



INDEPENDENT COUNTRY PROGRAMME EVALUATION

Paraguay - Annexes



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Terms of Reference

1. INTRODUCTION

The Independent Evaluation Office (IEO) of the United Nations Development Program (UNDP) conducts “Independent Country Programme Evaluations (ICPEs)” (previously called “Assessments of Development Results (ADRs)”) to capture and demonstrate evaluative evidence of UNDP’s contributions to development results at the country level, as well as the effectiveness of UNDP’s strategy in facilitating and leveraging national effort for achieving development results. The purpose of an ICPE is to:

- Support the development of the next UNDP Country Programme Document; and
- Strengthen accountability of UNDP to national stakeholders and the Executive Board.

ICPEs are independent evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy.¹ The IEO is independent of UNDP management and is headed by a Director who reports to the UNDP Executive Board. The responsibility of the IEO is two-fold: (a) provide the Executive Board with valid and credible information from evaluations for corporate accountability, decision-making and improvement; and (b) enhance the independence, credibility and utility of the evaluation function, and its coherence, harmonization and alignment in support of United Nations reform and national ownership.

The UNDP programme in Paraguay has been selected for an ICPE since its country programme will end in 2019. The ICPE will be conducted in 2018 to feed into the development of the new country programme. This is the second country-level evaluation conducted by the IEO in Paraguay, after the ADR carried out in 2010 for the period 2007-11². The ICPE will be conducted in close collaboration the UNDP Paraguay country office, the UNDP Regional Bureau for Latin America and the Caribbean (from now on referred to as the Regional Bureau), and with the main national and international counterparts of UNDP in the country. Results of the ICPE are expected to feed into the development of the new country programme 2020-2024.

2. NATIONAL CONTEXT

The Republic of Paraguay is a landlocked country located in central South America. Paraguay is bordered by Bolivia to the Northwest, Brazil to the East and Northeast, and Argentina to the South and Southwest. According to the National Statistics, Surveys and Census Division, for 2016 Paraguay had an estimated population of 6.854.636 inhabitants, and a density of 17.2 people per square kilometer³.

Paraguay is a Democratic Republic governed by the 1992 National Constitution drawn by a Constituent Assembly⁴. In recent years Paraguay has witnessed one of the fastest economic growth rates and

¹ See UNDP Evaluation Policy http://web.undp.org/evaluation/documents/policy/2016/Evaluation_policy_EN_2016.pdf. The evaluations are conducted in adherence to the Norms and the Standards and the ethical Code of Conduct set by the United Nations Evaluation Group (www.uneval.org).

² See evaluation report at: <http://web.undp.org/evaluation/evaluations/adr/paraguay.shtml>

³ See Multiple Indicator Survey by Conglomerate (MICS) 2016: <http://www.dgeec.gov.py/Publicaciones/Biblioteca/mics2016/Encuesta%20MICS%20Paraguay%202016.pdf>

⁴ The Constitution of Paraguay

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productivity rising in Latin America⁵. In the first quarter of 2017, the quarterly Gross Domestic Product (GDP) of Paraguay registered a year-over-year growth of 6.6%⁶. During that same period, agriculture expanded by 3.7% in terms of its year-over-year variation rate, while the livestock, forestry, and fishing sector showed a variation of 4.6%⁷.

In 2015, Paraguay's Human Development Index (HDI) value was 0.693, ranking it 110 out of 188 countries and territories, placing it in the medium human development category⁸. From 2010 to 2015, total poverty at the national level decreased from 31.37% to 26.58%; however, in 2016, total poverty presented a slight increase to 28.86%⁹. The trend of the incidence of extreme poverty in the last 5 years has a similar behavior than that of total poverty. This decline is sustained and more significant in rural areas at 3.44 percentage points while in urban areas the levels remained at a national level of 1.65 percentage points¹⁰.

Paraguay has made progress on the social front, with a series of reforms in this area. The country achieved the Millennium Development Goal 7 Target 10 to "Halve by 2015 the proportion of people without sustainable access to safe drinking water". According to the Multiple Indicator Survey by Conglomerate (MICS) conducted in 2016, 95.3 per cent of household members drink distilled water and 80.3 per cent of household members have access to improved sanitation facilities. Moreover, there is now free access to primary health care (MDG 4, 5 and 6) and basic education (MDG 2)¹¹, and the conditional transfer programs has expanded to benefit vulnerable populations thus contributing to a reduction in extreme poverty (MDG1 target 1A) to 10.5% of the population (from 18.8% in 1998). Despite the positive progress made, the efforts were not sufficient to reach the MDG targets.

Similarly, gender equality remains an issue in the country. The labour force participation rate of female to male was estimated to be 58.0/84.5 per cent of the population in 2014. UN Women, UNDP, and other international organizations have worked with the Paraguayan Government supporting policies to empower women, strengthen women's rights, and achieve gender equality.

The Government has made efforts to improve democratic governance as part of its National Development Plan 2030 agenda; it has focused on increasing its tax collection, modifying public expenditure composition to promote investment, improving inter-agency coordination, and strengthening institutional capacities to develop and implement public policies. Despite these efforts, challenges remain: national institutions are still weak and there is a limited civil participation in policy processes.

Climate change constitutes a serious risk for the population in Paraguay. To cope with this challenge, Paraguay has institutionalized climate change by developing several policy instruments to reduce greenhouse gas emissions and promote climate change adaptation and mitigation measures. Since 2011, Paraguay counts with a National Climate Change Policy and a National Climate Change Commission,

⁵ Boosting Productivity and Inclusive Growth in Latin America, http://www.oecd.org/latin-america/Boosting_Productivity_Inclusive_Growth.pdf

⁶ Informe Cuentas Nacionales Trimestrales, Banco Central de Paraguay, <https://www.bcp.gov.py/boletin-de-cuentas-nacionales-al-cierre-del-primer-trimestre-del-2017-n806>

⁷ Ibid

⁸ UNDP, 'Human Development Report: Briefing note for countries on the 2016 Human Development Report', http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/PRY.pdf

⁹ Secretaría Técnica de Planificación del desarrollo Económico y Social, <http://www.stp.gov.py/v1/download/transparencia/Gacetilla-extensa.pdf>

¹⁰ Ibid

¹¹ Resolution 1,074 of the Ministry of Public Health and Social Welfare in 2009

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formed by 24 national institutions, and since 2014 with a National Disaster Risk Reduction Policy¹². In 2015, Paraguay also developed its Climate Action Plan to the UN Framework Convention on Climate Change (UNFCCC) and ratified the Protocol of Kyoto. In 2017, Paraguay developed its National Mitigation Plan for Climate Change to adapt and mitigate its effects.

In 2015 the Government of Paraguay committed towards achieving the Sustainable Development Goals (SDGs) targets by 2030. The SDG Commission was established in 2016 as an interagency coordination mechanism to support the implementation, monitoring and evaluation of the SDG targets in the country. In 2017, the country went through a process to align its National Development Plan 2030 to the SDGs.

3. UNDP PROGRAMME STRATEGY IN PARAGUAY

UNDP's cooperation with Paraguay began in 1977 with the signature of the Standard Basic Assistance Agreement by the Government of Paraguay. UNDP's work in the country is guided by two documents:

- The current United Nations Development Assistance Framework (UNDAF) for the period 2015-2019, which was developed by the UN country team in Paraguay comprised of 16 agencies, in coordination with the Ministry of Foreign Affairs and the Technical Planning Secretary (now the Technical Planning and Economic and Social Development Secretary); and
- The Country Programme Document (CPD) for 2015-2019, which was developed in accordance to the priority areas identified in the UNDAF and addresses three outcomes of UNDP's corporate strategic plan 2014-2017, as presented in table 1.

Table 1: Country Programme outcomes and indicative resources (2015-2019)			
Country Programme / UNDAF Outcome	UNDP CP Outputs	Indicative resources (US\$ million)	
		Core	Other
PRY_OUT29/ UNDAF_OUT 1.1. Devolution and accountability: Paraguay will have reduced poverty levels, established decent work and guaranteed improvement of working population's income	1.1 Options to promote inclusive and sustainable social protection, based on best practices and lessons learned at regional level	451,930	28,572,000
	1.2 Mechanisms established to generate and broadly disseminate development knowledge solutions		
	1.3 National and sub-national systems and institutions enabled to achieve structural transformation of productive capacities for inclusive and sustainable development		
	1.4 Climate change mitigation and adaptation actions increased and implemented in all sectors based on strategic tools and multi-sectoral consensus		
	1.5 Inclusive and sustainable solutions provided to achieve energy efficiency and universal access to energy sources (particularly renewable energy), with emphasis on vulnerable populations		

¹²

http://www.sen.gov.py/archivos/documentos/Politica%20Nacional%20de%20Gestion%20y%20Reduccion%20de%20Riesgos%20-%20SEN_6bom1efc.pdf

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PRY_OUT30/ UNDAF_OUT 2.1. Paraguay will have progressed in protecting and guaranteeing the rights of all individuals, with emphasis on vulnerable and discriminated populations	2.1 Increased management capacity and accountability of the judiciary in order to improve citizen access to justice	1,387,320	76,750,000
	2.2 Strengthened public institutions management and civil service capacities		
	2.3 Strengthened technical, management and accountability capacities of the Congress and the Superior Court of Electoral Justice, creating conditions for increased democratic participation		
	2.4 Institutions supported and dialogue processes facilitated for consensus building and effective civil society participation in national development		
	2.5 Institutions and systems enabled to address awareness, prevention and enforcement of anti-corruption measures across sectors and stakeholders		
PRY_OUT31/ UNDAF_OUT 3.1. Paraguay will have reduced its disaster risks and increased community resilience and responsiveness to emergencies and disasters	3.1 System developed to assess natural and human-induced risks at national and sub-national levels	262,750	3,850,000
	3.2 Effective institutional, legislative and policy frameworks for the improved implementation of disaster risk management measures at national and sub-national levels		
	3.3 Systems to efficiently meet and address the impacts of natural and human-induced disasters – promoted at all government and community levels		
Total		2,102,000	109,172,000

Source: UNDP Paraguay Country Programme Document 2015-2019

4. SCOPE OF THE EVALUATION

The ICPE will cover the current programme cycle, i.e. 2015 – 2019, and will assess UNDP’s contributions to the country, as defined at the outcome level in the CPD, as well as in any underlying strategies that may have been developed/adapted during the period under review and were not necessarily captured in the CPD. The ICPE will also examine the uptake and follow up of the recommendations of the previous ADR carried out by IEO in the country for the period 2007-2011. By doing so, the ICPE will draw lessons from the past and present programmes, and will provide forward-looking recommendations as input to the formulation of UNDP Paraguay’s next country programme.

The ICPE covers the entirety of UNDP’s activities in the country and includes all interventions and activities implemented by the CO during the evaluation period, funded by core UNDP resources, donor funds, and government funds.

5. METHODOLOGY

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The evaluation methodology will adhere to the United Nations Evaluation Group (UNEG) Norms & Standards¹³ and to IEO's methodology for ICPEs. The ICPE will address the following three key evaluation questions¹⁴. These questions will also guide the presentation of the evaluation findings in the report.

1. What did the UNDP country programme intend to achieve during the period under review?
2. To what extent has the programme achieved (or is likely to achieve) its intended objectives?
3. What factors contributed to or hindered UNDP's performance and eventually, the sustainability of results?

To address question 1, a Theory of Change (ToC)¹⁵ might be developed in consultation with the country office, as appropriate, to better understand how and under what conditions UNDP's interventions are expected to lead to i) inclusive and sustainable growth and development, ii) improved democratic governance, and iii) reduced risks to climate change and natural disasters). Discussions of the ToC will focus on mapping the assumptions behind the programme's desired change(s) and the causal linkages between the intervention(s) and the intended country programme outcomes. As part of this analysis, the CPD's evolution over the review period as well as UNDP's capacity to adapt to the changing context and respond to national development needs and priorities will be examined.

The effectiveness of UNDP's country programme will be analyzed under evaluation question 2. This will include an assessment of the achieved outcomes and the extent to which these outcomes have contributed to the intended CPD objectives. In this process, both positive and negative, direct and indirect unintended outcomes will be identified.

To better understand UNDP's performance, the specific factors that have influenced - both positively or negatively - UNDP's contribution to results and eventually, their sustainability in the country will be examined (evaluation question 3). The utilization of resources to deliver results (including managerial practices), the extent to which the CO fostered partnerships and synergies with other actors (i.e. through south-south or triangular cooperation), and the extent to which the key principles of UNDP's Strategic Plan have been applied in the CPD design and implementation are some of the aspects that will be assessed under this question.¹⁶

A matrix with four criteria will be used to examine the (potential) sustainability of the identified achieved results, if any. The criteria include: ownership by beneficiaries, sufficient capacities, availability of resources and enabling institutional and social environment.

In line with UNDP's gender equality strategy 2014-17, the ICPE will examine the level of gender mainstreaming across all of UNDP Paraguay's programmes and operations. The Gender Results

¹³ <http://www.uneval.org/document/detail/21>

¹⁴ The ICPEs have adopted a streamlined methodology that addresses three key evaluation questions, which differs from the previous ADRs that were structured according to the four standard OECD/DAC criteria.

¹⁵ Theory of Change is an outcome-based approach which applies critical thinking to the design, implementation and evaluation of initiatives and programmes intended to support change in their contexts. At a critical minimum, theory of change is considered to encompass discussion of the following elements: (1) context for the initiative, including social, political and environmental conditions; long-term change that the initiative seeks to support and for whose ultimate benefit; process/sequence of change anticipated to lead to the desired long-term outcome; and (2) assumptions about how these changes might happen, as a check on whether the activities and outputs are appropriate for influencing change in the desired direction in this context; diagram and narrative summary that captures the outcome of the discussion. Source: Vogel, Isabel, "Review of the use of 'Theory of Change' in International Development" (April 2012), DFID.

¹⁶ This information is extracted from analysis of the goals inputted in the Enhanced RBM platform, the financial results in the Executive Snapshot, the results in the Global Staff Survey, and interviews at the management/ operations in the country office.

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Effectiveness Scale (GRES) will be used for this purpose. Gender disaggregated data will be collected, where available, and assessed against its programme outcomes. This information will be used to provide corporate level evidence on the performance of the associated fund and programme.

6. DATA COLLECTION

Assessment of data collection constraints and existing data. An assessment was carried out to identify available evaluable data as well as potential data collection constraints and opportunities. The Evaluation Resource Center (ERC) information indicates that 12 decentralized evaluations (8 projects, 3 outcomes, 1 UNDAF) were carried out for the 2010-2014 period and 4 project evaluations from 2015 to date. With respect to the indicators, the CPD (Paraguay Outcomes 29, 30, and 31), UNDP Results Oriented Annual Report (ROAR) and the corporate planning system associated with it also provide baselines, indicators, targets, as well as annual data on the status of the indicators. There is also good availability of UNDP project and strategic documents and monitoring reports. In addition, Paraguay has a good national statistical capacity since the General Directorate of Statistics, Surveys and Censuses (DGEEC) regularly publishes official statistical data of the country. Based on the preliminary desk research, the existence of 15 evaluations, the availability of documentation and the country national statistical capacity, there is sufficient evaluable data to conduct the evaluation.

Data collection methods. The evaluation will use data from primary and secondary sources such as desk review of available documents and interviews with key stakeholders. An advance survey/questionnaire with key questions may be administered to the country office to validate the collected corporately available self-reported data and fill any data gaps before the mission. Interview guidelines will also be developed to guide discussions with key stakeholders in a structured manner.

As part of the desk review, a list of projects will be developed and used to select interventions for in-depth review during the main data collection phase. The criteria for selection include:

- Programme coverage (projects covering the various components, cross-cutting areas and gender¹⁷);
- Financial expenditure (projects of all sizes, both large and smaller pilot projects);
- Geographic coverage (not only national level and urban-based ones, but also in the various regions);¹⁸
- Maturity (covering both completed and active projects);
- Programme cycle (coverage of projects/activities from the past and mainly the current cycles); and
- Degree of “success” (coverage of successful projects, as well as projects reporting difficulties where lessons can be learned).

The IEO and CO will identify an initial list of background and programme-related documents of relevance for the evaluation team. The following secondary data will be included for desk reviews: background

¹⁷ The gender marker, a corporate tool at UNDP, is assigned for all projects, using scores from 3 to 0. A score of 3 means the project has gender equality as the main objective; a 2 indicates that the intended outputs that have gender equality as a significant objective. A 1 signifies outputs that will contribute in some way to gender equality, but not significantly, and a 0 refers to outputs that are not expected to contribute noticeably to gender equality.

¹⁸ Given the territorial inequalities in the country and differences between urban and rural areas, the analysis will reach out and validate the results and development inequalities at the departmental level where UNDP (and national or UN partners) operate.

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documents on the national context, reports prepared by international partners and other UN agencies during the period under review; programmatic documents such as workplans and frameworks; progress reports; monitoring self-assessments such as the yearly UNDP Results Oriented Annual Reports (ROARs); and evaluations conducted by the country office and partners, including the quality assurance reports.

All information and data collected from multiple sources will be triangulated to ensure its validity. An evaluation matrix will be used to organize the available evidence by key evaluation question. This will also facilitate the analysis process and will support the evaluation team in drawing well substantiated conclusions and recommendations.

Stakeholder engagement. A multi-stakeholder approach will be followed to engage with stakeholders at all stages of the evaluation process. During the inception phase, a stakeholder analysis will identify relevant UNDP partners, including those that may have not worked with UNDP but play a key role in the outcomes to which UNDP contributes. This stakeholder analysis will serve to: i) identify key informants for interviews during the main data collection phase of the evaluation, ii) assess UNDP's position vis-à-vis other actors, and iii) identify any potential partnerships that could further improve UNDP's contribution to the country.

Consultations will take place with government representatives, civil-society organizations, private-sector representatives, UN agencies, multilateral organizations, bilateral donors, and beneficiaries of the programme. Focus group discussions will be used with some beneficiary groups as appropriate.

7. MANAGEMENT ARRANGEMENTS

Independent Evaluation Office of UNDP: The IEO will conduct the ICPE in consultation with the UNDP Paraguay country office, the Regional Bureau and the Government of Paraguay. The IEO lead evaluator will lead the evaluation and coordinate the evaluation team. The IEO will bear all costs directly related to the conduct of the ICPE.

UNDP Country Office in Paraguay: The country office will support the evaluation team to liaise with key partners and other stakeholders and ensure that all necessary information regarding UNDP's programmes, projects and activities in the country is available to the team. In addition, the country office will provide the evaluation team with in kind organizational support (e.g. arranging meetings with project staff, stakeholders, beneficiaries; assistance for project site visits). To ensure the independence of the views expressed, country office staff will not participate in interviews and meetings with stakeholders held for data collection purposes. At the report writing and debriefing phase, the country office will provide factual verifications of the draft report on a timely basis and will jointly organize the final stakeholder meeting, ensuring participation of key government counterparts, through a video-conference with the IEO, where findings and results of the evaluation will be presented. Additionally, the country office will support the use and dissemination of the final outputs of the ICPE process. The CO senior management will eventually be responsible for leading and coordinating the preparation of the Management Response to the evaluation, in consultation with the Regional Bureau.

UNDP Regional Bureau for Latin America and the Caribbean: The Regional Bureau will support the evaluation through information sharing and will also participate in discussions on emerging conclusions and recommendations. Moreover, it will support the preparation of the management response by the CO.

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Evaluation Team: The IEO will establish an evaluation team to undertake the ICPE. The evaluation team will comprise the best available mix of skills that are required to assess the country programme, and to the extent possible, will have had no previous involvement in the formulation, implementation or backstopping of the country programme. The team will be composed of:

- **Lead Evaluator (LE):** IEO staff member with overall responsibility for developing the evaluation design and terms of reference; managing the conduct of the ICPE, preparing/ finalizing the final report; and organizing the final stakeholder presentation, as appropriate, with the country office.
- **Associate Lead Evaluator (ALE):** IEO staff member with the general responsibility to support the LE, including in the preparation of terms of reference, data collection and analysis and the final report.
- **Consultants:** 2 External, independent consultants (preferably national, or regional/international, as needed) will be recruited to assess two of the outcome areas under the guidance of the LE, they will conduct preliminary research, data collection in the field, prepare outcome analysis papers, and contribute to the preparation of the final ICPE report. All consultants should have experience on gender mainstreaming and human rights-based approaches to evaluations.
- **Research Assistant:** A research assistant based in the IEO will provide background research and preliminary analysis support.

The tentative roles of the different members of the evaluation team are summarized in Table 2. The arrangements and roles among the evaluation team will be agreed following the selection of the evaluation consultants.

Table 2: Data collection responsibilities by area	
Team member	Outcome/Area
Lead evaluator and Inclusive sustainable development specialist	Outcome 29 + assessment of cross-cutting issues
Democratic Governance Specialist	Outcome 30 + assessment of cross-cutting issues
Associate lead evaluator	Outcome 31 + assessment of cross-cutting issues

8. EVALUATION PROCESS

The ICPE will be conducted according to the approved IEO process, divided in five main phases, as follows:

Phase 1: Preparatory work. The IEO prepares the ToR and the evaluation design, including an overall evaluation matrix. Once the TOR is approved, additional evaluation team members, comprising international and/or national development professionals will be recruited. The IEO starts collecting data and documentation internally first and then filling data gaps with help from the UNDP country office. Additional evaluation team members, comprising development professionals, will be recruited once the ToR is complete.

Phase 2: Desk analysis. Evaluation team members will conduct desk review of reference material, and identify specific evaluation questions, and issues. Further in-depth data collection will be conducted, by administering a pre-mission questionnaire and interviews (via phone, Skype, etc.) with key stakeholders, including country office staff. Based on this, detailed questions, gaps and issues that require validation during the field-based phase of the data collection will be identified.

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Phase 3: Field data collection: This phase will take place in March 2018. During this period, the evaluation team undertakes a mission to the country to engage in data collection. The estimated duration of the mission is a total of 3 calendar weeks. Data will be collected according to the approach outlined in Section 5 with responsibilities outlined in Section 7. The evaluation team will liaise with CO staff and management, key government stakeholders and other partners and beneficiaries. At the end of the mission, the evaluation team holds a formal debriefing to present the key preliminary findings at the country office.

Phase 4: Analysis, report writing, quality review and debrief. Based on the analysis of data collected and triangulated evidence, the LE will undertake a synthesis process to write the ICPE report. The first draft (“zero draft”) of the ICPE report will be subject to a peer review by the IEO and the International Evaluation Advisory Panel. Once the first draft is quality cleared it will be circulated with the country office and the Regional Bureau for review including factual corrections. The second draft, which takes into account any factual corrections, will be shared with national stakeholders for further comments. An “audit trail” will be prepared to document and respond to comments received from the CO, Regional Bureau, and national stakeholders. Any necessary additional corrections will be made and the country office will prepare the management response to the ICPE, under the overall oversight of the Regional Bureau. The report will then be shared at a final debriefing where the IEO presents the results of the evaluation to key national stakeholders. Ways forward will be discussed with a view to creating greater ownership by national stakeholders in taking forward the recommendations and strengthening national accountability of UNDP. Taking into account the discussion at the stakeholder event, the final evaluation report will be published.

Phase 5: Publication and dissemination. The ICPE final report and brief summary will be widely distributed in hard and electronic versions. The initial and final versions of the ICPE report will be produced in English, following the standard IEO publication guidelines. A Spanish version of the report will be produced, as needed and requested by the country office. The evaluation report will be made available to UNDP Executive Board at the time of its CPD approval. It will be distributed by the IEO within UNDP and to the evaluation units of other international organizations, evaluation societies/networks and research institutions in the region. The country office and the Government of Paraguay will disseminate the report to stakeholders in the country. The report and the management response will be published on the UNDP website¹⁹ as well as in the Evaluation Resource Centre. The Regional Bureau will be responsible for monitoring and overseeing the implementation of follow-up actions in the Evaluation Resource Centre.²⁰

9. TIMEFRAME FOR THE ICPE PROCESS

The tentative²¹ timeframe and responsibilities for the evaluation process are as follows:

Table 3: Timeframe for the ICPE process		
Activity	Responsible party	Proposed timeframe
Phase 1: Preparation		
TOR – approval by the Independent Evaluation Office	LE	January 2018
Selection of other evaluation team members	LE	January 2018
Phase 2: Desk analysis		

¹⁹ web.undp.org/evaluation

²⁰ erc.undp.org

²¹ The timeframe is indicative of the process and deadlines, and does not imply full-time engagement of the evaluation team during the period.

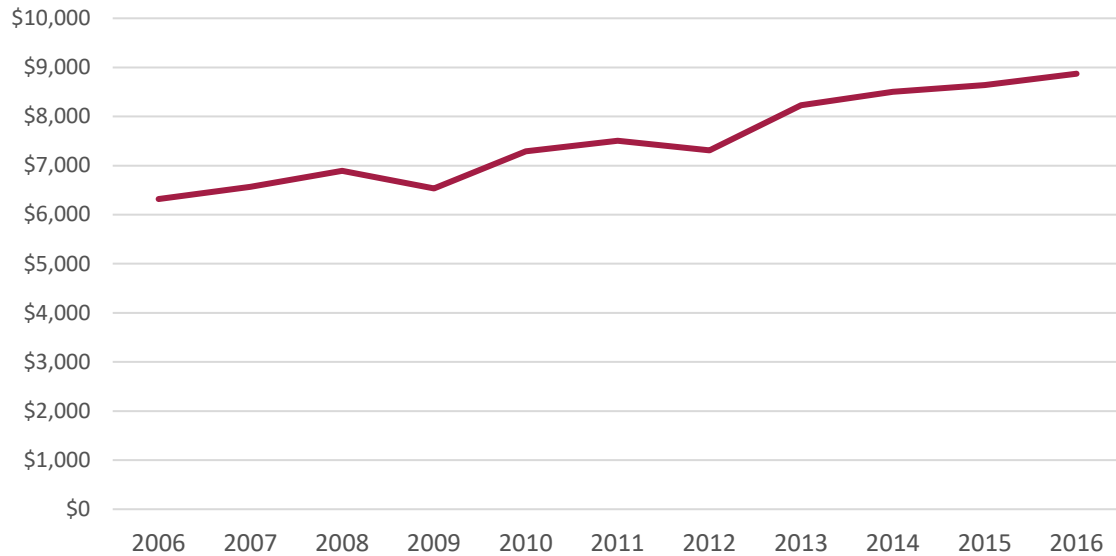
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Preliminary analysis of available data and context analysis	Evaluation team	February 2018
Phase 3: Data collection		
Data collection mission and preliminary findings	Evaluation team	4-24 March 2018
Phase 4: Analysis, Synthesis and report writing		
Analysis and Synthesis	Evaluation team	April 2018
Zero draft ICPE for clearance by IEO	LE + ALE	May 2018
First draft ICPE for CO/RB review	CO/Regional Bureau	June 2018
Second draft shared with GOV	CO/GOV	July 2018
Draft management response	CO/Regional Bureau	July – August 2018
Final debriefing with national stakeholders	CO/LE	tbc
Phase 4: Production and Follow-up		
Editing and formatting	IEO	September 2018
Final report and Evaluation Brief	IEO	October 2018
Dissemination of the final report	IEO/CO	October 2018
Presentation to the Executive Board	IEO	June 2019

Country at a Glance

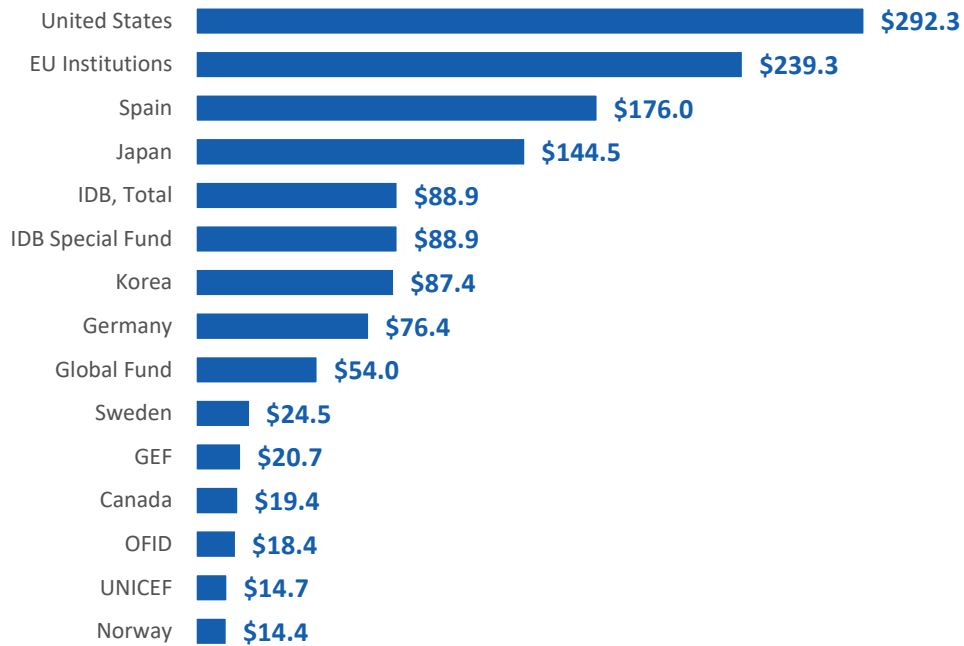
GDP per capita

PPP (constant 2011 international dollar)



Official Development Assistance Disbursements (2001-2016)

Millions USD



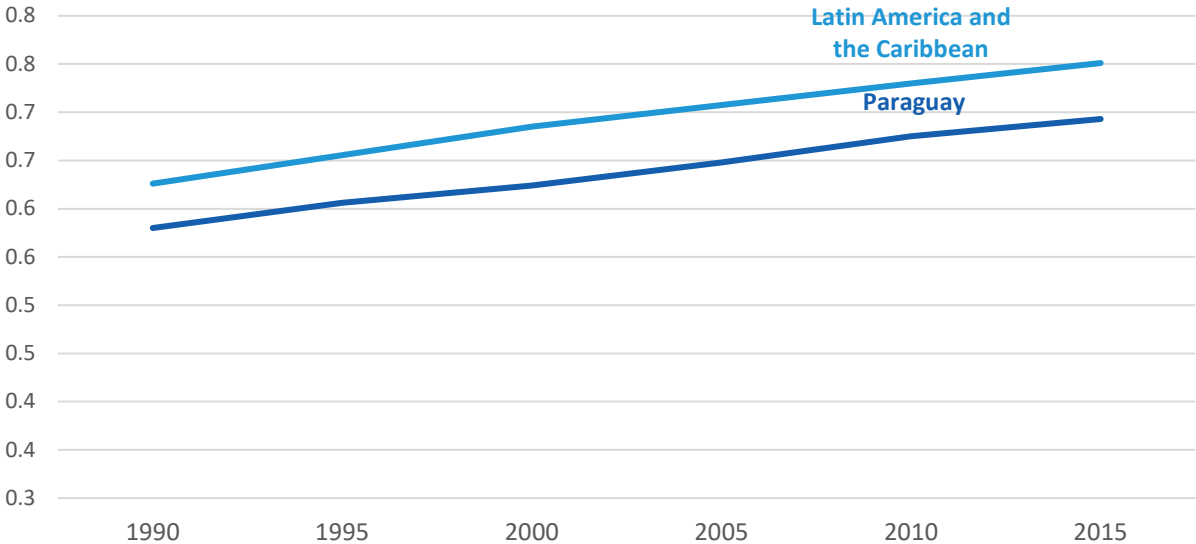
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Net ODA received

constant 2015 USD in millions

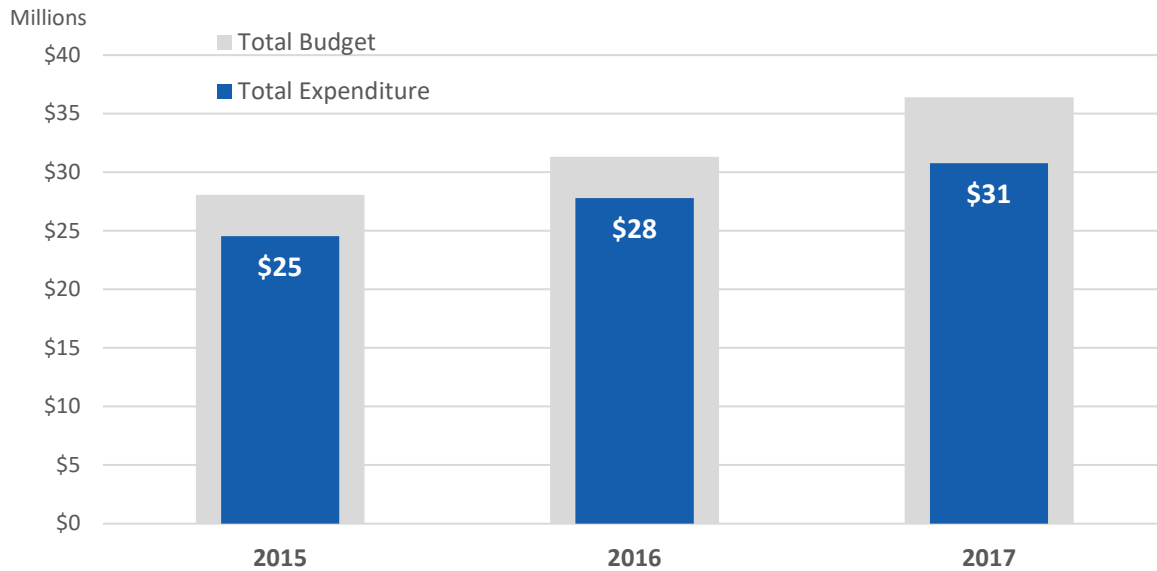


Human Development Index Trends

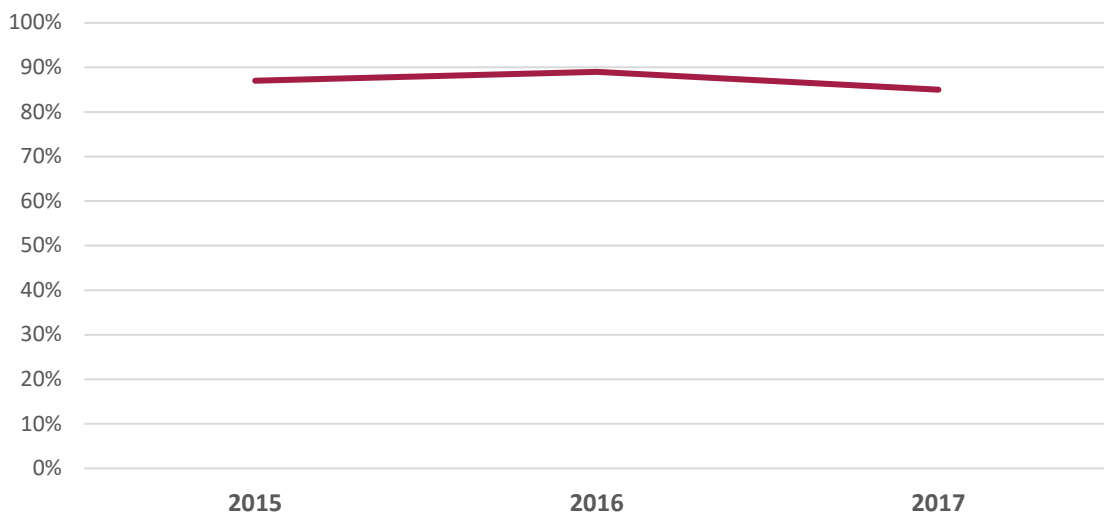


Country Office at a Glance

Evolution of Programme Budget & Expenditure

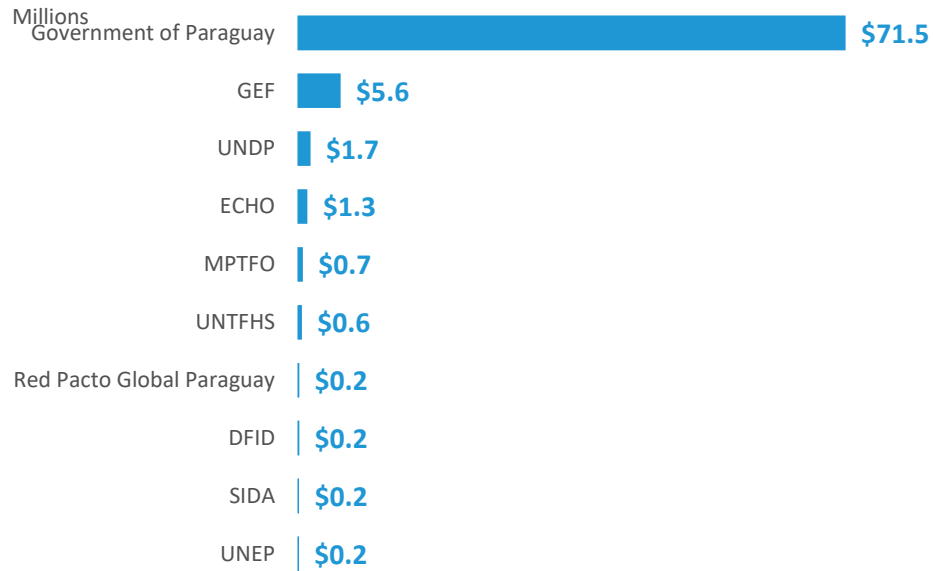


Execution Rate by Year

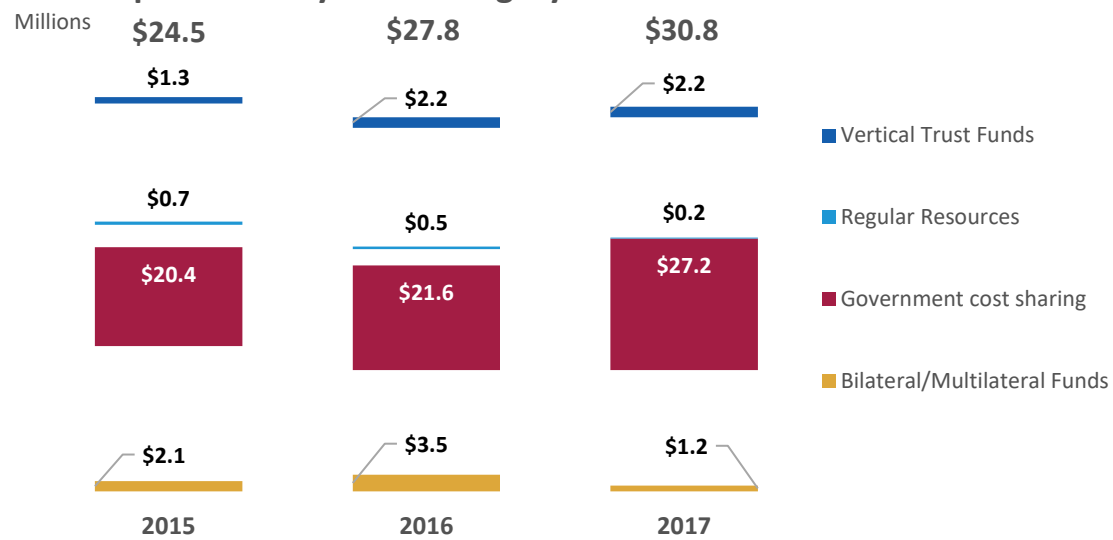


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Top 10 Donors



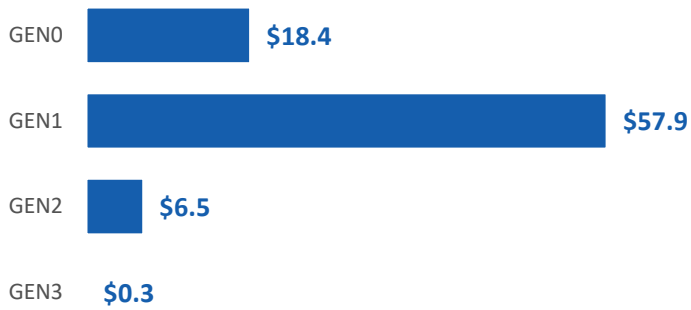
Total Expenditure by Fund Category and Year



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Expenditure by Gender Marker

Millions



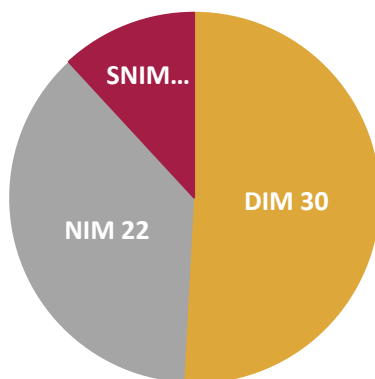
Program Expenditure by Source

Millions



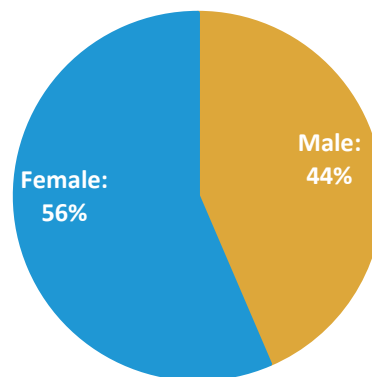
Implementation Modality

Number of Projects

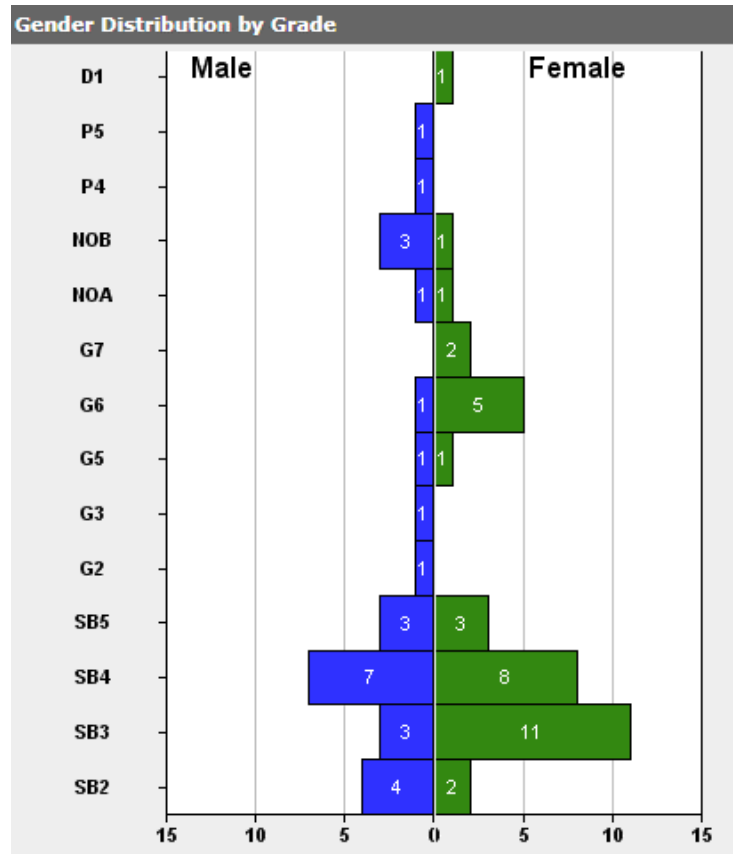


Gender Distribution

UNDP Country Office



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List of projects

Outcome 29: Devolution and accountability: Paraguay will have reduced poverty levels, established decent work and guaranteed improvement of working population's income / Area: Inclusive Sustainable Development										
Project number	Project Title	Output number	Output description	Project Status	Start Year	End Year	Gender Marker	NIM/DIM /SNIM	2015-2017 Total Budget	2015-2017 Total Expenditure
00060839	Paraguay Gran Chaco	00076770	Paraguay Gran Chaco	Ongoing	2011	2017	GEN2	NIM	\$816,976.41	\$798,084.78
00077229	Paisajes de producción verde	00088150	Paisajes de producción verde	Ongoing	2014	2019	GEN2	DIM	\$4,215,901.73	\$3,247,404.45
00081916	Apoyo a la Agricultura Familiar	00091038	Agricultura Familiar	Ongoing	2014	2017	GEN2	NIM	\$1,351,347.81	\$1,348,846.26
00082601	Producción de Alimentos	00091447	Producción de Alimentos	Ongoing	2014	2018	GEN1	NIM	\$3,790,315.21	\$3,021,032.90
00084186	Agua Potable para el Chaco	00092322	Agua Potable para el Chaco	Ongoing	2014	2019	GEN1	NIM	\$3,818,770.98	\$1,912,877.29
00084609	Desarrollo de Capacidades NCSA	00092545	Desarrollo de Capacidades	Ongoing	2015	2018	GEN1	NIM	\$536,276.84	\$401,932.32
00084610	Estrategia REDD II	00092546	Estrategia Redd II	Ongoing	2016	2020	GEN2	DIM	\$305,800.00	\$166,006.70
00097884	Competitividad Microempresarial	00101436	Competitividad Microempresaria	Ongoing	2016	2017	GEN1	SNIM	\$385,253.15	\$327,185.94
00098619	Fort.Institucional de la DGPP/MEC	00101840	Fort.Instituc. de la DGPP/MEC	Ongoing	2016	2018	GEN1	SNIM	\$4,988,471.32	\$3,275,583.27
00100267	Gestión de Calidad	00103281	Gestión de Calidad	Ongoing	2016	2017	GEN1	SNIM	\$205,855.71	\$136,215.59
00100625	Evaluación de Impacto Social del PAM	00103489	Evaluación Impacto Social PAM	Ongoing	2016	2019	GEN1	SNIM	\$229,111.24	\$155,970.26
00102241	Planes de Desarrollo	00104377	Planes de Desarrollo	Ongoing	2017	2017	GEN1	DIM	\$70,000.00	\$47,515.13
104576	Apoyo a Pequeños Productores para la Producción de Alimentos	00106072	Apoyo a Pequeños Productores	Ongoing	2017	2018	GEN1	NIM	\$221,515.06	\$118,787.54
00105841	Sector Servicios	00106883	Sector Servicios	Ongoing	2017	2018	GEN1	SNIM	\$64,284.48	\$0.00
00096332	Identificación Adultos Mayores en Situación de Pobreza	00100263	Identificación Adultos Mayores	Ongoing	2016	2017	GEN0	SNIM	\$1,782,003.20	\$1,664,034.94

00042098	Apoyo a la Gestión de la Secretaría del Ambiente	00061274	Apoyo Secretaría del Ambiente	Operationally closed	2008	2017	GEN0	NIM	\$67,501.62	\$62,282.53
00064014	Eliminación Hidroclorofluorocarbonos	00080880	Plan de Eliminacion HCFC	Ongoing	2012	2019	GEN1	NIM	\$259,465.59	\$175,814.38
00089148	Plan de iniciación Asunción Ciudad Verde	00095513	Asunción ciudad verde Plan I.	Ongoing	2015	2017	GEN1	DIM	\$119,194.72	\$114,670.56
00090407	Beneficiarios p/ Inversión en pobreza	00096188	Benef.p/ Inversión en Pobreza	Ongoing	2015	2017	GEN0	SNIM	\$2,452,423.13	\$2,441,079.97
00057953	Apoyo Política Ambiental Nacional	00096047	Contribuciones Nacionales	Operationally closed	2009	2017	GEN1	DIM	\$162,005.76	\$160,488.67
00061786	Reducción de emisiones de la deforestación de bosques (REDD I)	00078551	ONU-REDD	Operationally closed	2011	2017	GEN1	DIM	\$780,577.61	\$712,222.81
00077974	Tercera Comunicación Nacional	00088492	Tercera Comunicación Nacional	Ongoing	2014	2017	GEN1	NIM	\$826,762.18	\$813,123.57
00097177	IAP Chaco - Producción	00101017	IAP Chaco - Producción	Ongoing	2017	2022	GEN2	DIM	\$63,950.00	\$43,411.43
00097180	IAP Chaco - Demanda	00101020	IAP Chaco - Demanda	Ongoing	2016	2021	GEN2	DIM	\$30,582.00	\$25,686.64
00074397	Estrategia de Biodiversidad	00086838	Estrategia de Biodiversidad	Financially closed	2013	2017	GEN1	NIM	\$192,607.01	\$189,213.06
00084616	Modelos de Saneamiento Básico	00092551	Modelos de Saneamiento Básico	Ongoing	2014	2017	GEN1	DIM	\$281,167.65	\$228,695.21
00041278	Programa de Desarrollo Humano	00047002	Programa de Desarrollo Humano	Operationally closed	2005	2017	GEN1	DIM	\$144,553.82	\$133,491.19
00100600	Fomento y Difusión del Desarrollo Humano en Paraguay	00103487	Fomento y Difusión del D.H. y	Ongoing	2017	2019	GEN2	DIM	\$101,000.00	\$74,344.37
00056768	Entes Binacionales Hidroeléctricos	00069690	Entes Binacionales	Operationally closed	2009	2017	GEN0	NIM	\$91,390.40	\$25,000.00
00075132	PEI Joint UNDP-UNEP Poverty-Environm Initiative-Phase II	00088354	PEI Paraguay	Ongoing	2013	2018	GEN1	DIM	\$612,850.56	\$465,677.43
Total Outcome 29									\$28,967,915	\$22,286,679
Outcome 30: Paraguay will have progressed in protecting and guaranteeing the rights of all individuals, with emphasis on vulnerable and discriminated populations										
Area: Democratic Governance										
Project number	Project Title	Output number	Output description	Project Status	Start Year	End Year	Gender Marker	NIM/DIM /SNIM	2015-2017 Total Budget	2015-2017 Total Expenditure

00097179	Simore Plus	00101019	Simore Plus	Ongoing	2017	2017	GEN1	DIM	\$15,750.00	\$15,445.21
00049409	Programa Apoyo a la Lucha Focalizada contra la Pobreza	00060225	Administración Financiera	Ongoing	2008	2019	GEN1	NIM	\$556,281.12	\$323,382.98
00050039	Consolidación del Programa de Gobierno	00061603	Políticas de Desarrollo	Operationally closed	2008	2017	GEN0	NIM	\$355,355.91	\$314,675.84
00057316	Fortalecimiento de las políticas de género	00070757	Participación política	Financially closed	2009	2015	GEN3	DIM	\$700.00	\$0.00
00061363	Programa de Especialización de Funcionarios Públicos	00077710	Funcionarios Públicos	Financially closed	2011	2016	GEN1	NIM	\$383,928.57	\$352,517.37
00082600	Información Base para Regularización Tenencia de Tierra	00091446	Reg. Tenencia de la Tierra	Ongoing	2014	2017	GEN1	NIM	\$5,539,285.81	\$4,581,993.75
00076849	Apoyo al Plan de Prevención y control del Dengue	00088014	Apoyo al Plan contra el Dengue	Ongoing	2013	2018	GEN0	NIM	\$13,289,015.13	\$12,665,984.54
00070356	Fortaleciendo capacidades de participación política	00084384	Fortaleciendo capacidades de p	Ongoing	2012	2017	GEN3	DIM	\$343,213.62	\$304,847.53
00101970	Apoyo Comisión ODS	00104220	Apoyo Comisión ODS	Ongoing	2017	2017	GEN1	DIM	\$85,000.00	\$47,300.66
00051324	Análisis Político y Escenarios Prospectivos (PAPEP)	00069965	Gestión de Recursos Humanos	Ongoing	2009	2017	GEN0	NIM	\$150,224.00	\$140,402.51
00084547	Fortalecimiento Capacidades de la Presidencia	00092508	Fort. Capacidades Presidencia	Operationally closed	2014	2017	GEN1	DIM	\$136,199.23	\$131,811.86
00049653	Pacto Global	00060727	Pacto Global	Financially closed	2008	2017	GEN0	DIM	\$116,300.85	\$106,248.27
00070338	Acuerdos intersectoriales	00084378	Acuerdos intersectoriales	Financially closed	2012	2017	GEN1	DIM	\$122,189.08	\$122,188.78
00085652	Diálogo Social	00093217	Diálogo Social	Ongoing	2014	2017	GEN1	NIM	\$303,243.39	\$245,544.97
00089045	Consolidación Red del Pacto Global	00095448	Consolidación Red Pacto Global	Ongoing	2015	2017	GEN1	DIM	\$232,618.18	\$147,770.01
00014311	Desarrollo de los Centros de Justicia	00014311	Desarrollo Centros de Justicia	Ongoing	1997	2020	GEN1	NIM	\$40,500,000.00	\$37,786,462.95
00044628	Fortalecimiento del Sistema de Justicia	00052565	FORTALECIMIENTO INSTITUCIONAL	Ongoing	2006	2018	GEN0	NIM	\$1,449,794.29	\$953,712.87
00080639	Fort. Institucional de Petropar	00090261	Fort.Institucional de Petropar	Financially closed	2014	2016	GEN0	DIM	\$7,274.00	\$7,112.96
00056832	Políticas Públicas para Pueblos Indígenas	00069899	Políticas Públicas Indígenas	Financially closed	2009	2017	GEN1	DIM	\$10,125.28	\$125.28
Total Outcome 30									\$63,596,498	\$58,247,528

Outcome 31: Paraguay will have reduced its disaster risks and increased community resilience and responsiveness to emergencies and disasters
Area: Disaster Risk Reduction

Project number	Project Title	Output number	Output description	Project Status	Start Year	End Year	Gender Marker	NIM/DIM /SNIM	2015-2017 Total Budget	2015-2017 Total Expenditure
00074504	DIPECHO VIII	00086884	DIPECHO VIII	Financially closed	2013	2015	GEN0	DIM	\$47,385.63	\$4,017.61
00096984	Asunción Ciudad Verde de la Américas	00100857	Asunción Ciudad Verde de la Am	Ongoing	2016	2022	GEN2	DIM	\$304,250.00	\$93,713.86
00105722	Segundo Informe Bienal de Actualización de CC	00106842	Segundo Informe Bienal de Actu	Ongoing	2017	2019	GEN2	NIM	\$71,500.00	\$0.00
00095560	Fortalecimiento, Preparación y Coordinación Institucional y Comunitaria (DIPECHO X)	00099574	Fortalecimiento de Preparación	Ongoing	2016	2017	GEN1	DIM	\$656,635.00	\$605,220.28
00080315	Apoyo a la Política de Gestión y Reducción de Riesgos	00090059	Apoyo a la Política de GRR	Financially closed	2014	2015	GEN1	NIM	\$94,051.00	\$72,700.90
00083979	Marco de Recup. y Capacidades de Preven	00092201	Recup. y Capacid de Prevención	Financially closed	2014	2017	GEN1	DIM	\$300,000.00	\$291,972.15
00084334	Seguridad Humana	00092394	Seguridad Humana	Ongoing	2014	2017	GEN1	DIM	\$798,357.09	\$656,725.76
00081345	Apoyo a la respuesta y recuperación temprana por Inundac	00090654	Emergencia por Inundaciones de / Output 91407: compra de insumos no alimentarios / Output 00092149: Entorno Limpio	Financially closed	2014	2015	GEN1	DIM	\$47,667.28	\$47,485.39
00084615	DIPECHO IX	00092550	DIPECHO IX	Ongoing	2015	2017	GEN2	DIM	\$814,514.09	\$717,886.33
00093276	Apoyo a la SEN en respuesta al fenómeno del Niño	00097602	Apoyo a la SEN en respuesta al Fenómeno del Niño	Financially closed	2016	2017	GEN1	DIM	\$100,000.00	\$99,087.66
Total Outcome 31									\$3,234,360	\$2,588,810
Grand Total									\$95,798,774	\$83,123,017

List of People Consulted

Gobierno de Paraguay

Álvarez, Juan Ángel, Director, Dirección de Pensiones No Contributivas Contactos, Ministerio de Hacienda (MH)

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Filártiga Lacroix, Cynthia, Ministra Directora de Cooperación Internacional, Ministerio de Relaciones Exteriores (MRE)

Forte, Sergio, Director General de Administración y Finanzas, Ministerio de Salud Pública y Bienestar Social (MSPBS)

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Cristaldo, Héctor, Presidente, Unión de Gremios de la Producción (UGP)

Dietze, Ronald, Consejero, Federación de Cooperativas Productivas (FECOPROD)

Goertzen, Rosalía, Responsable de la Unidad del Medio Ambiente, Cooperativa Fernheim

Ocampos, Marité, Red de Mujeres del Sur

Stumpfs, Alicia, Directora, Red de Mujeres del Sur

Urquiza, Flores, Fendina, Coordinador, "Casa Rosada"

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Yaluff, Ana, Gerente de Sostenibilidad, Archer Daniels Midland (ADM)

Zoz, Rubén, Presidente, Unión de Cooperativas (UNICOOP)

List of Documents Consulted

In addition to the documents named below, the evaluation reviewed available programme/project documents, annual work plans, briefs, and other material related to the programmes/projects under review. Many related organizations' websites were also searched, including those of UN organizations, governmental departments, project management offices and others.

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Summary of CPD indicators as reported by country office

Outcome 29: Devolution and accountability: Paraguay will have reduced poverty levels, established decent work and guaranteed improvement of working population's income					
Indicator ²²	Baseline	Target	Status/Progress		
			2015	2016	2017
Implementation of a Statistical Development Strategy focused on the SDGs	2015: Diagnosis of the state of the art with regard to the SDGs	Strategy implemented (2019)	Type: Qualitative Data: Work proposal presented to the General Directorate of Statistics, Surveys and Census	Type: Qualitative Data: The goal for 2016 was defined as "Advocacy and Empowerment". In this sense two relevant facts stand out: <ul style="list-style-type: none"> During 2016, in the framework of a partnership project between the Technical Planning Secretariat and UNDP, a consultancy took place that enable to relate the goals of the National Development Plan to the goals of the SDGs. The final product of such consultancy ensures that the alignment between both tools is around 90% At the request of the government, a joint initiative is under formulation that will enable to ensure the availability of information at a local level to report to the SDGs indicators. This can be done through the generation of statistical data or the 	Type: Qualitative Data: The goal for 2017 was defined as a pilot implementation The National Government through the SDGs Paraguay Commission, with the support of UNDP, creates a platform that allows linking the UNDP2030/SDGs with the General Budget of National Expenditures. This platform allows to analyze the Public Budget assigned to each SDG in Paraguay (there is still pending progress in specific indicators)

²² "Indicators," "Baseline," "Target," and "Status/Progress" info were extracted from the Cooperate Planning System.

				selection of current appropriate tools.	
			Some progress	Some progress	Some progress
Inclusion of the improvement of the Quality Employment Index (decent work proxy) as a government goal	2012: Quality Employment Index created	Full inclusion of the Foreign Trade Report in the usual measurements of the Ministry of Labour, Employment, and Social Security (2019)	Type: Qualitative Data: Technical assistance to the Ministry of Labour, Employment, and Social Security for the primary focus on the employment quality	Type: Qualitative Data: The goal for 2016 was defined as "Advocacy and Empowerment". The advocacy undertaken through the diffusion of the Foreign Trade Report in the scientific magazine Population and Development, an official publication of the Faculty of Economic Science, is emphasized. Its diffusion took place in 2016 with repercussions in the press. The study of the evolution of the Foreign Trade Report in the last 15 years has concluded (2001-2015 period). It is foreseen to be disseminated in December 2016 (however, it will also be a tool for advocacy and empowerment during the first quarter of 2017).	Type: Qualitative Data: The goal for 2017 was defined as "Commitment". The work meetings with Authorities and technicians of the Ministry of Labour are emphasized as well as the presentations of results to the Youth Leaders from all over the country and relevant actors at national level. At the same time, through the academy, several students opted for a Degree Thesis (National University of Asuncion) on the impact study of the Quality Employment Indicator
			Some progress	Some progress	Some progress
Outcome 30: Paraguay will have progressed in protecting and guaranteeing the rights of all individuals, with emphasis on vulnerable and discriminated populations					
Competitive processes for public function positions (preventing perks and ensuring professionalism of public servants)	2010: 1.936	Competitive processes for no less than an average of 1.000 annually (2019)	Type: Quantitative Data: 0 Comment: 12.261 competitions have taken place between July 2014 and June 2015. These are not necessarily new positions, but it means that the public official has	Type: Quantitative Data: 0 Comment: 10.697 competitions were reported by the Ministry of Public Function for the period. This figure remains	Type: Quantitative Data: 0 Comment: 5.664 is the figure reported by the Ministry of Public Function and represents a decrease of around 50% of the figure annually established

			acquired the same position through a competition. It is expected to maintain an average of at least 10,000 competitions per year.	above the annual average established as a goal.	
			Some progress	Some progress	Regression
Outcome 31: Paraguay will have reduced its disaster risks and increased community resilience and responsiveness to emergencies and disasters					
Percentage of a) municipalities b) departments that have local / departmental Councils of Management and Risk Reduction recognized by the National Emergency Secretariat (SEN)	2015: a) 5 b) 2	a) 40 b) 6 (2019)	Type: Quantitative Data: 0 Comment: a) 5 b) 2 The first experiences are in the stage of empowerment. The data of components a) and b) is separated because if it is uploaded in the Latest data field, it cannot be visualized separately, and both digits are merged creating confusion.	Type: Quantitative Data: 0 Comment: a) 10 b) 3 The recognition of the National Emergency Secretariat (SEN) is evident in the joint and coordinated work with the local and departmental Councils, registering better experiences for the affected population by emergencies through the efficiency of coordinated work	Type: Quantitative Data: 0 Comment: a) 30 b) 4 Within the Departments (Concepción, Pdte. Hayes, Itapúa and Boquerón), the Municipalities have created their municipal Risk Management Councils thanks to a strong partnership between the National Emergency Secretariat (SEN), UNDP and governmental and departmental actors. UNDP has collaborated in strengthening and consolidating these structures through training and delivery of the guides of the toolbox of Management and Risk Reduction as well as through the coordination of joint work.
			Some progress	Some progress	Some progress

<p>Percentage of a) municipalities b) departments that have early warning systems certified by the National Emergency Secretariat (SEN)</p>	<p>2015: a) 0 b) 0</p>	<p>a) 5 b) 3 (2019)</p>	<p>Type: Quantitative Data: 0 Comment: The processes for the establishment of the systems are in the initial stage. It is estimated to have a departmental demonstration model by the end of 2016.</p>	<p>Type: Quantitative Data: a) 0 b) 1 Comment: The department of Itapúa has an early warning system in operation. These figures correspond to the goals established for 2016. It is stated that the certification of the National Emergency Secretariat (SEN) is given by the constant participation and involvement to the process of establishing this System and the coordinated work currently in place.</p>	<p>Type: Quantitative Data: a) 2 b) 1 Comment: At the National level, the National Emergency Secretariat (SEN) is implementing a project for the modernization of the Early Warning System (SAT), and in the Chaco, in the district of Filadelfia, an instrument was developed that constitutes an Early Warning System replicable in other districts of the Chaco Paraguayo. In some cases, these structures are focused on Water management as the main basic need in case of emergencies and disasters. All of these responds to the goals established for 2017.</p>
			<p>Some progress</p>	<p>Some progress</p>	<p>Some progress</p>