichas, pero cuando ya están hechas, no antes." ▪ "Iniciativas 'multi-paises' no son 'regionales'. <ul style="list-style-type: none"> ○ "Regionales" tienen que tener un paraguas, por ejemplo SICA. ○ "Multi-pais": ej. proyectos con ONGs, proyecto BINACIONAL (frontera Honduras-ES)." ▪ "Normalmente es un requisito de la ficha de acción: capítulo de complementariedad (i) al nivel de la CE (ii) con los otros donantes. Se hizo bastante bien (piensa un entrevistado). Ejemplo: sector privado: si queremos trabajar en esto, vamos a ver qué proyectos hay en el país." ▪ "Medioambiente: la CE tiene en las varias delegaciones de la región 'puntos focales' en cuanto a ciertos sectores.

	<p><i>Unos son muy activos, otros no existen (ej. no hay punto focal medioambiente en ES por razones de pocos recursos humanos). Pero no hay mecanismos de coordinación normados, son informales. Realmente es un problema. Ejemplo: hay informes periódicos (semestrales como mínimo), pero no sé tanto. Falta proceso más establecido. Necesidades de coordinación son bastante altas. La mayoría de las veces son problemáticas que no fluyen. Pero ahora hay más fluencia, por ejemplo con el acuerdo de asociación etc. Al nivel nacional me da la impresión que huyó desconocimiento de las instituciones nacionales etc. Hay dos estadios de la complementariedad de proyectos: (i) quién hace qué al nivel local; (i) quién hace qué al nivel regional.”</i></p> <ul style="list-style-type: none"> ■ “Si dentro del CSP tenemos sectores prioridades: indicadores tendrían también tener unos de enlace con el nivel regional. Los regionales están en proceso de formación. Ejemplos de indicadores: participación en foros regionales, etc.. En todos los sectores se pueden imaginar. Se necesita un vínculo real.” <p>(Source: MN 28)</p> <p>An EC staff member mentions the case of AL-Invest: “AL-invest es un proyecto centralizado en la sede en Bruselas. La responsabilidad tuvo la sección política después sección regional. El centro y oficina de ES fueron de los más activos, mucho dinamismo. El problema es que el papel de las Delegaciones en estos problemas es bastante limitado (visibilidad, enlace, no mucho más). El contacto es bastante fluido en ES de lo que sé yo”.</p> <p>(Source: MN 28)</p>
PRRAC	<p>The PRRAC was initially designed with a regional character as stated in the Communication COM(1999) 201 of 28.04.1999¹⁵: “The EC proposed that the PRRAC (Regional Programme for the Reconstruction of Central America) be given a regional character, albeit with due regard for the circumstances and needs of each of the countries concerned. After all the hurricane has directly or indirectly affected the whole region, which will need joint measures and progress towards integration to be able to take its place in the world economy”.</p> <p>In the end the PRRAC was the object of individual FAs with each of the four countries, while keeping open the possibility of financing regional initiatives: “Given the common problems expressed by the communities across the Centro American countries, it is not excluded to encourage in the framework of the support to local initiatives, the development of actions coordinated across the region with exchange of practices and dissemination of experiences”.</p> <p>But the regional character was lost during implementation, according to the 2007 Evaluation of EC regional cooperation in Central America (vol II – page 90): “During its implementation the PRRAC has lost its regional character. The opportunity to contribute, systematically and coherently, to the inclusion of preventive aspects in the region has been lost.”</p> <p>“At regional level, only two projects DIPECHO and now PREVDA address the issue of the risk prevention, while the PRRAC has been implemented through four independent programmes”.</p> <p>Nevertheless, that evaluation also reported that PRRAC contributed to the preparation of the regional programme PREVDA through participation in a technical group which also included ECHO, DIPECHO and PRESANCA.</p>
FOMYPE	No evidence could be found of structured interaction between country-specific interventions and (sub-) regional programmes in FOMYPE area of intervention.
JC 8.2	<i>The other European Community policies are coherent with the EC cooperation with El Salvador.</i>
Findings	PRRAC: coordination with ECHO was weak.
APREMAT	Neither contradictions nor synergies have been observed.
PROJÓVENES I	Neither contradictions nor synergies have been observed.
PROJÓVENES II	Neither contradictions nor synergies have been observed.

¹⁵ COM(1999) 201 Final, Brussels, 28.04.1999: Communication from the Commission to the Council and the European Parliament on a Community Action Plan for the Reconstruction of Central America

I-8.2.1	Contradictions between other European Community policies and the EC development interventions in El Salvador (if any).
General	<p>The other European Community policies were indeed generally coherent with the EC cooperation with El Salvador, according to the EC “Policy Mix” note, which was provided for in the 2007-2013 CSP in its Annex 7. Nevertheless, while other Community’s policies might be in line with CSPs and RSPs, El Salvador raised a number of issues on Community policies. The GoES is indeed seeking for a fully-fledged Association Agreement with the EU (<i>see Annex 5</i>), expressed grievance on the impact of the Common Agricultural Policy (CAP) on the market access of their bananas, and concerns on the non-reciprocal treatment with regard to sanitary and phytosanitary measures (SPS). The EC policies regarding immigration are also problematic, although the EU is much less a destination for Salvadorans than the United States (and subsequently a source of remittances).</p> <p>An EC staff member interviewed noted briefly that there were complementarities, but did not think that they were problems between EC cooperation and other European Community policies.</p> <p>(Source: MN 28)</p> <p>EC staff members and GoES civil servants mentioned that the GoES did not agree on (rather standard) references made in the 2007-2013 to a few points relating for instance to labour rights or the international court of justice. As an interviewee testifies: “<i>MoU e CSP para el 2007-2013: discusiones / cuestionado: referencias en términos de diagnóstico a ratificar su adhesión a la corte penal internacional y todos los puntos sobre derechos a las organizaciones laborales en instituciones públicas (OIP) etc. “Contrataciones laborales”, “Derecho a la libre asociación sindical” (derechos humanos): sindicatos actualmente son de facto, no son legales. El GoES anterior no quería firmarlo con estas partes, envió una carta de 2 páginas, porque firmar aquel documento implicaría un reconocimiento de no haber ratificado acuerdos internacionales etc., lo que fuera anti-constitucional. La CE no le ha quitado. Solución: La CE siempre hace lo mismo: escribió una carta que esto era un documento interno de la CE, que se mandaba para cortesía pero que no se podía cambiar. Se pedía al GoES flexibilidad as su posición, no era exigencia rigorosa en sí, diciendo también que al país beneficiaría en totalidad la cooperación CE. “La adhesión a la Corte de Justicia Internacional llevaría tiempo por (aquella) razón...”. En la opinión pública se pone en la noticia estos puntos difíciles. El vice-ministro de cooperación al desarrollo (actual), al firmar el CdF de PROJÓVENES II (en Agosto del 2009) dijo que no había diferencia de fondo entre el GOES y la CE. Ha utilizado el método FOA con todas las instancias involucradas. Compatible con la Declaración de París. El Salvador ya ratificó su adhesión. Lo que es verdad, la CE es más en línea con la política del nuevo gobierno.”</i></p> <p>(Source: MN 34, MN 40, MN 42)</p>
PRRAC	<p>The 2007 Evaluation of EC regional cooperation in Central America concludes on page 65-68 that the linkage between the PRRAC and ECHO relief aid in Mitch-devastated areas were only abstract: “<i>While ECHO targeted the relief aid and the PRRAC the reconstruction following apparently the LRRD concept, in practice this linkage has been only abstract, with few exceptions. There is no red line that will allow linking the benefits of both programmes in order to strengthen a global focus of LRRD at political/ strategic level, institutional or on pilot zones.</i>” (...)</p> <p>“<i>The strategies and the programming of the PRRAC (and the PREVDA¹⁶) foresee the continuity of the different interventions of the EC. In practice, this coherence has not existed during a long period, except in uneven cases. Lately, the coordination within the Managua Delegation and the coherence between ECHO, DIPECHO, PRRAC and PREVDA have been improved in the context of the preparation of the PREVDA through the creation of a technical group with the inclusion of the PRESANCA.</i>” (...)</p> <p>“<i>There are examples of territorial coincidence between ECHO and PRRAC (and PRRAC and DIPECHO). (...) These examples of LRRD have not resulted of an intended strategy of projects design but rather depended of the</i></p>

¹⁶ Programa regional CE para la reducción de la vulnerabilidad y la degradación ambiental

	<p><i>vision and personal initiative of each project staff. Furthermore the delays occurred in launching the PRRAC have contributed to weaken the linkage between relief aid of ECHO and rehabilitation.”</i></p> <p>The 2008 Special report of the European Court of Auditors on post-Mitch rehabilitation mentions a same weak link: “<i>There was a weak link between initial humanitarian relief and subsequent rehabilitation aid following Hurricane Mitch in 1998 due to the long design process and subsequent delays regarding the rehabilitation response”.</i></p> <p>The 2007 Evaluation of EC regional cooperation in Central America (vol II – page 90) reports that aside from the PREVDA technical group¹⁷, PRRAC and DIPECHO did not maintain any relationship. For the record, ECHO has funded disaster preparedness activities through its “DIPECHO” programme since 1998. These activities aim at reducing the vulnerability of the population to disasters by increasing its preparedness capacities. Activities are of pilot nature which implies the possibility of its replicability.</p>
JC 8.3	<i>The coordination mechanisms of the EC with other donors and with the GoES are effective (offer concrete results).</i>
General	Although there is a multiplicity of coordinating sector boards, they are not very effective. This has also been the case in the sectors of Education and Juvenile Delinquency Prevention. In the field of MSME promotion, there appears to be no coordination mechanisms neither with other donors nor with GOES.
I-8.3.1	<i>Existence and modalities of coordination of the EC with other donors (in particular EU MS) and with the GoES at the level of the conception/design/feasibility study of the interventions</i>
General	<p>A recent (March 2008) EC preparatory document provides interesting insights on the dynamics of donor coordination:</p> <p><i>“Over the past two years efforts directed at a better coordination between donors (UNDP, WB, LADB, WFP, USAID, MCC, JICA, AECI, German cooperation) and GOES have been undertaken, in which the European Commission Delegation has participated. In this context, a substantial number of sectoral roundtables were established. However, the majority of international donors taking part in them are of the opinion that there is substantial room for improving this UNDP/GOES-led mechanism, since ownership of GOES is still limited. With the exception of the thematic roundtable on local development and, since recently, education, only little tangible results have been obtained. A reform of the structures of donor coordination will have to figure on the agenda in 2008 and beyond; first steps in order to re-launch/intensify dialogue with GOES were undertaken at least by the RECODEL roundtable.</i></p> <p><i>In this context, the European Commission Delegation put additional emphasis on coordination with EU Member States. With a view to identifying future programmes in the framework of the MoU 2007-2013, several meetings have been held with staff members of Member States embassies in Salvador (ES, DE, IT, FR) and their respective cooperation agencies, including participation of Lux-Development Agency, which assumed a major role in the analysis of the possibility to establish a "Red Solidaria Urbana" in 2009, together with UNDP. In this context, international donors (including Spanish and German cooperation and the European Commission) will form part of a Consultative Committee already established, which will cooperate with the Advisory Council established by GOES, to elaborate this strategy to combat urban poverty.</i></p> <p><i>There are considerable coincidences and complementarities with activities undertaken by AECI, in particular in the areas of social cohesion and with the German cooperation, in particular as regards local development and economic growth. IT is more heavily working with and relying on NGO projects in rural areas. FR consistent with its previous position adopted with a view to bilateral cooperation with GOES, raised its general reservation as regards the modality of budget support. New concrete options for cooperation with MS and other international donors (UNDP, WB, IDB and MCC-USA) will be explored once Pro-EDUCA is approved.”</i></p> <p>(Source: Action Fiche for El Salvador/Latin America – PRO-EDUCA, pages 6-7)</p>

¹⁷ PRRAC contributed to the preparation of the regional programme PREVDA through participation in a technical group which also included ECHO, DIPECHO and PRESANCA.

An EC document issued afterwards (November 2008) specifies the following:
"There have been some efforts during this year for a better coordination between donors (UNDP, WB, IDB, JICA, AECID, German and Luxemburg cooperation, BCIE, mainly) and the government, in which the European Commission's Delegation has participated. In order to coordinate cooperation, a number of sectors and thematic panels were established. These have finally turned into informative panels on the progress of government policies without any possibility of dialogue. A reform in the coordination structure between donors is not determined in the agenda 2008 and the first steps to re-launch or intensify the dialogue with the government are beginning to be re-established, especially in re-launching the Local Development Panel (RECODEL). The coordination committee of this program was organized, and in addition to the stakeholders of the Quality Program, including the Ministry of Treasury, some Member States are permanently present. Likewise, the European Commission has presented a code of conduct for discussion, this will allow for dialogue and compliance with the commitments taken in the Financing Agreement derived from this particular action."

(Source: Action Fiche for El Salvador/Latin America – PROCALIDAD)

A recent EC External Assistance Management Report (EAMR) from December 31, 2008 notes on page 8 that coordination by the GoES was weak:

"it has to be noted that SETEFE, the General-Directorate of the Foreign Ministry responsible for incoming international cooperation funds, continues to show considerable weakness in its co-ordinating role, and more so as regards policy content, which to a large extent is being managed by the Technical Secretariat of the Presidency (STP)."

This EAMR also provides details on page 9 on EC – EU MS coordination modalities:

"Besides the regular political dialogue between the HoMs of EU MS, in the field of cooperation the meetings of the HoC and the collaborators of the section with their counterparts from the four EU MS present in ELSV (FR, GE, IT, SP) and their national cooperation agencies (AECID, GTZ) as of May 2008 are convened on a regular, if necessary monthly, basis as well as on an ad hoc basis. LUX DEV agency has also participated in a number of those meetings. The main objective is to improve donor coordination among the EU MS present in the country, in particular to coordinate their positions as regards MDGs, education, urban poverty, budgetary support and local development. On an ad hoc basis those and other topics (e.g. human rights) were also discussed with MS representatives residing in neighbouring countries (e.g. AT, LUX, NL, FIN)."

This EAMR provides further details on page 9 on international community coordination, delegated to UNDP and with sporadic GoES participation:

"The coordination of international donors has been delegated by GOES to UNDP. In this context, a proliferation of thematic roundtables and donor breakfasts –with as well as without GOES participation- is being organised by UNDP, at times on a weekly basis with up to more than a dozen of representatives from UN institutions, EU MS, international finance institutions (WB, LADB), the USA, Canada, Japan, Taiwan, South Korea and their co-operation agencies. In general, participation and input of GOES representatives in these meetings is considered rather sporadic and results are not satisfactory. However, in some cases (e.g. the donor initiative on local development, RECODEL) noteworthy recommendations could be agreed upon by donors and transmitted to GOES (CONADEL). The specific problem of the DEL with the UNDP effort is the constant lack of human resources which prevents a systematic continuous and "pro-active" participation. As a consequence, DEL focuses on the more important roundtables and initiatives like the ones on MDGs, education, urban poverty and local development. The WG on budget support (COM, WB, LADB, AECID) was already mentioned."

Several EC and EU MS staff members also reported limited donor coordination. Example of a testimony: *"La articulación y la coordinación es muy negativa, por mucho que "todos se lleven bien". Considera que siguen primando más los intereses bilaterales de cada país. Los únicos que están más alineados con la Declaración de París son la CE, el BID y el BM, los únicos que apuestan por el apoyo presupuestario. Los estados miembros, sin embargo, a su juicio no han interiorizado ni puesto en práctica las recomendaciones de la Declaración de París. La CE convoca mensualmente a los estados miembros para reunirse y coordinarse. Existe una convocatoria formal, pero no funciona. No existe ningún liderazgo por parte de la CE. El que trata de llevar la batuta de la coordinación es el PNUD, que se arroga un liderazgo que no le corresponde. La ha comido el terreno a la Comisión en este ámbito."*

(Source: MN 200, 210, 211, 24)

Staff members from an EU MS donor testify “proliferation of roundtables”: “*Hay varias mesas. Algunas pusieron el tema de la “proliferación de mesas” en la RECODEL. Pero ahora hay dos mesas que funcionan (incl. la mesa de “diálogo por el empleo” con los Españoles). Hay también la mesa de Red Solidaria, coordinada por la presidencia, pero que desde septiembre 2008 no se coordinó (por las elecciones)*”.

(Source: MN 46)

A 2008 paper on the Paris Declaration goes in the same line as the above-mentioned, in its pages 38-43.

(“*La Declaración de París y países de renta media: La experiencia de El Salvador*”, Juan Pita, CeALCI, 2008)

Staff members of the EC and of a EU MS donor note that there is no such multi-donor framework as in Nicaragua. (Source: MN13, MN 46)

Staff members of an EU MS donor confirm that donor coordination and GoES leadership were limited: “*Antes: casi no había reuniones significativas de donantes. El PNUD invitaba una vez al mes un desayuno de donantes, con cada vez otro tema. Pero nada muy formal o consistente. No era visible que la coordinación de donantes era un interés del GoES. Comparación: en Nicaragua era prácticamente un modelo.*”

(Source: MN 46)

Several interviewees from different organizations (including the EC and the GoES) mentioned that the EC did only take little account of GoES’ comments on its strategy or interventions.

(See I-1.2.2 and I-1.2.3 for more information)

With regard to specific EU coordination: EU MS staff members note that the EC organized meetings [at least in the last years], but that it is merely informational/superficial: “*La Delegación convoca cada mes a los EU MS, sobre intercambio de información, pero no es más. Me fui solo una vez, pero no se trata por ejemplo de coordinación o sinergias en estrategias. No hay discusión activa al nivel nacional y regional de diálogo político con los EU MS y el GoES. Propuestas regionales. La CE está claramente en la integración regional, debería hacer más sobre esto. Hay participación de los EU MS, siempre viene embajada española y AECID, los italianos, franceses, la embajada alemana + GTZ. Son de los EU MS más articulados. LUX-Development participó una vez en que yo participé. Los ingleses, suecos, austriacos, holandeses, etc. no están. Los más importantes: E y D, un poco F y I.*”

(Source: MN 46)

Staff members of EU MS donors mention that internal EC organisation problems (DELSAL – DELNIC) affected EC coordination with other donor; several interviewees (from EU MS, GoES, etc. but also the EC) still struggled with understanding responsibilities between the EC Delegations in El Salvador and Managua. Examples:

- ‘*Muchos problemas entre Managua y la Delegación de El Salvador. Tuvieron bastantes dificultades para coordinarse con nosotros [EU MS donantes]*’”
- ‘*Delegación en El Salvador: no tengo claro el estatus de ellos. Si entiendo bien, la Delegación está en Managua. ¿A qué corresponden en El Salvador? ¿Embajada sin embajador? ¿Porque tienen un equipo en El Salvador?*”
- ‘*Después del cierre recién o actual de grandes proyectos en El Salvador (PROJÓVENES I, FOMYPE, FORGAES, PROARES, PAPES), no queda mucho en El Salvador. Nuevos proyectos: PROJÓVENES II, PROCALIDAD, PROEDUCA, nuevo programa de apoyo presupuestario (post-PAPES). En el futuro casi no quedaran grandes proyectos en ES que no estén de AP.*”

(Source: MN 209, MN 24, MN 25)

An EC staff member mentions that several of the most important international (i.e. non-EU) donors in the countries are not willing to coordinate: “*Cooperación USA no está vinculada con otros*

	<i>donantes. Japón y Taiwán igual. Mecanismos de coordinación no funcionan por la falta de voluntad de donantes". (Source: MN 15)</i>
FORGAES	The POG mentions on page 15 that FORGAES was preceded by ample consultation of national authorities and a variety of stakeholders, including representatives of international cooperation agencies.
PRRAC	<p>According to the 2000 Financing Agreement¹⁸, the programme identified its measures taking account of the national strategy and the interventions of other donors. This was done for health, water and sanitation, housing and education sectors.</p> <p>Nevertheless, some criticism has emerged on coordination with other donors. A study on international aid delivery following the Mitch hurricane¹⁹ notes that “<i>the EC, following a modest programme of emergency relief, announced a large programme of reconstruction focused on education and health, confirmed after a brief period of research and no real coordination with other donors.</i>”</p> <p>Several EU MS staff member confirmed that there has not been enough coordination from the CE for the PRRAC. (Source: MN 21, MN 46)</p> <p>Nevertheless, there were certain synergies with the Lux-Development (<i>see I-8.4.1</i>).</p> <p>See also I-8.4.3</p>
APREMAT, PROJÓVENES I y II	Sí se da una multiplicidad de mesas sectoriales de coordinación, pero con escasa efectividad. Esto se ha manifestado también en los sectores de Educación y Prevención de la Delincuencia Juvenil. (Source: MN 201-214)
PROJÓVENES II	<p>Convenio de Financiación, pages 7-8</p> <p>1.4 Coordinación de los donantes</p> <p>Durante la etapa de formulación han sido consultados actores claves, incluyendo funcionarios de varios ministerios, institutos, asociaciones que representan a diferentes sectores sociales de El Salvador y colegas de representantes de Estados Miembros (España, Alemania, Italia, Francia) y las respectivas</p>

¹⁸ Evaluators did not dispose of the Financing Agreement specific for the PRRAC – El Salvador. As it is reportedly close to PRRAC Financing Agreements in the other Central American countries, the Financing Agreement for PRRAC-Nicaragua was used as a general reference.

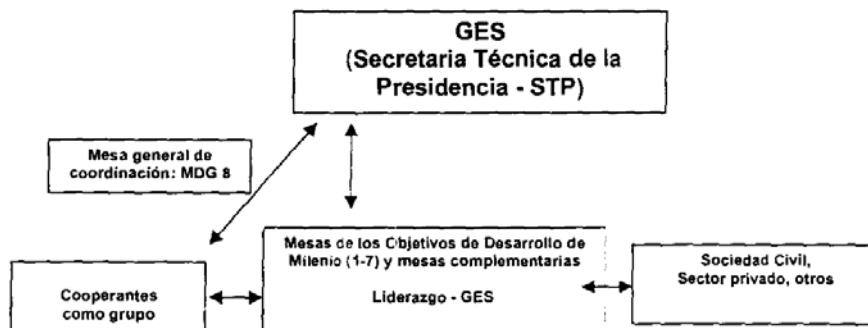
¹⁹ Raymond, C. and Doucin, M. for Fondation de France, *Limites et efficacité de l'ingérence politique des agences d'aide - après le passage Mitch*, 2004

	<p>agencias de cooperación (AECID, GTZ), así como otras Organizaciones Internacionales tales como el PNUD, ONUDD, el Banco Mundial y el Banco Interamericano de Desarrollo.</p> <p>En particular, se buscará sinergia con un proyecto del PNUD de prevención de violencia en el municipio de San Salvador, al igual que un proyecto de prevención de violencia del GTZ que tiene un enfoque regional y de promoción de política pública.</p> <p>El PNUD El Salvador ha gestionado un Proyecto Interagencial de reducción de la violencia y construcción del capital social del Fondo para el logro de los objetivos del Milenio, que se ejecutará en el Municipio de San Salvador, con el cual se podrán establecer acciones complementarias en diferentes áreas de la prevención de la violencia y de seguridad y convivencia ciudadana, pues coincide en tiempos (3 años) y propósitos: gestiona espacios públicos seguros, incrementa las capacidades y oportunidades de desarrollo personal y comunitario de jóvenes y fortalece las capacidades nacionales para la prevención y la reducción de la violencia armada.</p> <p>El programa propuesto está alineado con los objetivos de la Declaración de París ya que busca consolidar políticas coherentes y planes para la cohesión social y la prevención iniciados recientemente (Plan Nacional de Prevención). También busca usar las capacidades técnicas del CNSP y otras instituciones socias y construir basándose en la experiencia de la cooperación previa de la Comisión Europea, así como de la cooperación actual de los Estados Miembros.</p>
FOMYPE	No feasibility study was made in FOMYPE's identification phase. Therefore, there is no evidence or modalities of coordination of the EC with other donors (EU MS included) at this stage.
PAPES	<p>MN104: El GoES no toma el liderazgo de la coordinación que es relativamente poco importante para él. Hubo problemas con la CE por la mención a la Corte Suprema Internacional de Justicia (La Haya) en el CSP 2007 (acápite 2.1).</p> <p>MN106: Existió una mesa de cooperantes de lucha contra la pobreza, coordinada por el GoES (Gobierno de El Salvador). Nunca funcionó bien. Se espera que el nuevo gobierno trabaje con una dinámica más fuerte al respecto.</p> <p>MN107: La coordinación entre donantes es un poco floja. No pasa mucho de buenas intenciones.</p> <p>MN108: Coordinación de donantes:</p> <ul style="list-style-type: none"> ▪ El PEFA fue una excelente oportunidad de coordinación entre donantes con resultados concretos y positivos. La CE financió la realización del PEFA y el BM puso algunos especialistas. Normalmente el BM financia los PEFA, pero en este caso el volumen de préstamos en ES no justificaba el financiamiento de un PEFA. El GoES no era muy entusiasta del PEFA. Acababa de hacer una autoevaluación de su propio sistema de PFM, con resultados extremadamente positivo, y no veía la necesidad de repetir el ejercicio. El GoES aprobó el PEFA el último día de estar en el poder (31 de mayo 2009?). Ahora hay una necesidad de rearticular la coordinación entre donantes y con el nuevo GoES para que el PEFA sea una herramienta útil. ▪ Ninguna coordinación tendrá mucho éxito mientras que el GoES no toma el liderazgo del proceso y esta falta de leadership es la principal debilidad de la coordinación en ES. ▪ El PEFA cumplió su objetivo de ser una línea base. Ahora, a ver si los donantes logran convencer el nuevo gobierno de tomar en serio y apropiarse el ejercicio. ▪ Indicadores sobre PFM (carga tributaria bruta) tienen más sentido cuando son coordinados entre donantes. Desde los años 80 el BID y el BM utilizan este indicador como requisito principal para sus préstamos de libre disponibilidad. <p>The “Ficha de identificación” (2005) of PAPES states the following (pp 6 and 7):</p>

4. Tipo de coordinación (sistema de coordinación entre donantes)

A inicios de este año 2005 se dio un nuevo impulso a la coordinación de donantes con la reestructuración de las mesas sectoriales en función de las metas del milenio bajo el liderazgo del Gobierno, que contará con el asesoramiento del donante clave del sector. Esta estructura de coordinación sustituye el sistema de mesas de donantes (sin participación sistemática del GES) que ha funcionado con resultados desiguales hasta la fecha.

Según la Secretaría Técnica de la Presidencia (STP), los donantes que participan en las mesas son: PNUD, JICA, OIT-IPEC, USAID, CE, OPS, PMA, ASDI, BID, OEI, AECI, UNICEF, COSUDE, GTZ, KFW. Existe así en este momento un espacio de coordinación **GES/Donantes articulado alrededor de las metas del milenio** (ver esquema) que inició formalmente en marzo 2005.



Se prevé una convocatoria mensual de las 6 mesas correspondientes a las metas del milenio (las correspondientes a las metas 4 y 5 se han fusionado en una sola) así como de las 3 mesas de desarrollo local, rural y económico. Como aparece en el esquema, las mesas deberían de convocar no sólo a las instituciones implicadas del GES (Ministerios y STP) y a los donantes con participación efectiva en el sector, sino también a la Sociedad Civil, a las ONGs y al Sector Privado. La mesa general de coordinación o *mesa*, compuesta por la STP y los jefes de agencias de cooperación se reúne cada dos meses para dar seguimiento a los logros de cada sector tomando como referencia los ODM.

Los propósitos de este nuevo espacio de dialogo definido por el GES son los siguientes:

- aumentar el impacto de la cooperación mediante esfuerzos coordinados
- establecer estrategias de desarrollo consensuadas para lograr los ODM
- fortalecer el liderazgo del Gobierno, garantizando que la cooperación contribuya a prioridades nacionales
- armonizar y simplificar la gran variedad de requisitos y procedimientos exigidos por los donantes y adecuar los instrumentos a los sistemas nacionales (Declaración de Roma 2003 y París 2005)

	<p>La Delegación de la CE en Managua, a través de la Oficina de Enlace en El Salvador, tiene representación permanente y participa activamente en las mesas relacionadas con las metas del apoyo presupuestario en preparación: reducción de la pobreza, mejora de la educación, desarrollo local, desarrollo rural y medio ambiente.</p> <p>Los contactos encaminados a la elaboración de esta ficha de identificación contribuyeron a un mayor acercamiento con las IFIs (Banco Mundial -BM- y Banco Interamericano de Desarrollo -BID-) presentes en el país. Sería necesario instituir un diálogo permanente con estas instituciones para asegurar la coherencia de la contribución de la UE con las acciones programadas por estas instituciones financieras, en particular en el sector social. Con el mismo objetivo podría constituirse un foro de coordinación para los donantes que estén proporcionando, o tengan previsto proporcionar, apoyo presupuestario en El Salvador, similar al <i>Budget Support Group</i> que está operando en Nicaragua.</p>
Las Dignas	No information available.
I-8.3.2	Existence and modalities of coordination of the EC with other donors (in particular EU MS) and with the GoES at the level of implementation of the interventions
FORGAES	<p>Synergies and lessons learned from other programmes were not sufficiently exploited, which impacted efficiency. The Intermediate Evaluation Report notes the following in this regard on page 6: “<i>El hecho de que no se han buscado sinergias con CCAD (Comisión Centroamericana de Ambiente y Desarrollo) ha contribuido a una menor eficiencia. Aun cuando varios oficiales del MARN conocen elementos de CCAD, no se percibe una política y sistematización de la aplicación de estos conocimientos. Tampoco se han captado operativamente los informes, guías y manuales elaborados por el proyecto ATN-ST-5025/ES Programa de Apoyo a la Gestión Ambiental de El Salvador con financiamiento por el BID. Al iniciarse el programa habría contribuido a lograr un mejor grado de eficiencia el haber sistematizado la captación de las lecciones aprendidas por otros donantes en el tema de descentralización / apoyo municipal y captación de guías y manuales ya existentes. Asimismo, la elaboración de una estrategia de transversalización de los temas específicos del proyecto dentro de estas intervenciones habría contribuido a la sostenibilidad y replicabilidad de las acciones. Debido a dichas carencias, existe duplicidad en algunos aspectos, sobre todo en la cooperación internacional.</i>”</p> <p>The Intermediate Evaluation Report notes the following on page 7, in the same line of suboptimal capitalisation on GoES and international experience: “Aunque el Proyecto realiza reuniones semanales de equipo y reuniones mensuales de las instituciones para la coordinación, revisión de actividades y resolución de problemas, es importante desarrollar un mecanismo que permita sistematizar las experiencias y lecciones aprendidas, y así poder utilizarlas en los procesos de programación y ejecución. El Proyecto no tiene un depósito central de informes o una biblioteca para documentos elaborados por FORGAES mismo y tampoco documentación del Gobierno o de otros donantes. Parece ser que no existen estudios o informes de sistematización de las lecciones aprendidas.”</p> <p>Background information: The Intermediate Evaluation Report provides on page 18 a table summarizing the international community’s support to the Ministerio de Medio Ambiente y Recursos Naturales (MARN). It provides that there were 33 interventions contributing for a total of \$25m grants to the MARN (and 2 loans for an additional \$39m). The EC FORGEAS programme represented thus 64% of the international community’s grants to the MARN. This evaluation also specifies that several other projects tackle themes similar to those of the EC FORGEAS, and that the FORGAES has links with all the international community’s projects, as it is supporting the MARN in its totality.</p> <p>The POG listed in a specific section on pages 6 and 7 the EU MS’ projects in the field of the environment in El Salvador.</p>
PROARES	PROARES’ Final Evaluation notes on page 22 that there was no coordination with other donors and actors (with one exception), although some were active in the same field. That evaluation explains that relates to the fact that the implementing GoES organisation (FISDL) is normally not

	<p>in charge of coordination but only implementation: "No se observó coordinación con otros donantes de fondos para la construcción de viviendas e infraestructuras sociales/productivas; pero se observa que en muchos de los municipios intervenidos trabajaron también otros donantes. La única excepción es un convenio de cofinanciación firmado con la ONG salvadoreña CIDEKO para el financiamiento de viviendas (cofinanciamiento entre CIDEKO, la Agenda Canadiense para el desarrollo Internacional, la Junta de Castilla y León, la Secretaría Nacional de la Familia y el financiamiento de un banco comercial salvadoreño a favor de los beneficiarios finales). La falta de coordinación con otros donantes y actores en el sector se explica por el hecho que en sus tareas normales no es el FISDL quien tiene que ocuparse de la coordinación de obras sino solamente de su ejecución."</p>
APREMAT , PROJÓVENES I y II	See I-8.3.1
FOMYPE	<p>The project's institutional structure (see TAP, p. 9) foresees a Consultative Committee, under MINEC presidency. Recommended membership includes representatives from the private sector and the public sector, in particular from SETEFE, CONACYT and FOEX. The EC participates as observer. Therefore, the foreseen entity provides a coordination mechanism with GOES, but not with EU MS.</p> <p>FOMYPE'S documentation shows no evidence of any such CC's constitution and regular meetings or of any other coordination effort in the specific field of MSME promotion.</p> <p>In its last year of implementation, FOMYPE financed a study in charge of <u>mapping donors in El Salvador</u>, the result of which has been given to the GoES Foreign Affairs.</p>
PAPES	Idem 8.3.1
Las Dignas	No evidence of coordination between the EC and other donors and the EC and GoES at implementation level.
I-8.3.3	Evidence of strong coordination of the EC with other donors (in particular EU MS) and with the GoES for budget support interventions attributable to this specific modality
General	An EC staff member notes that budget support has been a good experience as it allowed reaching a consensus on donors' contributions. <i>(Source: MN7)</i>
PAPES – Red Solidaria	Representantes de Cooperación de países miembros destacan la buena coordinación existente en el caso PAPES – Red Solidaria, como casi el único caso donde esta coordinación se dio a un buen nivel. Source MN 209
PAPES	No evidence has been found on a strong coordination between EC, Germany, Spain and Luxemburg on support to Red Solidaria, but there is little need of coordination between donors because RS is like a triangle without basis: as all donors follow the same procedures, no further coordination is much needed between them. Although there was a strong coordination between EC and the IFIs (WB and BID) in order to prepare and realize the PEFA.
I-8.3.4	Evidence of results obtained at a formal (sector or geographical specialisation, adoption of common methodology..) and informal (exchange of information and analysis) levels
General	See I-8.3.1 (limited results of overall donor coordination mechanisms) There is no evidence of coordination efforts at formal and informal levels in the field of MSME promotion and therefore no evidence of any results.
PAPES	Idem 8.3.3
I-8.3.5	Evidence of harmonisation of procedures between donors and with national procedures
General	A particular observation in this respect: El Salvador did not sign the 2005 Paris Declaration , for reasons which are not clear, according to a specific paper on the subject: "El Salvador no ha firmado la Declaración de París. El motivo no está del todo claro y las respuestas sobre el mismo son contradictorias. Parece simplemente que no hubo mucho interés por considerar que se trataba de un marco pensado para países de renta baja. También se aduce que El Salvador no estaba en condiciones de cumplir los compromisos de la Declaración. Sin

	<p><i>embargo algunos de los principales “compañeros de viaje” de El Salvador en la iniciativa para promover mayor y mejor cooperación con los países de renta media baja, como Egipto o Jordania, sí firmaron. Por otro lado, El Salvador está claramente mejor situado que otros muchos países firmantes para cumplir los compromisos. Pareciera que los recelos compartidos con algunos otros países latinoamericanos se pueden justificar en la mala experiencia habida respecto a las “segundas intenciones” de los mecanismos de ayuda. Es paradójico que un esfuerzo por reforzar el papel del país receptor, aumentar la eficacia de la ayuda y aplicar la mutua prestación de cuentas sea visto con cierto temor o desinterés. Pareciera que no podría justificarse sin que se presente una alternativa o una mejora de los mecanismos e indicadores planteados por la comunidad internacional. Esta situación también puede ser reflejo del escaso interés en la región por los principales impulsores del nuevo ambiente de cooperación que se han centrado más en la negociación en los otros cuatro continentes, mucho más representados.”</i></p> <p>(Source: La Declaración de París y países de renta media: La experiencia de El Salvador, Juan Pita, CeALCI, 2008, pages 32-33)</p>
PAPES – Red Solidaria	<p>La harmonización de procedimientos entre donantes fue obligada en este caso, y resultó positiva.</p> <p>Source: MN 209</p>
FOMYPE	There is no evidence of harmonisation of procedures between donors in the field of MSME promotion.
PAPES	Idem 8.3.3
Las Dignas	There is no evidence of harmonisation of procedures between donors in the field of gender promotion.
I-8.3.6	Evidence of alignment on national rules or procedures, or of improvements in those procedures
PROARES	PROARES' Final Evaluation states on page 18 that the procedures for this programme are those of the beneficiary, a GoES' Fund (Fondo de Inversión Social para el Desarrollo Local): " <i>El CdF [Convenio de Financiamiento] otorgó la responsabilidad total de la gestión del programa PROARES al FISDL quién lo ejecuta según sus propios procedimientos y sin establecer una célula de ejecución. PROARES delega la ejecución del Programa a FONAVIPO [Fondo Nacional para la Vivienda Popular] que a su vez encomienda la ejecución de las obras a los municipios. Estableció también que: (i) La construcción de viviendas e infraestructuras financiadas por el Programa serán realizada mediante los procedimientos habituales contemplados en el Programa de Desarrollo Local y en el Manual Operativo para tal efecto o mediante contratos con empresas de construcción (públicas o privadas) debidamente calificadas y con al menos tres años de experiencia ; (ii) Para todo ello, ambas instituciones suscribirán un Addendum al Convenio de Colaboración Interinstitucional donde se determinarán las responsabilidades específicas de cada institución, el cual deberá ser sometido al conocimiento y aprobación de los entes de tutela.</i> "
FOMYPE	As stated in FOMYPE's TAP (p. 5-7) and in the Final Evaluation (p. 36-58), the project has made use and developed already existing governmental programmes and tools for MSE support: BONOMYPE, Fondo de Asistencia Técnica (FAT), Fondo de Fomento a las Exportaciones (FOEX); it has attempted to strengthen capacities of already existing public and private institutions active in MSE technical and financial support ; it has based its intervention on and promoted the National Policy for Micro and Small Enterprises that the Government had previously drafted.
PAPES	According to PEFA evaluation (May 2009, p.103), of all the main donors in El Salvador, the EC is the most aligned on national procedures. For the period 2006-07, 63% of the EC disbursements (\$8.5m out of \$13.5m) were totally aligned on the country's procedure in procurements, disbursements, accounting, audits and reporting. This is explained by the disbursements of PAPES which is a budget support programme and, as such, makes exclusively use of national procedures.
Las Dignas	There is no such evidence.
JC 8.4	<i>There are complementarities between the interventions of the EC and those of other donors (particularly EU MS).</i>
Findings	In the field of MSME promotion, there are various issues and opportunities for complementarities with other donors' interventions, in particular with donors (IADB, GTZ) and domestic players (universities, government), yet there is no evidence that the EC saw those as opportunities.
APREMAT	In their support of Secondary Technical Education, the area of education with closest ties to employment, there were cases of complementarity. The EC concentrated its support on the

	Ministry of Education, whilst other donors, such as AECID or GTZ, focused their work on the Ministry of Employment.
PROJÓVENES I y II	In order to develop preventive policies against juvenile violence, a key point is to achieve a growing amount of complementarity with other donors' interventions.
I-8.4.1	Evidence of synergies between interventions of the EC with those of other donors (particularly EU MS) as well as with GoES interventions
General	See I-8.4.3
General	A recent (March 2008) EC preparatory document mentions that “ <i>there are considerable coincidences and complementarities with activities undertaken by AECI, in particular in the areas of social cohesion and with the German cooperation, in particular as regards local development and economic growth. It is more heavily working with and relying on NGO projects in rural areas. It is consistent with its previous position adopted with a view to bilateral cooperation with GOES, raised its general reservation as regards the modality of budget support. New concrete options for cooperation with MS and other international donors (UNDP, WB, IDB and MCC-USA) will be explored once Pro-EDUCA is approved.</i> ” (Source: Action Fiche for El Salvador/Latin America – PRO-EDUCA, pages 6-7)
PROARES	The experts of the present evaluation identified during their field visits that one of the main reasons of PROARES success is that it was complementary to local efforts (institutional and personal), without substituting them. Construction/rehabilitation of basic services infrastructure and houses was complementary to realisations through other organisations/funding: schools, mail offices, sports centers, churches, fields, etc. It contributed to initiation of a dynamic. Clear synergies were indeed observed during the field mission visits of the EC-funded infrastructure built through PROARES (houses, health centers, water sanitation installations, etc.) with infrastructure funded by other parties (municipalities, GoES or donors) through grants or loans. Nevertheless, interviews indicate that this was rather the result of coordination at the local / implementation level by the beneficiary municipalities. There is no indication that the project sought overall coordination or synergies with other projects at the higher level. (Source: MN 33, 36)
FORGAES	GoES staff members mentioned briefly that there were synergies with BID projects for the FORGAES Water Resources Component (Source: MN 43) Nevertheless, the Intermediate Evaluation Report notes in this regard on page 6 that synergies and lessons learned were not sufficiently exploited , which impacted efficiency: “ <i>El hecho de que no se han buscado sinergias con CCAD (Comisión Centroamericana de Ambiente y Desarrollo) ha contribuido a una menor eficiencia. Aun cuando varios oficiales del MARN conocen elementos de CCAD, no se percibe una política y sistematización de la aplicación de estos conocimientos. Tampoco se han captado operativamente los informes, guías y manuales elaborados por el proyecto ATN-ST-5025/ES Programa de Apoyo a la Gestión Ambiental de El Salvador con financiamiento por el BID. Al iniciarse el programa habría contribuido a lograr un mejor grado de eficiencia el haber sistematizado la captación de las lecciones aprendidas por otros donantes en el tema de descentralización / apoyo municipal y captación de guías y manuales ya existentes. Asimismo, la elaboración de una estrategia de transversalización de los temas específicos del proyecto dentro de estas intervenciones habría contribuido a la sostenibilidad y replicabilidad de las acciones. Debido a dichas carencias, existe duplicidad en algunos aspectos, sobre todo en la cooperación internacional.</i> ”
PROJÓVENES I	See I-6.1.6: No time for looking for synergies with other projects given the tight implementation time, according to implementation agency staff: “ <i>(...) Había bastante recursos pero no tiempo para hacer un trabajo bueno. (...) Y no se pudo tener por ejemplo sinergias con programas de otros donantes (incl. de Holanda).</i> ” (Source: MN 45)
APREMAT	Staff members of an EU MS donor mention that synergies would have been possible, but were not implemented owing to the difficulties of working with different rhythms (the EC had a speedy process vs. other donors): “ <i>En ese tiempo se pudiera haber tenido sinergias, pero ritmos difíciles porque ritmo APREMAT tenía que volar para terminar todas sus tareas con su tiempo. Nosotros teníamos un ritmo más lento, los demás también.</i> ”

	(Source: MN 46)
PRRAC	There were certain synergies with Lux-Development, according to interviewees: ‘ <i>LUX ha trabajado en agua, salud y educación, en el este del país. Hubo alguna interacción entre nuestro programa de educación y el PRRAC, porque los dos estaban en San Miguel. Hubo una estrecha coordinación (ej. uso de planes de la CE etc.). Lo que funcionó era que fueron contactos al nivel muy operacional, con equipos operacionales. En el último programa de PRRAC de agua se retomó los modelos de la CE en cuanto a los baños de la CE</i> ’. (Source: MN 24)
	See also I-8.4.3
PROJÓVENES II	(Ver I.8.3.1.)
FOMYPE	In the case of FOMYPE, there is no evidence of synergies between the EC's intervention with either those of other donors (particularly EU MS) or GoES interventions.
PAPES	Idem 8.3.3 There were certainly synergies (complementarities) between the IFIs which contributed to the design of RS, and other donors which contributed to RS's financing. However, this synergy was not voluntary.
Las Dignas	There is no such evidence.
I-8.4.2	Evidence of conflicts, duplication or overlapping between interventions of the EC and those of other donors (particularly EU MS) or of the GoES.
FOMYPE	In the field of MSME promotion, <u>there is evidence</u> of at least one conflict /duplication / overlapping between FOMYPE and the Don Bosco University when FOMYPE decided to create a new metrology entity without taking into account the already existing institutions (MN307).
PAPES	Idem 8.3.3
Las Dignas	There is no such evidence.
I-8.4.3	Evidence of EC leadership role in promotion of cooperation and complementarities
General	An EC staff member notes that: before the opening of a regionalised Delegation in El Salvador (in 2006), it was not clear in the country who was managing EC projects. EC staff were rarely seen; they were travelling from Managua, participating to certain technical meetings with other donors ('mesas'), but this was rather limited. This has improved since the EC opened a Delegation. (Source: MN13) An EC staff member reports that there is no leadership in international donor coordination from the EC in the country: ‘ <i>No existe ningún liderazgo por parte de la CE. El que trata de llevar la batuta de la coordinación es el PNUD, que se arroga un liderazgo que no le corresponde. La ha comido el terreno a la Comisión en este ámbito.</i> ’ (Source: MN 200) + See I-8.3.1.
General	Existe un consenso entre todas las personas entrevistadas durante el trabajo de campo en torno al hecho de que la Comisión no ha ejercido un liderazgo en la coordinación entre donantes. Solamente se ha dado este liderazgo, de forma positiva en la iniciativa del PEFA. Source: MN 201 hasta 214
General	See also information on EC added value in EQ 2-5, notably under <ul style="list-style-type: none">▪ I-2.4.1, I-2.4.2, I-2.4.3▪ I-3.4.1▪ I-4.4.1, I-4.4.2, I-4.4.3▪ I-5.4.1
PRRAC	The EC participated in the coordination process launched to address the damage caused by Hurricane Mitch. Following the passage of the hurricane, the IADB organised a Consultative Group at sub-regional level (consultative groups were previously organised at national level) in Washington (December 1998). The countries of the region were present and more than 50 bilateral

	<p>and multilateral donors announced the amounts they would commit to relief and reconstruction activities. The second meeting took place in Stockholm in May 1999 when the aim was to analyse the national plans of reconstruction presented by the devastated countries and to confirm donor commitments. NGOs were also invited. Following the Stockholm meeting a follow-up group was created. Initially it was the G5 (USA, Sweden, Spain, Germany and Canada), then Japan joined and it became the G6. Now it is the G18.</p> <p>The EC plan for the reconstruction of the region was requested by the European Parliament. Because the PRRAC mobilised additional resources it made the object of a Communication of the EC to the Council and to the Parliament: COM(1999) 201²⁰.</p> <p>The Communication was approved in May by the “General Affairs Council” and the “Development Council”.</p> <p>Use of the Communication tool implies a firm engagement from the Member States through the Council. The Communication repeatedly stresses coordination issues:</p> <p><i>“When embarking on the reconstruction of the region, the care should be taken to ensure proper coordination and divide out sectors to be supported by different donors”.</i></p> <p><i>“[The programme] will imply to enhance coordination not only within the EU but also with the other donors from the international community. The reconstruction plans drawn up by the local authorities will also have to be taken into consideration when the programme is started up”</i></p> <p><i>“The fact-finding mission dispatched by the EC was therefore instructed to draw up an inventory of operations under way or planned by the Member States and base its recommendations for the Community programme on that inventory.</i></p> <p><i>To keep abreast of developments, the EC will set up a permanent coordination system to gather data from the Member States as their main post-Mitch reconstruction schemes take shape.</i></p> <p><i>For this reason and to ensure consistency when reconstruction schemes are being carried out by the Community and the Member states, it has been agreed that a working party of experts from the Member States will be set up in the field to help the EC and the management unit under it with all relevant matters, and especially those of coordination of activities.</i></p> <p><i>Besides the cooperation within the Union, special attention should be given to coordination between the major donors (IDB, WB, UNDP and other UN specialised agencies) and with the recipient countries. In this respect, the Union should back the IDB’s moves to set up sectoral working parties on the ground. Under the aegis of the recipient country, these working parties would comprise representatives of the main donors operating in the sector, taking account of existing structures and the activities of specialised bodies e.g. United Nations agencies.”</i></p> <p>As part of the coordination mechanism mentioned above the plan was presented at the XV San José meeting and was then discussed within the Consultative Group for the reconstruction of the region in Stockholm in May 1999. During this meeting some EU MS reaffirmed their intention to support interventions in the zones devastated by Hurricane Mitch and to coordinate their action with the EC.</p>
FOMYPE	In the field of MSME promotion, there is no evidence of the EC's leadership role in promoting cooperation and complementarities.
PAPES	See I-8.3.3
Las Dignas	There is no such evidence.

²⁰ The legal basis of the programme is on reconstruction operations - Council Regulation EC 2258/96, 22 November 1996 on rehabilitation and reconstruction operations in development countries – requesting only approval by the ALA Committee.

Annexe 10: List of persons met

European Commission

Surname, name	Institution/Organisation/ Unit/Department	Function
Pumares, Ana	EC AIDCO B 1	International Aid / Cooperation Officer, Latin America
Salinas, Claudio	EC AIDCO E 1	Quality Management Officer Apporter l'expertise thématique dans le domaine des appuis macroéconomiques et budgétaires dans tous les pays potentiellement éligibles à l'appui budgétaire
Vacas Soriano, Carlos	EC AIDCO E 1	Quality Management Officer - Apporter l'expertise thématique dans le domaine des appuis macroéconomiques et budgétaires dans tous les pays potentiellement éligibles à l'appui budgétaire
Caivano, Mario	EC AIDCO E 2	Quality Management Officer - Développement du secteur privé, commerce et intégration régionale financé par l'aide extérieure européenne en Afrique Centrale et en Amérique Centrale
Martin Diaz, Alicia	EC AIDCO E 3	Quality Management Officer - Secteur Emploi, Protection et Inclusion sociale
Usabiaga Flores, Mikel	EC ECHO A4	Humanitarian Aid Desk for Central America and the Caribbean Region
Sztaricskai, Tibor	EC RELEX DDG3-G2	Desk El Salvador & Honduras, Coordinator for Economic issues, economic development and migration, crime and delinquency
Zorzan, Federico	EC RELEX (ex)	Ex Desk officer for El Salvador and Guatemala
Castillo, Sofía	EC Delegation to El Salvador	Asistente de cooperación
Cativo, Yolanda	EC Delegation to El Salvador	Asistente de cooperación
Cruz, Ricardo	EC Delegation to El Salvador	Asistente de cooperación
Gatto, Stefano	EC Delegation to El Salvador	Encargado de negocios
Lechiguero, Luis	EC Delegation to El Salvador	Asistente de cooperación
Llinares, René	EC Delegation to El Salvador	Desk officer
Aparicio, Jorge	EC Delegation to El Salvador (ex)	Agregado de Cooperación (ex)
Canda, Emilio	Regional EC Del. in Managua	Primer Consejero - Jefe de Sección Coordinación UE-Nicaragua
Fernandez, Susana	Regional EC Del. in Managua	International Aid / Cooperation Officer – Operations
Fonseca, Michelle	Regional EC Del. in Managua	Asistente de cooperación
Goldstein, Mendel	Regional EC Del. in Managua	Ambassador – Head of Delegation
Litvine, Marc	Regional EC Del. in Managua	Jefe de Cooperación
Ortuño Casas, Antonio	Regional EC Del. in Managua	Agregado para asuntos de cooperación, sección Finanzas y Contratos
Peña, Sandra	Regional EC Del. in Managua	Asesora para Asuntos de Cooperación Sección asuntos Macroeconómicos Apoyo Presupuestario e Internacional
Pettinato, Carlo	Regional EC Del. in Managua	Head of section, Budget Support

National authorities

Surname, name	Institution/Organisation/ Unit/Department	Function
Bonilla, Oscar	CNSP (Consejo nacional de Seguridad Pública) (ex)	Ex presidente
Córdova, Carmen	CNSP	Especialista de formación y participación comunitaria PROJÓVENES I y II
De Mena, Claudia	CNSP	Especialista en fortalecimiento institucional PROJÓVENES II
Figueroa, Marlon	CNSP	Responsable Granja –Escuela de rehabilitación Izalco, PROJÓVENES I y II
González, Coralia	CNSP	Directora PROJÓVENES II
Jiménez, Armando	CNSP (ex)	Ex – Director Ejecutivo
Miranda, Lissette	CNSP (ex)	Ex – directora PROJÓVENES I
Pérez, Marisela	CNSP	Médica responsable de la clínica de remoción de tatuajes, PROJÓVENES I y II
Reyes, Raúl	CNR (Centro Nacional de Registros)	
Dinorah Flores, Emma	CNR	
Juarez, Rafael	CNR	
Romero, Mirna	COMURES	
Girón, Humberto	CONAMYPE (Comisión Nacional de la Micro y Pequeña Empresa)	Asesor
Rogel, Ileana	CONAMYPE	Directora Ejecutiva
Melara, Gladys	CONAMYPE	Sub-Directora ejecutiva
Sánchez, Teresa	CONAMYPE, Centros de Desarrollo de Negocios	Coordinadora Zona Paracentral
Flores, Rafael	Corte Suprema de Justicia, Unidad Técnica Ejecutiva (UTE)	Director
Borjas, Lucia	Embajada en Bruselas	Primera Secretaria
García, Nadia	Embajada en Bruselas	Tercera Secretaria de Embajada
González, Héctor	Embajada en Bruselas	Embajador
Suárez, Mauricio	Embajada en Bruselas	Ministro Plenipotenciario
Córdova, Hector	FEDECACES (Federación de Asociaciones Cooperativas de Ahorro y Crédito de El Salvador de R.L.)	Gerente Corporativo; Director Propietario CONAMYPE
Cañas, Fredy de Jesús	FISDL (Fondo de Inversión Social para el Desarrollo Local)	Gerente de Operaciones
Delgado Valle, Paulino	FISDL	Gerente General
Hernández Recinos, Jorge Alberto	FISDL	Gerente de Finanzas y Administración
de Iraeta, Elisabeth	FISDL	Responsable región Central

Mendoza Girón, Zamuel	FISDL	
Paniagua, Daniel	FISDL	Coordinador local Chalatenango
Rebollo, Victor	FISDL	
Blanco, Mauricio	ISDEM (Instituto Salvadoreño de Desarrollo Municipal)	Responsable del proyecto SATMUS (Sistema de Administración Tributaria Municipal Simplificado)
Cardoza, Miguel Antonio	ISDEM	Empleado SATMUS
Segovia, Mauricio Antonio	ISDEM	Gerente
Trinidad, Rigoberto	ISDEM	
Carranza, Sandra	MARN (Ministerio de Medio Ambiente y de Recursos Naturales)	Coordinadora de Comunicaciones
de Fuentes, Elizabeth	MARN	Cooperación y Asuntos Internacionales Ambientales
Díaz, Manuel	MARN	Gerente del Servicio Geológico
Gamero, Doris	MARN	Cooperación y Asuntos Internacionales Ambientales
García, Luis	MARN	Gerente del Servicio Meteorológico
Gavidia, Francisco	MARN	Coordinador Oceanografía
Hernández, Oscar	MARN	Gestión de Riesgos
Jaimes, Ivonne	MARN	Coordinadora del proyecto PREVDA
Mena, Celina	MARN	Servicio Hidrológico
Rivas, Carolina	MARN	Gestión de Riesgos
Rosa Chávez, Herman	MARN	Ministro de Medio Ambiente y Recursos Naturales
López, Deysi	MARN	Gerente del Servicio Hidrológico y Coordinadora del SNET
Araúz, Lygia	MINEC (Ministerio de Economía)	Asesora del Sr. Ministro Dr. H. Dada
Cerna Torres, Mario Antonio	MINEC	Viceministro de Comercio e Industria
Jacob de Magaña, Blanca Imelda	MINEC (ex)	Ex Vice Ministra de Economía
Costa Castro, Luis Carlos	MINED (Ministerio de Educación)	Director Nacional del Área Técnica y Tecnológica
Morán, Luis	MINED	Técnico del Área Técnica y Tecnológica
Ruiz, Armando	MINED	Gerente de Educación Media Técnica
de Alvarado, Silvia	Ministerio de Hacienda	Inversión y Crédito Público
Goretti de Hernández, María	Ministerio de Hacienda	Servicio de apoyo contable a los municipios
Reyes, Delia	Ministerio de Hacienda	Subdirectora Inversión y Crédito Público
Rosario, Patricia	Ministerio de Hacienda	Inversión y Crédito Público
Sánchez, Nelson	Ministerio de Hacienda	Servicio de apoyo contable a los municipios
Aguilar, Claudia	SETEFE (Ministerio de Relaciones Exteriores, Secretaría Técnica de Financiamiento Externo)	
Flores, Julio	SETEFE	Asistente del señor Viceministro
Morales, Alberto	SETEFE	Director general

Sermenio, Tirso	SETEFE	Director de cooperación de Europa
Torres, Dagoberto	SETEFE	Técnico Ejecutivo de Dirección Cooperación Europea
De Montalvo, Maura	Secretaría Técnica de la presidencia	
Quiñones, Leslie	Secretaría Técnica de la presidencia	Subsecretaria
Avalos, Carolina	Secretaría Técnica de la presidencia	coordinadora actual de la red de protección social; ex brazo derecho de Cecilia Gallardo

Other project staff

Surname, name	Institution/Organisation/ Unit/Department	Function
Arauz, Lygia	FOMYPE (Fortalecimiento de la Competitividad de las Micro y Pequeñas Empresas en El Salvador) (ex)	Ex Directora Nacional
Knorr, Arnulf	FOMYPE (ex)	Ex Experto innovación y tecnología Ex JATI

Other final beneficiaries

Surname, name	Institution/Organisation/ Unit/Department	Function
Alcalde y familias del Nuevo Asentamiento Organizado “13 de enero” en Talnique		PROARES Final beneficiaries
Familias del Nuevo Asentamiento Organizado en de San José Guayabal		PROARES Final beneficiaries
Alvaro Rodriguez	Municipalidad de Nuevo Cuscatlán	Alcalde
Karla Cristina Ramos	Municipalidad de Nuevo Cuscatlán	Responsable municipal de la recaudación tributaria
Silvio Gutierrez Gómez	Municipalidad de Nuevo Cuscatlán	Empleado municipal – recaudación tributaria
Carabajal, Ezequiel	Municipalidad de Coatepeque	Responsable municipal de la recaudación tributaria
Ocho Consejales y dos empleados del municipio de Coatepeque		PAPES programa de AT. Lote coordinado por ISDEM
Tres empleadas del Municipio de Nejapa, responsables de la recaudación tributaria		PAPES programa de AT. Lote coordinado por ISDEM
Rivera, Maria Lidia	Municipalidad de Las Vueltas	Concejal Municipio Las Vueltas
Varios representantes	Comunidad Concepción	Representantes Junta Directiva (beneficiarios PROJÓVENES I)
Varios representantes	Comunidad Isla I	Representantes Junta Directiva (beneficiarios PROJÓVENES I)
Varios representantes	Comunidad Colonia IVU	Representantes Junta Directiva (beneficiarios PROJÓVENES I)
Varios representantes	Comunidad Centro Urbano San Bartolo	Representantes Junta Directiva (beneficiarios PROJÓVENES I)
Varios representantes	Comunidad Santa Alegría	Representantes Junta Directiva (beneficiarios PROJÓVENES I)
Varios representantes	Comunidad 22 de Abril	Representantes Junta Directiva (beneficiarios PROJÓVENES I)

Grupo de docentes	MINED, Instituto Damián Villacorta, Santa Tecla	Director y tres profesores del Instituto Damián Villacorta (Santa Tecla) (Beneficiario de APREMAT)
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Civil Society

Surname, name	Institution/Organisation/ Unit/Department	Function
Figueroa, Ingrid	CENPROMYPE (Centro para la Promoción de la Micro y Pequeña Empresa en Centroamérica)	Directora Ejecutiva
Aguilar, Beatriz	Christian Aid	Oficial de programas
Romero, Mirna	COMURES (Corporación de Municipalidades de la República de El Salvador)	Coordinadora de política gremial
Pinto, Carlos	COMURES	Director Ejecutivo
Hernández, Maritza	IDHUCA (Instituto de Derechos Humanos de la Universidad Centroamericana "José Simeón Cañas")	Subdirectora
Cuéllar, Benjamín	IDHUCA	Director
Peña, Ena	LAS DIGNAS Asociación de Mujeres por la Dignidad y la Vida	Directora
Gomez, Ileana	PRISMA (Programa Salvadoreño de investigación sobre desarrollo y medioambiente)	Investigadora y miembro del equipo de dirección
Kandel, Susan	PRISMA	Investigadora y miembro del equipo de dirección
Cuellar, Nelson	PRISMA	Coordinador pro-tempore, investigador y miembro del equipo de dirección

Other donors

Surname, name	Institution/Organisation/ Unit/Department	Function
Lauer, René	Lux-Development	Encargado de negocios
Kuechemann, Christof	GTZ (Deutsche Gesellschaft für Technische Zusammenarbeit GmbH)	Director Residente en El Salvador
Zehdnicker, Michael	GTZ	Asesor Principal de Proyecto FORTALECE
Pita, Juan	AECID (Agencia Española de Cooperación Internacional para el Desarrollo)	Coordinador General
Leyton, Alberto	World Bank	Representante

Annexe 11: Bibliography

This Annexe provides an overview of the documents having provided information used in the present evaluation. It first presents the general-level documents, followed by additional documents used for each intervention.

General

Author	Title	Year
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ADE	Evaluation of European Commission's funds delivered through the Development Banks and EIB	2008
ADE	Evaluation of European Commission's support to partner countries through the United Nations family	2008
Banco Central de Reserva	Balanza Comercial 1990-2007	2008
Banco Central de Reserva	Importaciones 1990-2007	2008
Banco Central de Reserva	Remisas 1991-2008	2008
CeALCI-Fundación Carolina	La Declaración de París y los países de renta media: La experiencia de El Salvador	2008
Comisión Económica para América Latina y el Caribe	Anuario estadístico de América Latina y el Caribe	2007
Comisión Multidisciplinaria	Contrarrestando el impact de la crisis internacional sobre la economía de los hogares salvadoreños	2008
DRN	Evaluation of EC regional cooperation in Central America	2007
DRN	Evaluation of EC regional cooperation in Latin America	2005
Economist Intelligence Unit	Microscope on the Microfinance Business Environment in Latin America and the Caribbean, 2008	2008
ECORYS	Informe del Desempeño de la Gestión de las Finanzas Públicas (PEFA), El Salvador	2009
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European Commission	Convocatoria de Consulta con la Sociedad Civil sobre la estrategia de cooperación de la Comisión Europea en El Salvador 2010 -2013	2009
European Commission	Country Briefing El Salvador - Programme Review January 2009	2009
European Commission	Country Strategy Paper El Salvador 2002-2006	2002
European Commission	Country Strategy Paper El Salvador 2007-2013	2007
European Commission	CRIS database	2008
European Commission	Description of the Cooperation with El Salvador	2008
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European Commission	Guidelines on the Programming, Design and Management of General Budget Support	2007

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European Commission	Regional Strategy Paper for Central America 2002-06	2002
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European Commission	Review of the EC-El Salvador Strategy Paper 2002/2006 (Mid-Term Review)	2003
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European Commission	The new SME definition - User guide and model declaration	2003
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IDD and Associates	Joint Evaluation of General Budget Support 1994-2004	2006
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Author	Title	Year
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European Commission	Ficha de seguimiento de proyectos	2009

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Author	Title	Year
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APREMAT	Acta de cierre del proyecto	2005
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Las Dignas

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