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**EVALUATION REPORT**



**UDF- PAR-10-408– Strengthening women's empowerment in the democratic process  
of Paraguay.**

**Date: 21 January 2015**

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**Disclaimer**

The evaluators are solely responsible for the content of this publication, which in no case can be considered to reflect the views of UNDEF, Transtec, or any other institution and/or individual mentioned in the report.

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## I. Executive summary

### *(i) Project data*

This report is the evaluation of the “Strengthening women's empowerment in the democratic process of Paraguay” project, implemented by Sociedad de Estudios Rurales y Cultura Popular (SER) from July 1, 2012 to June 30, 2014. The project received a grant of US\$180,000 from UNDEF to carry out the activities and meet the objectives below. The aim of the project was “to contribute to women’s empowerment socially, economically and politically in order to reduce the gaps between men and women that affect women in society, and also increase involvement in governance and democratic process by women in Paraguay.” The project strategy was built around three specific components: (i) Rural women’s organizations and strengthened capacity for increased participation in democratic processes; (2) Increased public awareness and support for women’s political rights and participation and; (3) Increased effective collaboration with local government and participation in democratic processes.

To achieve these outcomes, the project offered tools for capacity building among women leaders at various levels to forge them into a network, raise awareness about the importance of women’s participation through citizenship education, and increase effective collaboration with local government and participation in the democratic process. Through formally established autonomous grassroots organizations, members were to be provided with a space where they could learn about the electoral process, share important information and opinions about issues, find support to voice their concerns, and acquire important skills that would enable them to join in the public debate in their communities. The project was to also work with local authorities to create a space in which organized women could negotiate matters of interest with these institutions. Through this approach, the project strategy was aligned with efforts to contribute to women’s empowerment at the social, economic, and political level to reduce the gap between men and women that adversely affects women in society.

The beneficiary groups consisted of 500 women leaders and 5,000 other women from 50 communities (a total of 7% of the female population of these areas). The project covered 50 communities in 10 districts in two departments of Paraguay, San Pedro and Caazapá.

### *(ii) Evaluation findings*

The project was highly **relevant**, since it addressed a real problem: the dearth of participation by rural women in public, community, and district decision-making bodies, especially the latter. This contribution was very important, given the social and political context in Paraguay, which had deteriorated under the lengthy period of dictatorship and provided little room for citizen participation. The intervention was also consistent with the Ministry of Women’s policy of improving women’s living conditions, especially those of women in situations of extreme poverty and discrimination. The project offered women the opportunity to receive training and learn about the importance of their role in the family and community, encouraging their organized participation in district committees and the management of their own productive projects.

In terms of **effectiveness**, the strategy and programmed activities were appropriate for meeting the original objective. However, the project turned out to be too ambitious, especially since it was aimed at fostering changes in mentality in a context rather unfavorable to democratic processes. Planning the intervention in two departments so different and so far

from one another made it hard to tackle the issues of participation and organizing for autonomy in any depth. More progress was made in the objectives related to social participation at the neighborhood and community level and in economic participation, thanks to the need to apply for revolving funds from the Ministry of Women. SER developed an excellent, very specific plan for constructing the roadmap for women's participation.

Less progress was made in the political participation component. The political approach to organizing and participation must therefore be strengthened to promote integral development of the women's sector as a whole. Through forums, awareness campaigns, and radio programs and spots, the project implemented several initiatives to encourage women's involvement in the 2013 electoral process. The data from *Justicia Electoral* show a clear improvement in the beneficiary districts. District committees opened channels of communication with the Ministry of the Interior and municipal governments; however, these are still isolated *ad hoc* phenomena. Better organized, more representative spaces must be created to strengthen political dialogue with the authorities.

The project achieved a highly satisfactory degree of **efficiency**. SER displayed professionalism and commitment in its technical and administrative management of the project, ensuring that the programmed activities were implemented using all the available resources from UNDEF. The fact that the 10 district committees established in 10 municipalities in two departments are still up and running and capable of implementing productive projects is a very good indicator of efficiency, as is the number of people who received training from the project in the selected subject areas.

Another important indicator was the project's success in tapping at least one public development resource: revolving funds from the Ministry of Women – an outcome that was not included in the original design of the project.

Several budget lines, such as events and salaries for field personnel, proved to be inadequate, but SER efficiently complemented the UNDEF funding for the project with financing from other sources, using it to cover the underfunded budget lines.

Three dimensions corresponding to the components of the project's general objective were considered in the project **impact** evaluation: social, economic, and political participation. In the two departments targeted, the project had a substantial impact on social and economic participation, creating opportunities for greater well-being in the households of women who participated in the committees through access to revolving funds upon formal recognition of their district committees. A noteworthy impact was the establishment of the Municipal Secretariat of Women in the General Aquino district committee in the Department of San Pedro. Greater social participation by women in their immediate context has in some cases helped curb domestic violence, one of the main problems that women face. Many of the beneficiaries came to recognize that organized women are less exposed to this problem and less affected by it.

In terms of institutional **sustainability**, SER has deep roots in society, both in the departments where the project was executed and nationally. This NGO collaborates with government entities and civil society organizations with projects in similar areas. It has extensive experience managing public and private resources for the implementation of its projects and receives support from international cooperation agencies (IDB, World Bank, FAO, EU, and Italian and Canadian Cooperation). All of this makes likely the continuity of district committees with the necessary formal recognition and registration (regulations, documentation, bank accounts, recognition by the Municipality), and ability to secure funding, manage projects, and interact with other similar municipal groups, such as district development committees. Only one district committee has yet to be recognized by the

municipal authority, but it has now met all the requirements for recognition. Guaranteeing the sustainability of these committees will require the identification of funding mechanisms to support women leaders' participation in forums held outside their districts that require travel.

The UNDEF project's **value added** made it possible to promote the organization of rural women in the Departments of San Pedro and Caazapá, giving them access to revolving funds from the Ministry of Women. This experience empowered the women beneficiaries, boosting their self-esteem and improving their management and organizational skills. The income from the productive initiatives improved the living conditions of many families.

### ***(iii) Conclusions***

- ***The purpose of the project was to implement planned processes of change over the long term.*** The project sought to modify cultural and social paradigms in a society where rural women must come to be viewed as people with rights. This will require lengthy processes that will also help combat violence against women in its different forms, which often affects their ability to participate in the economic, social, and political arena.

- ***The project prioritized a coherent methodological approach.*** SER employed participatory methodologies and provided grassroots assistance to empower women, with the object of promoting collective organizing and democratic participation at the local level.

- ***The project strengthened women's capacities and organizations in rural areas.*** The creation of formally recognized district committees led to a shift from more community-based organizations in rural neighborhoods to district-wide organizations in the project's 10 targeted municipalities. The district committees in the Department of San Pedro created a departmental committee, a body for political participation with greater national visibility.

- ***The project capitalized on two important circumstances.*** First, it made use of the revolving funds offered by the Ministry of Women to support productive activities. Second, it took advantage of the 2013 presidential elections to raise awareness among women about their right to participate in the electoral process and the importance of doing so. Both processes led to greater opportunities for economic, social, and political participation.

- ***The project was overly ambitious,*** as its intent was to mobilize an extremely large number of beneficiaries in two very different departments at a considerable distance from one another. Greater focus on the sector targeted by the intervention would have enabled the project to give higher priority to qualitative aspects and the content on participation and organization for the exercise of citizenship.

- ***Better-structured spaces for dialogue between public authorities and women's organizations would have facilitated the political participation of women.*** Contacts with the authorities are still rather informal and must be reinforced to develop genuine capacity to influence local development and governance.

- ***Better coordination between district and municipal committees would have contributed to the creation of permanent, more or less organized spaces for negotiation and dialogue with local government entities and authorities,*** promoting

participation in the drafting of local public agendas. Increasing the political participation of women and ensuring their greater representation in local public administration are challenges that must be addressed.

#### ***(iv) Recommendations***

- ***Design a diversified training strategy*** for raising awareness about rights and developing the capacity for civic engagement to foster greater commitment to the exercise of citizenship.

- ***Encourage greater participation by young women.*** It would be useful to determine the factors that limit their participation and identify alternative organizational spaces that would give them an opportunity to learn about and engage in citizen participation.

- ***Improve spaces for connecting women's groups as participants in the political dialogue.*** Increase district committees' capacity for social and political participation as organized spaces for promoting the progressive involvement of women in local development and public administration.

- ***Establish stable forums and channels for negotiation and dialogue with state actors*** to increase the representation of grassroots women's groups and organizations and thereby support their participation in the political dialogue with local authorities and government entities.

- ***Ensure the continuity of the initiative to secure revolving funds and carry out other activities that will increase the autonomy of rural women.*** District committees should take advantage of the Ministry of the Interior's availability and interest to learn about current opportunities that can contribute to income generation.

- ***Increase the recognition of women as individuals with rights, capable of social, economic, and political participation in their immediate context.*** Greater efforts should be made to connect with producers' committees to foster greater recognition by men of women's rights and capabilities, making women partners in voicing rural concerns.

## II. Introduction and development context

### **(i) The project and evaluation objectives**

The “Strengthening women's empowerment in the democratic process of Paraguay” project was implemented by *Sociedad de Estudios Rurales y Cultura Popular* (SER) from July 1, 2012 to June 30, 2014. UNDEF provided a grant of US\$180,000, US\$20,000 of which was retained for monitoring and evaluation purposes. Other donors provided co-financing of US\$90,000, bringing the total budget to US\$290,000. The aim of the project was “to contribute to women’s empowerment socially, economically and politically in order to reduce the gaps between men and women that affect women in society, and also increase involvement in governance and democratic process by women in Paraguay.”

Rural women living in remote areas have limited access to information about political affairs and public policy issues. This affects their right to make personal decisions and participate actively in democratic processes in which decisions are made that impact their lives and those of their families. Rural women’s isolation from one another and limited access to meeting places and social interaction outside the home prevent them from acquiring the information and skills they need to become informed citizens capable of effective participation in the electoral process and democratic dialogue. Many of their rights continue to be violated, and their access to information, services, technical assistance and other resources, personal safety, and justice is limited.

The project strategy is built around three specific components: (i) Rural women’s organizations and strengthened capacity for increased participation in democratic processes; (2) Increased public awareness and support for women’s political rights and participation and; (3) Increased effective collaboration with local government and participation in democratic processes.

In order to achieve these outcomes, the project offered tools for capacity building among women leaders at various levels in order to forge them into a network, raise awareness about the importance of women’s participation through citizenship education, and increase effective collaboration with local government and participation in the democratic process. Through formally established autonomous grassroots organizations, members were to be given a space where they could learn about the electoral process, share important information and opinions on issues, find support to voice their concerns, and acquire important skills that would enable them to join in the public debate in their communities. The project was to also work with local authorities to create a space in which organized women could negotiate matters of interest with these institutions. Through this approach, the project strategy was aligned with efforts to empower women socially, economically, and politically to reduce the gap between men and women that adversely affects women in society.

The beneficiary groups consisted of 500 women leaders and another 5,000 women from 50 communities (a total of 7% of the female population of these areas). The project covered 50 communities in 10 districts in two departments of Paraguay, San Pedro and Caazapá.

The evaluation of this project is part of the larger evaluation of the Rounds, 2, 3, and 4 UNDEF-funded projects. Its purpose is to “contribute towards a better understanding of what constitutes a successful project which will in turn help UNDEF to develop future project strategies. Evaluations are also to assist stakeholders to determine whether projects have



been implemented in accordance with the project document and whether anticipated project outputs have been achieved.”<sup>1</sup>

**(ii) Evaluation methodology**

The evaluation was conducted by an international expert and a national expert hired under the Transtec contract with UNDEF. The evaluation methodology is spelled out in the contract’s Operational Manual and is further detailed in the Launch Note. Pursuant to the terms of the contract, the project documents were sent to the evaluators in early November 2014 (see Annex 2). After reading and analyzing them, they prepared the Launch Note (UDF-PAR-10-408) describing the analysis methodology and instruments used during the evaluation mission to Paraguay (Asunción and Caazapá) from December 1 to 5, 2014. The evaluators interviewed project staff, members of the *Sociedad de Estudios Rurales y Cultura Popular* (SER) coordinating team, and stakeholder representatives. The team was also to travel by car from Asunción to Caazapá to meet with project beneficiaries and local authorities. Annex 3 contains the complete list of persons interviewed.

**(iii) Development context**

The Republic of Paraguay is a country with a nascent democratic process. The current democratic era, a first for the country, began just a quarter of a century ago after 35 years of dictatorship. In 2008, for the first time in Paraguay’s history, there was a change in political direction unaccompanied by violence, wrought by the democratic institutions established under the country’s legal system. Under these circumstances, any project that fosters the organization and empowerment of excluded groups is still very opportune. Many of the women who benefitted from this project had spent their childhood and youth under the heavy hand of dictatorship and had to learn about democratic values as adults. The political party that sustained the dictatorship retains its hegemony in Paraguay.

The 35 years of dictatorship particularly affected the ability of citizens, especially the most socially and economically vulnerable groups, to organize, influence policy, and demand their rights. Indeed, people, and women in particular, are unaware that they *have* rights, and projects of this type must begin at the ground floor, starting with these extremely basic concepts. There is a tremendous gap between



**Closing seminar in Asunción**

the law and practice and very few government policies that are generally enforced in the long term, especially human rights policies (Villagra, 2014).

While participation by voting in elections was relatively high – 68.6%, in 2013 vs. 65.6% in 2008 – the problem with Paraguayan democracy is related more to impunity, lack of

<sup>1</sup> Operational Manual for the UNDEF-funded project evaluations, page 6.

oversight, and the relative failure of citizens to demand action from their elected representatives (Villagra, 2014). The Paraguayan public has not been consulted about any issue since the adoption of the current National Constitution in 1992. The political system has proven inflexible when initiatives for public consultation or wide-ranging legislation are put forward (Ortiz, 2009).

Reporting on women’s political participation during Paraguay’s last elections (in 2013), the Superior Court of Electoral Justice noted that 69 (69%) of every 100 women registered to vote voted, and 68 (68%) of every 100 men registered voted. In terms of access to elective office, the proportion of women in the Senate increased from 9% to 20% (2003-8, 9%; 2008-15, 6%; 2013, 20%) (TSJE, 2013).

The project was implemented in two departments in Paraguay, both of them in the country’s eastern region: San Pedro, in the north; and Caazapá, in the center (See map in Annex 5).

With 80% of their populations living in rural areas, San Pedro and Caazapá are the departments in Paraguay with the two largest rural populations. This makes the traditional farming sector very important in these territories, in comparison with other locations, where agribusiness and/or cattle ranching have gained a major foothold. Both departments rely on crop and livestock production, with the latter more developed in San Pedro due to greater investment in the sector. In terms of participation, San Pedro is the department with more organizations and a longer history of fighting for the interests of farm workers. Organizations such as the MCNOC are based in this department. Caazapá is much less developed in this respect.



**Department of San Pedro**

The Department of San Pedro has the fifth largest population in Paraguay, with 361,513 inhabitants (DGEEC, 2013), or 5.33% of the country’s total population. An estimated 191,779 inhabitants (53%) are male and 169,734 (47%), female.<sup>2</sup> The department’s population is largely young, with 64% under the age of 30.<sup>3</sup>

The Department of San Pedro has 20 districts, the most populous of which are San Estanislao, with 43,000 residents (urban and rural); Chore, with 36,000; and the district capital, San Pedro, with 33,600 (urban and rural). The department has a land area of roughly 20,000 km<sup>2</sup>.

The project was implemented in the following districts:

District	Total Population	Urban Population	Rural Population	Rural Women
<b>Itacurubi del Rosario</b>	10,800	3,700	7,100	3,270
<b>Gral. Aquino</b>	21,400	2,730	18,670	8,690
<b>Lima</b>	10,840	2,250	8,590	3,920
<b>Chore</b>	36,019	2,070	33,880	15,780
<b>Villa del Rosario</b>	11,623	5,000	6,560	3,130

Source: Author, based on data from the 2002 National Population and Housing Census (data from the 2012 Census have not yet been published).

<sup>2</sup> Data taken from the website of the Department of San Pedro’s Department of the Interior.

<sup>3</sup> Idem.

Some 20% of San Pedro’s population lives in poverty, 30% and in extreme poverty.

The Department of Caazapá has 11 districts with a total population of 152,000. The most populous districts are Caazapá (its capital), Abai, and San Juan Nepomuceno. The department has a land area of 9,476 km<sup>2</sup>.



**Department of Caazapá**

The project was implemented in the following districts:

District	Total Population	Urban Population	Rural Population	Rural Women
<b>Caazapá</b>	22,100	5,970	16,130	7,570
<b>San Juan Nepomuceno</b>	24,760	7,140	17,620	8,370
<b>Abai</b>	25,790	2,770	23,020	10,850
<b>3 de Mayo*</b>	No data	No data	No data	No data
<b>Buena Vista</b>	5,480	1,440	4,040	1,910

Source, Author, based on data from the National 2002 Population and Housing Census (The data from the 2012 Census have not yet been published).

\*3 de Mayo is a district created after the Census was conducted; thus, there are no official population data.

Some 42% of the population in the Department of Caazapá lives in poverty, and 25% in extreme poverty.

### III. Project strategy

#### (i) Project strategy and approach

The project strategy is aligned with SER’s institutional policy, centered on community work. The intervention was designed to increase the social, economic, and political participation of rural women to reduce the gaps between men and women and increase women’s involvement in public affairs in Paraguay.

The project’s intervention logic was structured around three coherent, well-articulated components focused on: (i) Rural women’s organizations and strengthened capacity for participation in democratic processes; (2) Increased public awareness and support for women’s political rights and participation; and (3) Increased effective collaboration with local government and participation in democratic processes.

The priority beneficiary groups were women living in remote rural areas – often the most marginalized, least organized populations most subject to exclusion and discrimination, who generally have very little access to training opportunities. The plan was originally to assist five committees in 10 districts in two departments (five committees in San Pedro and five in Caazapá), but the project ultimately worked with 76 committees (26 more than the 50 planned), benefitting a total of 1,167 women.<sup>4</sup>



**Signing of the agreement between the Governor, the Minister of Women, and the Caazapá District Leader**

The project was designed to offer women entities where they could obtain information and participatory spaces; the goal was to raise their self-esteem and improve their ability to communicate and analyze their communities’ needs, so that they could get involved in local decision-making. During the rural diagnostic study, women had an opportunity to participate actively in the different project initiatives. The project’s management and civic engagement workshops, meetings for the preparation of organizational plans, district assemblies, and training courses prioritized participatory dynamics tailored to the beneficiaries’ profile.

For us, a project is an opportunity. This task made people grow. Women learned to master their fears, to empower themselves; it made them grow. Through monitoring, we could see the changes. Women began to speak, and the growth that occurred in women was very important for them.  
**Daniel Campos, Investigator, SER**

One component should be mentioned that, while not part of the initial project strategy, was added during the implementation phase and left its mark on the work approach and results. In 2013, the Ministry of Women received major funding from the European Union to support initiatives that promote women. Taking advantage of this timely opportunity and its years of

<sup>4</sup> See Annex 6: List of district and neighborhood committees in Caazapá and San Pedro.

good working relations with the Ministry, SER proposed establishing an interinstitutional collaboration agreement that involved the receipt of revolving funds that women could use to invest in productive activities. Taking advantage of the UNDEF project's initiative to strengthen organizational spaces for rural women, SER made a commitment to targeting its assistance and advisory services to grassroots women's organizations, promoting their economic participation. The women beneficiaries were especially motivated by this approach, developing concrete productive projects and achieving very positive results that improved their living conditions.

The overall project strategy turned out to be too ambitious for that it worked simultaneously on different fronts : strengthening and formalizing established women's grassroots organizations and creating district-wide organizations. These organizations would serve as spaces for educating, training, and informing women about organizational skills, self-empowerment and self-expression, rights, electoral and political processes, and democratic dialogue through meetings and workshops.

With the upcoming 2013 presidential elections in mind, the project held forums attended by national and departmental candidates to raise civic awareness about the issues and encourage women to exercise their political rights and participate in the electoral process. Finally, it also worked with local authorities to create a space in which organized women could negotiate matters of concern with local institutions.



San Pedro district leaders at a meeting with the authorities

**(ii) Logical framework**

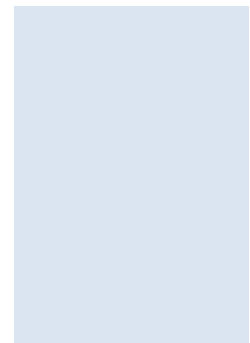
The table below presents the project intervention logic: its activities, intended outcomes, objective, and the development objective pursued:

Activities	Intended outcomes	Project objective	Development objective
<ul style="list-style-type: none"> <li>• Meetings for a participatory rural diagnostic study in San Pedro and Caazapá (5 women's organizations in 50 communities);</li> <li>• Workshops on management issues and civic engagement for grassroots organizations in 10 districts;</li> <li>• Preparation of supporting materials;</li> <li>• Monitoring and management assistance to the organizations;</li> <li>• 50 meetings with grassroots organizations to design participatory action plans;</li> <li>• Grassroots organizations begin adopting formal management practices and registering with local and national government;</li> <li>• Preparations for and holding of annual district assemblies, with the participation of women. Two meetings per district;</li> <li>• 10 annual district assemblies (one in each district);</li> <li>• SER team visits 4 districts for monitoring purposes.</li> <li>• 10 courses to train trainers, attended by 500 women;</li> <li>• 448 trained women each train another 10 women, for a total of roughly 5,000.</li>   <li>• 4 forums (2 in San Pedro and 2 in Caazapá) featuring national and departmental candidates;</li> <li>• 10 campaigns in the 10 districts to raise awareness about women's participation;</li> <li>• Preparation and distribution of informational materials;</li> <li>• Broadcasting of 12 radio programs and preparation of 5 spots in Guaraní;</li>   <li>• 10 workshops with local authorities (5 in San Pedro and 5 in Caazapá) ;</li> <li>• 2 public hearings in each district (20 hearings in all);</li> <li>• 30 meetings between the authorities and district women's organizations (3 meetings in</li> </ul>	<p><b>1. Rural women's organizations and strengthened capacity for increased participation in democratic processes.</b></p> <p><i>Rural women's organizations' empowered through knowledge about their rights and greater capacity to participate in organizational processes (in grassroots and district committees and at the departmental level).</i></p> <p><b>2. Increased public awareness and support for women's political rights and participation.</b></p> <p><i>Greater participation by women in the 2013 presidential elections (compared to 2008); Creation of new spaces for women's participation in decision-making in farm workers' groups.</i></p> <p><b>3. Increased effective collaboration with local government and participation in democratic processes.</b></p> <p><i>Government authorities informed about the gender approach, provide local</i></p>	<p>To contribute to women's empowerment socially, economically, and politically in order to reduce the gaps between men and women that affect women in society, and also increase involvement in governance and democratic process by women in Paraguay.</p>	<p><b>Contribution to strengthening and increased involvement in local governance and democratic process of rural women organizations in Paraguay.</b></p>

- each district);
- National seminar in Asunción, attended by 250 women (25 per district).

*spaces for women's participation, and support the implementation of their projects. Establishment of a Women's Secretariat in the General Aquino District Committee in the Department of San Pedro;*

*Three women leaders in public office (One syndic and 2 committee members)*



## IV. Evaluation findings

### (i) Relevance

The project is considered relevant because it addresses a real problem, which is the dearth of women's participation in community bodies, especially in the rural sector and the districts.

In Paraguay's social and political context, debilitated by a lengthy period of dictatorship and characterized by limited state capacity to promote effective public policies, the project helped put the issue of women's rights and participation on the social agenda of municipal governments in the departments of San Pedro and Caazapá.



**Women leaders trained in the Abai District**

The project strategy was consistent with the Ministry of Women's priority of improving the living conditions and civic engagement of women, especially those living in situations of extreme poverty and discrimination, and with the Comprehensive Women's Protection Act, aimed at improving the situation of women in Paraguay, protecting them from all forms of violence. Employing a gender equity approach, the project focused its activities on the problems identified in the intervention

design phase, which confirmed the limited participation of rural Paraguayan women in public, community, and district decision-making bodies. The project also worked to increase self-assessment and raise self-esteem, elements of the problems that hinder rural women's ability to participate.

The project's objectives fit within the strategic options prioritized by SER, centered largely on promoting the exercise of rights, strengthening farm workers' groups with respect to organizing, productive technology, and the environment, and increasing women's involvement in local governance.

The project's relevance in the selection of the intervention sites stemmed from SER's previous experience in the departments in question. After the initial participatory diagnostic phase, a decision was made to concentrate the activities in 10 districts in two departments: San Pedro (districts of General Aquino, Villa del Rosario, Itacurubi del Rosario, Chore, and Lima) and Caazapá (Abai, San Juan Nepomuceno, Caazapá, Buena Vista, and 3 de Mayo). The project capitalized on

The project activities have strengthened women's organizations. At producers' meetings, the women speak up, especially when they are in women's groups. And do women participate less in mixed groups? Their self-esteem still needs bolstering, but they are becoming empowered. These processes are very important, because we know that development comes with organization and participation.

**Emilio Soria, City Manager, Itacurubi del Rosario, Department of San Pedro**



SER's existing relations with women's groups, local authorities, community radio stations, and other local actors.

In terms of the relevance of its activities to the situation and needs of the beneficiary groups, the project offered women an opportunity to receive training and learn about their role as women in their families and communities. The beneficiaries interviewed said the project fulfilled their need for information about women's rights, organizing, and participation at the district level. Many of them stated that the project had improved their ability to express themselves and communicate with local authorities. They also noted that despite cultural prejudices in rural areas, where the mantra that women's place is in the home and men's is at work has been inculcated from early on, the women managed to overcome these hurdles, participate in district committees, and develop their own productive projects. The two local authorities interviewed (both of them women), a city manager from Itacurubi del Rosario, Department of San Pedro, and Caazapá's departmental Secretary of Production and Industrialization, noted that the project addressed real needs, since in their view, "women's participation is a guarantee of project success."<sup>5</sup>

Finally, it is worth mentioning that the project's closing seminar, Meeting of Organized Women Farmers, was held in 2014, the International Year of Family Farming, lending visibility to the importance of promoting women's organization and participation in the rural sector.

### **(ii) Effectiveness**

The strategy and programmed activities were generally appropriate for meeting the project's original objective and were executed according to the strategy outlined in the Project Document. The supervision and assistance provided by the technical team and local facilitators clearly contributed to the effectiveness of the intervention.

Nevertheless, the project turned out to be rather ambitious, since two years are not enough time for an activity designed to promote new ways of thinking and changes in mentality. The aftereffects of so many years of dictatorship are still with us, commented one member of the SER team, who said, "the dictatorship separated and fragmented us, stifled thinking, and created a very individualistic mentality." Promoting civic engagement and organizing in this context, especially in rural settings, involves changing deeply entrenched cultural and social paradigms, which takes time.

Furthermore, a tremendous effort was required to plan interventions in two locations so different and so far apart. Even the project coordinators recognized that confining the initiative to a single department, fewer activities, and smaller beneficiary groups would have been preferable, enabling the project to tackle the content on participation and organizing for autonomy in greater depth.

Before, my life was confined to the kitchen. Now, with the training courses, I can look people in the eye, speak in public, have confidence in myself.

**Silvia, District Committee of Abai, Department of Caazapá.**

As women, we don't know our own value. We're afraid of our men. Women are afraid to leave their homes and afraid of the pressures from their husbands.

**Lucida, District Committee of Abai, Department of Caazapá.**

I live 50 km from here. A neighbor invited me. I saw how they worked, I attended the meetings, and I decided to join the committees. I can go anywhere now and I'm going to keep supporting these activities.

**Armando, District of San Juan Nepomuceno, Department of Caazapá.**

<sup>5</sup> Views of Manuel Morel, Caazapá Department of the Interior.

Outcome 1 revealed a substantial degree of project effectiveness. However, the project was perhaps less effective when it came to Outcomes 2 and 3, since they were more dependent on external and contextual factors. In fact, the greatest effectiveness was observed in the components related to social participation in the neighborhood and community and to economic participation, due to the need to apply for revolving funds from the Ministry of Women.

In any case, women and organizations of women beneficiaries were clearly changed by the project in very important ways. Many women said that it was through the project that they first discovered that they had rights and learned about real opportunities for participation. SER developed an excellent and very specific plan for constructing a roadmap for women's participation. The strategy and activities were tailored to each stage; thus, the processes and outcomes differed from one district committee to the next. The first step was to help women discover that they were members of society with rights. This entailed a focus on the family, since a great deal of negotiation is required for women to be able "to leave the house and get involved in other activities," while organizing and managing their excessive workload in the home. When women begin participating in group activities, they need to learn how to engage in give and take with other women, because each has her own way of thinking. Group dynamics are new to them, and they must learn how to negotiate and reach agreement on decisions. Later on, they discover the municipal sphere and learn how to analyze how power is wielded. Up to that point, probably, the city manager is "the boss," the authority who decides what should be done. Now, women are beginning to wonder about the soundness of the decisions made and to observe that some citizens' demands are not met. Thus, they are beginning to understand that they are citizens with rights and to wonder what they can do and how they can defend those rights. This dynamic fostered by the project was extremely effective in empowering women and getting them interested in organizing. The project provided a roadmap that gradually empowered them, so while the first step was to help women "discover themselves," the ultimate goal was to have them discover the importance of "others recognizing them as citizens with rights." That way, the women gradually took ownership of their ability and right to participate. Access to revolving funds and the application process served as an "excuse" for them to get motivated and organized, formalizing district committees focused on a specific activity – "access to a productive initiative" – the earnings from which led to an improvement in their quality of life and in many cases raised their status in their household.

The table in Annex 7 illustrates the degree of success (municipal recognition, ways of working, legal status, bank accounts, women leaders in positions of responsibility, etc.) achieved by the project's beneficiary committees, which are still up and running and implementing productive projects. The project covered more committees than proposed in its initial design. The original plan was to assist 5 committees in 10 districts; however, 76 committees (26 more than the 50 planned) ultimately received assistance, benefitting 1,167 women in all.<sup>6</sup> The creation of these committees is a very positive development for future interventions with greater emphasis the political approach to organizing and participation to increase general well-being. The fact that in some of the interviews, district committee leaders and other committee members in the two departments referred to their organizations as a means of ensuring their own economic well-being without considering the problems of the women in the community who were not committee members is a problem; it reveals the need to promote greater political understanding of organizing and participation to ensure integral development of the women's sector as a whole.

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<sup>6</sup> See Annex 6: List of district and neighborhood committees in Caazapá and San Pedro.

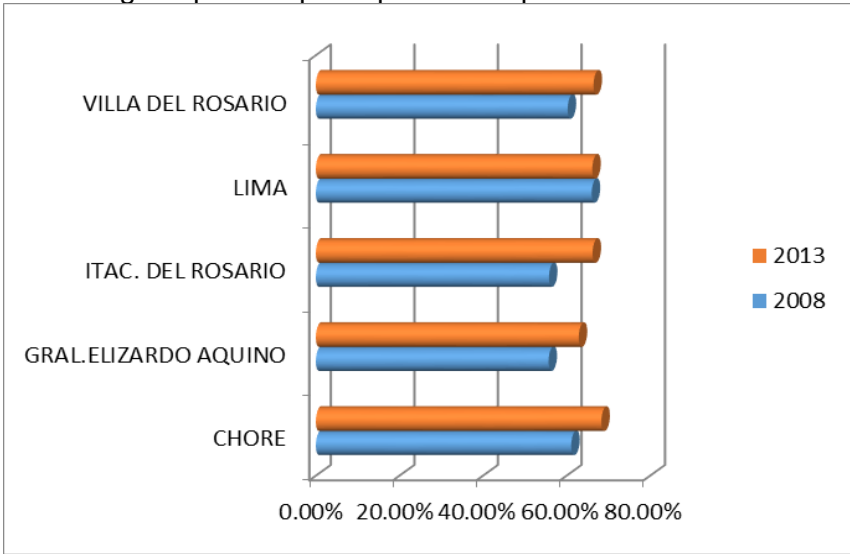
Even though less progress was made in the project’s political participation component, the lessons learned in terms of social and economic participation were a major achievement, since they laid the foundations for other, more committed levels of civic engagement.

Finally, it is important to point out the project’s initiatives to encourage women’s participation in the 2013 electoral process, including forums with male and female candidates, awareness campaigns, and radio programs and spots. Although the increase in women’s participation in the 2013 elections over the 2008 elections cannot be attributed solely to the project, the data from *Justicia Electoral* show a clear improvement in the beneficiary districts.

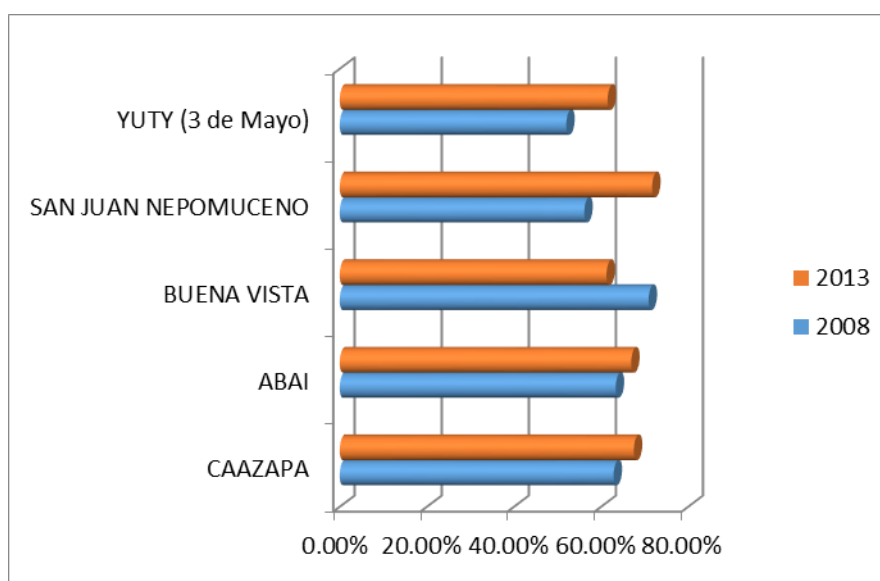
**Percentage of participation by women, men, and totals in the 2008 and 2013 elections in the intervention districts of San Pedro and Caazapá<sup>7</sup>**

Department	District	% Participation 2008			% Participation 2013		
		Women	Men	Total	Women	Men	Total
San Pedro	CHORE	61.13%	61.65%	61.43%	68.35%	64.29%	66.13%
	GRAL.ELIZARDO AQUINO	55.70%	56.13%	55.95%	62.92%	62.00%	62.41%
	ITAC. DEL ROSARIO	55.80%	55.48%	55.63%	66.24%	65.69%	65.95%
	LIMA	66.03%	61.00%	63.29%	66.17%	59.80%	62.73%
	VILLA DEL ROSARIO	60.28%	58.41%	59.30%	66.47%	61.59%	63.95%
Caazapá	CAAZAPA	62.90%	61.74%	62.29%	67.55%	63.91%	65.66%
	ABAI	63.38%	60.92%	61.94%	66.94%	65.42%	66.09%
	BUENA VISTA	70.94%	66.11%	68.31%	61.27%	55.36%	57.88%
	SAN JUAN NEPOMUCENO	56.17%	56.21%	56.19%	71.74%	67.35%	69.37%
	YUTY (3 de Mayo)	52.02%	49.90%	50.84%	61.52%	57.65%	59.43%

In addition, women leaders held positions of responsibility in some committees. This was the case of the committees in Itacurubi, General Aquino, and Villa del Rosario. Few women have expressed a desire to run for office in the next municipal elections, which underscores the importance of bolstering the political participation component in future interventions.



<sup>7</sup> TSJE, *Justicia Electoral*, (2013).



This point is directly related to another project component aimed at forging closer ties with local authorities. The project sensitized the Department of the Interior and municipal governments to the need to support local participation by rural women and put the gender issue on the public agenda. While all the district committees have opened channels of communication with state entities, these channels are still *ad hoc* and largely unprogrammed. More robust, organized, and representative spaces are needed to develop more permanent institutional spaces for dialogue.

### (iii) Efficiency

The evaluators consider the efficiency factors highly satisfactory. The project coordination team displayed professionalism and commitment in its technical and administrative management of the project. The team consisted of a coordinator responsible for integrating the gender approach, two people responsible for coordinating and monitoring local activities, an administrative assistant, and an accountant. Furthermore, the permanent staff member from SER tasked with monitoring the project supervised its overall progress, analyzing its impact and identifying the occasional adjustments needed.



**Campaign in the public square in the District of Buena Vista**

As for budget execution, the project utilized all the available UNDEF resources to execute the programmed activities. The NGO's senior management has acknowledged that certain activities were underfunded. For several budget lines, such as events and the salaries of field personnel, SER had to resort to other complementary funding sources to ensure proper execution of the activities.

Expenditures for events, especially the funds for the national forum, exceeded the figure initially programmed. This was due largely to underestimation of the cost of travel from the women’s respective districts to the capital; long distances and heavy rains forced some of the women to stay longer than anticipated, and the project had to cover their lodging expenses. Furthermore, the small sum allocated to the departmental coordinators created problems, since it was hard to find qualified human resources willing and able to take on the work. SER also commented that it should have had other Guaraní-speaking specialists in particular areas (i.e., climate and management) to facilitate local monitoring and assistance.

The analysis in the final financial report, however, does not mention these inadequacies and/or budget discrepancies. SER explained that this was because it used the “budget ceiling” to make the adjustment to each budget line. When the amount invoiced was higher than the figure in the budget line in the original budget, it used its own resources or funds from other sources to cover the additional expense. It also explained that the dollar value that it used was the value on the date that the money came in and that the differences found were not very large and it could cover them.

In terms of the project timetable, no major changes were observed that would have altered the original intended outcomes. Due to the electoral agenda and weather issues in particular, some activities on the initial calendar had to be rescheduled. However, all of them were executed in the established time frame.

Another important aspect of efficiency worth mentioning is the fact that the project managed to connect with at least one public development resource: revolving funds from the Ministry of Women to support women’s groups. This collaboration was achieved with the investment initially approved by the project, even though it was not part of the original design.

The cost-benefit ratio between activities executed and outcomes achieved is very good, since, in less than two years, the project established 10 district committees in 10 municipalities in two departments. All the committees are up and running and capable of executing productive projects, an important indicator of efficiency. The cost-benefit ratio between the activity execution level and impacts achieved is very good, as the project trained and mobilized a very large and representative number of rural women and dealt with a range of issues associated with citizenship building.

SER’s work is well-thought out; it’s a way of moving outside the system...There’s a tremendous need for administrative capacity, since accounting – knowing “how to keep books,” is a problem. People don’t document their expenses; they don’t understand bookkeeping. I visited the committees to advise their members and explain how to improve money management.  
**Alice, District Accountant, San Juan, Department of Caazapá.**

Finally, another important component of efficiency is the quality of recordkeeping and processing of the results of the diagnostics, meetings, and activities. SER thoroughly documents the execution of activities and summarizes the content and results obtained for each outcome, using the logical framework as a tool for monitoring execution and analyzing results.

#### (iv) Impact

Evaluation of the project's impact focused particularly on three dimensions corresponding to the components indicated in the project objective: (a) social participation; (b) political participation; and (c) economic participation.<sup>8</sup>



**Focus group held during the evaluation process, Department of Caazapá.**

The project's impact in the two departments differed. It was greater in the Department of San Pedro, since effects were seen in the three dimensions, though not homogeneously. The district committee of General Aquino in the Department of San Pedro is an example of the maximum impact achieved in the three dimensions, since through organization and participation, the committee managed to position itself in this district as a public agency, the Municipal Secretariat of Women.

Overall, the project has had a substantial impact in the dimensions of social and economic participation in the two departments, as formalization of the district committees gave committee members more access to revolving funds, providing opportunities for greater family well-being.

When assessing impact in the dimension of women's political participation, it is important to consider where each department started out. San Pedro is a department with a long history of farm workers' organizations and women's groups. A departmental women's committee comprised of women's district committees was already in place when the project was launched; this made it easy for the new district committees created under the project to join that body, offering them greater opportunities for participation and learning. The Department of Caazapá started out in a very different place: departmental women's organizations had never existed, and there were fewer grassroots farm workers'

The legislation doesn't call for mandatory creation of the Secretariat of Women. It was created at the women's behest. We met with the city manager and proposed the idea, including the proviso that the position of coordinator not be a political appointment; instead, we demanded that one of the committee women be named coordinator of the Secretariat.

From this vantage point, we try to "open women's eyes." Many women come to consult us about abuse. In some cases, the violence has decreased. Fewer incidents of violence are observed against women who belong to organizations. Women who are more isolated in their homes and are not members of any organization are more likely to fall victim to domestic violence. Thus, these organizations are very important.

**Carmen Giménez, Municipal Secretary of Women, General Aquino District Committee, Department of San Pedro.**

<sup>8</sup> "Social participation" is understood as a person's self-recognition as an individual with rights, and equitable relations in the women beneficiaries' immediate context. "Political participation" involves citizenship building at the local level, participation in decision-making bodies, formal recognition of the organization, and participation in electoral processes.

organizations. The beneficiary groups had a positive opinion of the project, especially because of its participatory grassroots approach. The statements gathered indicate that the women were very satisfied with this project, because it gave them an opportunity to learn about their rights and improve their ability to communicate, exercise leadership, and organize.

The dimension of social participation in women's immediate context – the home, community, and rural neighborhoods more than 30 km from the district urban center – should not be taken lightly or considered inferior to political participation, especially since domestic violence has been one of women's key concerns, cited by all interviewees during the evaluation. Many women commented that changes had occurred in their household that fostered greater cooperation between men and women. The women noted that women who belonged to organizations in their committees were generally less exposed to this problem and affected by it. The progress in this dimension is therefore very important.



**Police representative at the Meeting in Asunción**

The issue of domestic violence is closely related to economic participation, since, when interviewed, the women said that their productive projects' contribution to the household income had earned them greater respect in the eyes of their male partner.

This issue should unquestionably be addressed in greater depth in future interventions with this type of group, because women should be considered to have rights by virtue of their status as human beings and citizens, whether or not they contribute to the household income.

#### ***(iv) Sustainability***

At the institutional level, it is important to note SER's deep roots in society, in both the departments where the project was implemented and nationally. For over 26 years, it has conducted research and engaged in participatory and rural development activities in rural areas, where it works with highly vulnerable populations, supporting social organization and the efforts of other organizations. This track record has enabled it to develop cooperative relations with national, departmental, and local government agencies, especially the Ministry of Agriculture and the Ministry of Women. It also works with other civil society organizations that have projects in similar areas – i.e., fostering civic engagement or promoting women and the gender approach.

At the same time, SER has extensive experience managing public and private resources to implement its projects. Seeking to preserve its autonomy and maintain a certain independence from international funding agencies, it regularly participates in national public

tenders for research projects and development services. At the same time, it receives support from other international cooperation, such as the IDB, World Bank, FAO, UE, and Italian and Canadian Cooperation. All of this attests to the financial solvency and sustainability of SER, which also has its own headquarters, enabling it to capitalize on its experience and provide continuity for its initiatives.

Regarding the specific objectives of this project, the mission observed several components that make the continuity of its activities carried in the two departments likely. Formalizing and registering the district (municipal) women’s committees has fostered the sustainability of their achievements. With regulations, documentation, bank accounts, and recognition by the municipal government, the district committees are in a position to access funds, manage projects, and interact with other similar groups in the municipal setting, such as the district development committees. At the time of the evaluation, only one district committee had not been recognized by the municipal authority; that committee has now met all the requirements for recognition.

We learned how to support our families as women. Before, everything in our house was my husband’s; now I realized how important I am to my family as a woman. I learned to talk like an organized woman. Some men say to their wife, “That meeting is a joke. How are you going to cook? Who’ll take care of your child?” It’s important for men to understand that what we women have in our heads is not all bad.

**Fátima, Abai District Committee, Department of Caazapá.**

In addition to formalization, it is important to mention the practices adopted and lessons learned that will allow for the continuity and growth of the committees. These lessons are largely related to management of the revolving funds for small productive projects (financial administration, periodic meetings, membership fees, etc.).

The mission observed that the committees still need to learn about organizing, participation, and critical analysis of their context. This is especially true for those in Caazapá, since unlike their counterparts in the San Pedro, there is no departmental agency above them, a second floor so to speak, in which they jointly participate.



**Opening of workshop with authorities in Itacurubi.**

Another element necessary to guarantee sustainability and participation in other development opportunities is the identification of funding mechanisms to cover travel and lodging expenses so that women leaders from each district committee can attend forums outside their district.

**(v) UNDEF value added**

The UNDEF project helped spur efforts to organize rural women in the departments of San Pedro and Caazapá. The value added from this project allowed revolving funds from the Ministry of Women to reach women in rural grassroots organizations directly. Empowering these women, boosting their self-esteem, and strengthening their management and organizational capacity paved the way to improving the situation of rural women.



Furthermore, the benefits from productive initiatives reached many families, improving their living conditions. Without UNDEF's support, the revolving funds would have been handed over to the Municipalities and would not have reached the women.

## V. Conclusions

The project provided a firm foundation for ensuring the continuity of the dynamics generated and capitalizing on the lessons learned in a socially fragile, extremely poor rural context, where recent political instability had stifled motivation and hindered tangible opportunities for promoting citizen participation.

(i) ***The purpose of the project was to implement planned processes of change over the long term.*** The intervention fostered changes in behavior and mentality concerning the role of rural women, promoting spaces for economic, social, and political participation. It therefore required slow and steady processes, since its purpose was to modify social and cultural paradigms in a society where violence against women is common (in Paraguay, one woman per week dies as a result of violence<sup>9</sup>). This conclusion follows from the findings on relevance and effectiveness.

(ii) ***The project prioritized a coherent methodological approach.*** Through capacity building for community leaders and women in grassroots organizations, SER developed participatory methodologies and provided assistance at the grassroots level. This approach gradually empowered the women, who, discovering their abilities, recovered their self-esteem and became highly motivated to join local social organizations and democratic participation efforts. This conclusion follows from the findings on relevance and impact.

(iii) ***The project strengthened women's capacities and organizations in rural areas.*** This was accomplished by increasing organized women's participation in district committees. The project led to a shift from what were basically rural neighborhood organizations to district organizations in the project's 10 targeted municipalities. The project assisted more women's committees than anticipated in the original project design. In one of the two departments, San Pedro, district committees are part of a third-level body, the departmental committee – a more visible space for political participation at the national level. This conclusion follows from the findings on effectiveness and sustainability.

(iv) ***The project capitalized on two important circumstances.*** First, it made use of the revolving funds from the Ministry of Women, using them to promote the productive activities of women's groups. Second, it took advantage of the 2013 presidential elections to raise women's awareness about their right to participate and the importance of doing so. Although additional work in these areas is needed, the project paved the way for the creation of spaces for economic, social, and (some) political participation, which offer

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<sup>9</sup> According to data from the Ministry of Women, 2014.

significant potential for change that will further the activities of rural women. This conclusion follows from the findings on relevance and sustainability.

(v) ***The project was overly ambitious***, since it programmed an intervention in two departments that were very distant from one another so as to mobilize a very large number of beneficiaries. Since its essential components were geared to promoting qualitative changes, it would perhaps have been preferable to concentrate the initiative in a single department, mobilize a less ambitious number of beneficiaries that included more young women, and implement fewer activities, permitting a more thorough exploration of participation and organizing for the exercise of citizenship. This conclusion follows from the findings on effectiveness and impact.

(vi) ***Better-structured spaces for dialogue between public authorities and women's organizations would have facilitated the political participation of women.*** Contacts with the authorities were largely *ad hoc* and fairly unstructured. The project did not last long enough to create sufficiently well-connected, organized spaces with real capacity for lobbying and advocacy to influence local development and governance. This conclusion follows from the findings on impact.

(vii) ***Better coordination between district and municipal committees would have contributed to the creation of permanent, more or less organized spaces for negotiation and dialogue with local government agencies and authorities***, fostering participation in the drafting of local public agendas. To accomplish this, the project could have programmed specific training interventions and practicums to improve the political participation of women and ensure their greater representation in local public administration. This conclusion follows from the findings on effectiveness and impact.

## VI. Recommendations

In order to sustainably enhance the project's impact, the mission offers the following recommendations:

(i) ***Design a diversified training strategy*** to instill knowledge about rights and develop the capacity for citizen participation, decision-making, political leadership, and political organizing and negotiation. This strategy should promote capacity building among the women already involved in the district committees to encourage greater commitment to their exercise of citizenship (See Conclusions i and iv).

(ii) ***Encourage greater participation by young women.*** Given the dearth of young women in the district committees, it would be a good idea to search for alternative opportunities for them to learn about and engage in citizen participation. To accomplish this, it would be useful to determine what factors limit their ability to participate (education, work responsibilities, etc.) and based on that information, identify feasible organizational spaces. (See Conclusion v).

(iii) ***Improve spaces for connecting women's groups as participants in the political dialogue.*** Strengthen the role of the district committees as organized bodies for identifying and addressing local community needs and problems (health, productivity, nutrition, combatting all forms of violence, etc.); increase their capacity for social and political participation, so that women gradually get involved in development planning and local public administration. (See Conclusions iii and vi)

(iv) ***Establish stable forums and channels for negotiation and dialogue with state actors.*** This would involve creating permanent bodies to increase the representation of grassroots women's groups and organizations to support their participation in the political dialogue with local authorities and government institutions (See Conclusions vi and vii).

(v) ***Ensure the continuity of the initiative to secure revolving funds and carry out other activities that will increase the autonomy of rural women.*** The conditions should be created for district committees to take advantage of opportunities for greater income generation. For example, they could get involved in providing food for school lunches in the public school system. The Executive Branch has decreed that rural schools must purchase food from local produces. Capitalizing on the availability and interest of the Ministry of the Interior, the committees could take advantage of these opportunities. (See Conclusion iv).

(vi) ***Increase the recognition of women as individuals with rights, capable of social, economic, and political participation in their immediate context.*** Further efforts should be made to connect with male producers' committees to forge productive ties, identify common interests, and express farm workers' demands. This could lead to greater male recognition of women's capabilities and rights. Advantage should be

taken of such spaces to work with men to sow the seeds of these ideas and reap the necessary recognition. (See Conclusions i and iii).



Closing seminar in Asunción

## VII. ANNEXES

### Annex 1: Evaluation questions:

DAC criterion	Evaluation Question	Related sub-questions
Relevance	To what extent was the project, as designed and implemented, suited to context and needs at the beneficiary, local, and national levels?	<ul style="list-style-type: none"> <li>▪ Were the objectives of the project in line with the needs and priorities for democratic development, given the context?</li> <li>▪ Should another project strategy have been preferred rather than the one implemented to better reflect those needs, priorities, and context? Why?</li> <li>▪ Were risks appropriately identified by the projects? How appropriate are/were the strategies developed to deal with identified risks? Was the project overly risk-averse?</li> </ul>
Effectiveness	To what extent was the project, as implemented, able to achieve objectives and goals?	<ul style="list-style-type: none"> <li>▪ To what extent have the project's objectives been reached?</li> <li>▪ To what extent was the project implemented as envisaged by the project document? If not, why not?</li> <li>▪ Were the project activities adequate to make progress towards the project objectives?</li> <li>▪ What has the project achieved? Where it failed to meet the outputs identified in the project document, why was this?</li> </ul>
Efficiency	To what extent was there a reasonable relationship between resources expended and project impacts?	<ul style="list-style-type: none"> <li>▪ Was there a reasonable relationship between project inputs and project outputs?</li> <li>▪ Did institutional arrangements promote cost-effectiveness and accountability?</li> <li>▪ Was the budget designed, and then implemented, in a way that enabled the project to meet its objectives?</li> </ul>
Impact	To what extent has the project put in place processes and procedures supporting the role of civil society in contributing to democratization, or to direct promotion of democracy?	<ul style="list-style-type: none"> <li>▪ To what extent has/have the realization of the project objective(s) and project outcomes had an impact on the specific problem the project aimed to address?</li> <li>▪ Have the targeted beneficiaries experienced tangible impacts? Which were positive; which were negative?</li> <li>▪ To what extent has the project caused changes and effects, positive and negative, foreseen and unforeseen, on democratization?</li> <li>▪ Is the project likely to have a catalytic effect? How? Why? Examples?</li> </ul>
Sustainability	To what extent has the project, as designed and implemented, created what is likely to be a continuing impetus towards democratic development?	<ul style="list-style-type: none"> <li>▪ To what extent has the project established processes and systems that are likely to support continued impact?</li> <li>▪ Are the involved parties willing and able to continue the project activities on their own (where applicable)?</li> </ul>
UNDEF value added	To what extent was UNDEF able to take advantage of its unique position and comparative advantage to achieve results that could not have been achieved had support come from other donors?	<ul style="list-style-type: none"> <li>▪ What was UNDEF able to accomplish, through the project that could not as well have been achieved by alternative projects, other donors, or other stakeholders (Government, NGOs, etc.).</li> <li>▪ Did project design and implementing modalities exploit UNDEF's comparative advantage in the form of an explicit mandate to focus on democratization issues?</li> </ul>

## Annex 2: Documents reviewed

### Project documents:

- (i) PO Note - UNDEF
- (ii) Initial project document
- (iii) Mid-term and Final narrative reports submitted by *Sociedad de Estudios Rurales y Cultura Popular* (SER)
- (iv) <http://www.abc.com.py/edicion-impresa/suplementos/centinela/marcha-en-san-pedro-por-el-mes-de-la-mujer-1224326.html>

### Materials published during project execution:

- Votation newsletter
- Training material “La Mujer Organizada” (The Organized Woman)
- Training material “Fortalezcamos nuestros grupos” (Let’s strengthen our groups)
- Leaflet on women’s rights
- Spots for radio programs
- Video on women’s experiences

### Other documents:

- *Ley Orgánica Municipal* (Municipal Organic Law);
- *Ley 1600, Contra la Violencia Doméstica* (Law 1600, Combatting Domestic Violence)
- *Ley de protección Integral a las mujeres* (Law for the Comprehensive Protection of Women); text currently under review
- *Censo Nacional de Población y Viviendas*. (National Population and Housing Census) Asunción; DGEEC. (2002).
- Sandoval, L. O. (2009). El déficit de participación política en el Paraguay. In W.Y. (Coord.), *La participación ciudadana en la encrucijada*, Buenos Aires, Editorial Prometeo.
- TSJE, *Justicia Electoral*, (2013). Elecciones Generales 2013. Accessed on December 11, 2014 at <http://tsje.gov.py/e2013/3502-participacion-electoral-y-representacion-politica-de-las-mujeres-en-las-ultimas-elecciones.html>
- Villagra, S. (2014). Democracia y derechos humanos. A 25 años del advenimiento de la democracia, todavía con debilidades institucionales. Debate in *Revista digital de políticas públicas*.

### Annex 3: Persons interviewed

November 29, 2014	
<i>Arrival, international consultant</i>	
Evaluation Team meeting	
Luisa María Aguilar	International Consultant
Roberto Stark	National Consultant
December 1, 2014	
Celsy Campos	Project Coordinator
Daniel Campos	Director of Research
Pedro De Llamas	Director of SER
Luisa María Aguilar	International Consultant
Roberto Stark	National Consultant
December 2, 2014	
Pastor Emilio Soria Melo	City Manager, Itacurubi del Rosario, San Pedro
Griselda Giménez	Women's District Committee, Gral. Aquino. San Pedro
Carmen Giménez	Secretariat of Women, Municipality of Gral. Aquino
Erótida Martínez	Women's District Committee, District of Itacurubi del Rosario
Nilda Quiñónez	Departmental Committee of Women's Committees. Department of San Pedro
December 3, 2014	
24 members of local and district committees	District Committee of San Juan Nepomuceno, District Committee of Abai, District Committee of Buena Vista
Lilian Esther Núñez Mereles	Departmental Project Coordinator, Caazapá
Manuel Morel Paiva	Secretary of Production and Industry, Caazapá Department of the Interior.
December 4, 2014	
Noelia Velazco	Office on Violence against Women. Ministry of Women
Lourdes Morínigo	Office on Gender and Rural Youth, Ministry of Agriculture and Livestock
Ada Rosa Martínez	CECTEC, NGI
Celsy Campos	Project Coordinator
Daniel Campos	Director of Research, SER
Pedro De Llamas	Director of SER
Vivian Moreno	Administrator, SER
Graciela Villalba	Accountant, SER
December 5, 2014	
<i>Closing meeting</i>	
Celsy Campos	Project Coordinator
Daniel Campos	Director of Research, SER
Pedro De Llamas	Director of SER
Luisa María Aguilar	International Consultant
Roberto Stark	National Consultant

## Annex 4: Acronyms

IDB	Inter-American Development Bank
CSO	Civil Society Organization
DGEEC	Dirección General de Estadísticas, Encuestas y Censos
FAO	Food and Agriculture Organization of the United Nations
IND	Chile 21 Foundation and Human Rights Institute
NGO	Nongovernmental Organization
MCNOC	Mesa Coordinadora Nacional de Organizaciones Campesinas
UNDP	United Nations Development Programme
SER	Sociedad de Estudios Rurales y Cultura Popular
EU	European Union
UNDEF	The United Nations Democracy Fund



## Annex 5: Maps of the departments of San Pedro and Caazapá



## Annex 6: List of district and neighborhood committees in the departments of San Pedro and Caazapá

### DEPARTMENT OF CAAZAPA

District	Name of Committee	Number of Members
3 de Mayo	Kuña Aty Argaña	14
	Kuña Aty Lima	24
	Kuña Guapa	16
	Obrero	19
	Primavera San Juan	23
	Primavera	12
	Santa Catalina	10
	Santa Elena	23
	Santa Rita	13
Virgen del Rosario	13	
<b>Subtotal</b>	<b>10</b>	<b>167</b>
Abai	Fé y Alegría	13
	Kuña Katypyry	15
	Kuña Guapa Aty	14
	La Esperanza	15
	Las Luchadoras	11
	San Cayetano	19
	Sras. Tekopora	16
	Koe Rory	12
	Santa Rosa	13
	Mujeres Tekopora	11
	La Esperanza	11
	Katupury	12
<b>Subtotal</b>	<b>12</b>	<b>167</b>
Buena Vista	La Esperanza	16
	Mujeres Unidas	13
	San Francisco	22
	San Roque	17
<b>Subtotal</b>	<b>4</b>	<b>68</b>
Caazapá	La Familia	12
	María Auxiliadora	14
	Medalla Milagrosa	16
	Mujeres Unidas	17
	Santa Librada	11
	Tajy Poty	12
	Virgen de Caacupe	14
	San Cayetano	25
<b>Subtotal</b>	<b>8</b>	<b>121</b>
San Juan Nepomuceno	San Mateo	19
	1° de Marzo	18
	Almacen La Suerte	23
	El Progreso	12
	Pojo'apy	22
	Rosa Mística	15
	San Isidro	13
	San José	13
	San Rafael	12
	Santa María	11
	Tekopyahu	21
Ko'epyahu	32	
<b>Subtotal</b>	<b>12</b>	<b>211</b>
<b>TOTAL</b>		<b>734</b>

**DEPARTMENT OF SAN PEDRO**

<b>District</b>	<b>Name of Committee</b>	<b>Number of Members</b>
Chore	25 de mayo	10
	La Amistad	10
	Mujeres Valientes	7
	Pindoty	15
	Sagrada Familia	11
	Santa Ana	12
	San Blas	11
<b>Subtotal</b>	<b>7</b>	<b>76</b>
Itacurubi del Rosario	6 de julio	22
	María Auxiliadora	17
	San Cayetano	10
	Virgen de Fátima	14
<b>Subtotal</b>	<b>4</b>	<b>63</b>
Virgen del Rosario	Mbocaya Poty	23
	Kuña Joaju	21
	Kuña Katypyry	22
	La Rosarina	12
	Kuña Aty	31
<b>Subtotal</b>	<b>5</b>	<b>109</b>
Gral. Aquino	Productoras San Antonio	11
	Sagrada Familia	13
	Mujeres Unidas	13
	Kuña Guapa	7
	Mujeres por el Desarrollo	10
	Virgen de Lourdes	6
	Virgen del Rosario	7
<b>Subtotal</b>	<b>7</b>	<b>67</b>
Lima	Akarapuara II	9
	Akarapuara I	17
	Cristo Rey	15
	Kuña Guapa	15
	Santa Librada	35
	Santa Rosa	11
	Santa Clara	16
<b>Subtotal</b>	<b>7</b>	<b>118</b>
<b>TOTAL</b>		<b>433</b>

## Annex 7: Achievements of the project's beneficiary committees

Type		1	2	3	4	5		1	2	3	4	5		
District		CAAZAPA	SAN JUAN NEPOMUCENO	ABAI	BUENA VISTA	3 DE MAYO	Total Caazapá	ITACURUBI DEL ROSARIO	GRAL. ELIZARDO AQUINO	VILLA DEL ROSARIO	CHORE	LIMA	Total San Pedro	Total Caazapá + San Pedro
Grassroots Committees	Number	8	12	12	4	10	46	7	7	5	7	7	33	79
	Municipal recognition	x	x	x	x	x		x	x	x	x	✓		
	Annual assemblies	x	x	x	x	x		x	x	x	x	✓		
	Meetings every 8-15 days	x	x	x	x	x		x	x	x	x	✓		
	Social contribution	x	x	x	x	x		x	x	x	x	✓		
District	Municipal recognition	x	x	Not yet	x	x		x	x	x	x	✓		
	Legal personhood	x	x	x	x	x		x	x	x	x	✓		
	Annual assemblies	x	x	x	x	x		x	x	x	x	✓		
	Relationship with Municipality	x	Little	No	x	Little		x	x	x	x	✓		
	Bank account	x	x	Not yet	x	x		x	x	x	x	✓		
Departmental	Members	-	-	-	-	-		x	x	x	x	✓		
	Women leaders in positions of authority	-	-	-	-	-		Syndic	Committee member 1	-	Committee member 2	-		