



GENDER ASSESSMENT USAID/PARAGUAY

March, 2005

DevTech Systems, Inc.
USAID Contract #: GEW-I-01-02-00019-00

The Women in Development (WID) IQC

Chemonics International, Inc. • Development Alternatives, Inc. • Development & Training Services, Inc. •
DevTech Systems, Inc. • Juarez and Associates, Inc. • Management Systems International/The Futures Group

The WID IQC contract is funded by the Office of Women in Development, Bureau for Economic Growth, Agriculture, and Trade, U.S. Agency for International Development. The author's views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.



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ACRONYMS AND ABBREVIATIONS

ADS	USAID Automated Directives System
CDC	Center for Disease Control (US government)
CEPEP	Centro Paraguayo de Estudios de Población
CMP	Coordinación de Mujeres de Paraguay
CODENI	Consejeras Municipales por los Derechos del Niño, la Niña y el Adolescente
CONAMURI	Coordinadora Nacional de Mujeres Rurales e Indígenas
DG	Democracy and Governance, in USAID
DGEEC	Dirección General de Estadística, Encuestas y Censos
FEDEMU	Federación de Asociaciones de Gobiernos Departamentales y Municipales
GTZ	German bilateral international development agency
IDEA	Instituto de Derecho y Economía Ambiental
ILO	UN Internacional Labor Organization
IR	intermediate result
JP	Justice of the Peace
NGO	non-governmental organization
PMP	USAID Performance Monitoring Plan
RFA	Request for Assistance
RFP	Request for Proposal
SO	strategic objective
SOW	scope of work
UNDP	United Nations Development Program
UNFPA	United Nations Family Planning Association
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
WWF	World Wildlife Fund

ACKNOWLEDGMENTS

The team acknowledges with gratitude the collaboration and support of the USAID/Paraguay Mission staff and numerous other individuals contacted, all of whom gave generously of their time and provided valuable information for this study. In particular, thanks are offered to USAID/Paraguay Mission Director Wayne Nilsestuen, Deputy Director Sergio Guzmán, and Development Program Specialist Enrique Félix Villalba for their generous support and involvement with the gender assessment activities carried out in Paraguay. Special thanks are extended to María Gabriela Frutos, who, as the contact officer for the team as well as the gender resource person for the Mission, provided significant background information, organizational support, and general guidance throughout this process. We also thank her and her colleague, Gloria Romero for their attentiveness during the review and invaluable assistance in arranging schedules and appointments, as well as responding to all the team's needs in the office.

The team also recognizes and appreciates the cooperation and input from the SO Team Leaders, Steven A. Marma (Democracy), Graciela Avila (Reproductive Health), Alex Uriarte (Economic Growth), Uwe Karth (Environment), and all the other SO team staff members who generously shared their time, experiences, and opinions with the team. Our workshop and presentations were met with openness and eagerness on behalf of Mission staff, as well as counterpart organizations, to know more about and incorporate gender considerations into their programming and activities. We hope that the Mission finds the team's observations, suggestions, and this final report useful in achieving a greater degree of gender integration into the Mission's programs, both present and future.

EXECUTIVE SUMMARY

The Gender Assessment and Analysis for USAID/Paraguay was prepared in anticipation of a new Strategic Plan to guide Mission programs after 2005. The assessment includes a discussion of gender concerns in the on-going activities as well as considerations in the programs under the subsequent strategy. Recommendations are offered for increased gender mainstreaming in each of the four Strategic Objective areas, and in the concluding sections, a series of overall recommendations are suggested, which could serve as the basis for development of a Gender Action Plan for the Mission.

The gender assessment is built around two principal questions, which are the basis for gender analysis and integration in USAID programs:

- How will gender relations affect the achievement of the program results?
- How will the program results affect the status of women relative to men?

The assessment is intended as a starting point for an ongoing process to integrate gender into the Mission's strategy and programs, which includes additional activity-level gender analyses, monitoring systems that reflect gender concerns, and implementing partners who have the skills to incorporate gender concerns in project implementation.

The Context for Gender Integration in Paraguay

Compared to the activism around women's issues in Paraguay in the 1990s, women's rights today seem to have taken a backseat for NGOs, the government, and international development institutions. Today, gender issues are viewed necessarily within the context of the economic crisis and increasing poverty, and the overriding norms of corruption and patronage in public life. In spite of a legal structure that guarantees equality, and governmental entities to spearhead gender equity and women's rights programs, with a few exceptions, enforcement and implementation are weak

Women and children suffer disproportionately in a depressed economy, with fewer options for dealing with lack of work and income, and inadequate social services to support them in household tasks. Corruption and patronage harm women, not only in excluding them from power and decision making, but also in draining public funds needed to provide services and bolster economic growth. Women's NGOs identify the most urgent policy reforms and central issues as sexual and reproductive health, increased women's political participation, and poverty reduction focusing on women.

USAID Program

Within this context, USAID has concentrated on four program areas: Democracy and Governance (DG), the largest Mission program; Economic Growth, focused on private sector growth and job creation; Health, primarily reproductive health; and, Environment, working entirely in conservation and biodiversity. Most of the programs are implemented through grassroots and community level activities, with a strong focus on decentralization and participation. Anti-corruption activities are identified as a cross-cutting concern.

Democracy and Governance

The DG program covers multiple sub-sectors including civil society, local government, and national democratic and legal/judicial reform. The current program does not reflect gender as a common thread in its activities, although gender equality is tagged as one of several important factors in democratic policy reform, and some activities, including several small grant projects in the Civil Society program have included components concerned with women and women's rights. Gender per se and the relative inequality between men and women have not been consistently and explicitly addressed.

The Local Government projects focus on improving the municipalities' ability to collect revenue, but they also include the stipulation that the increased revenues be used for public services, with local priorities selected and managed in an open, transparent, and participatory manner. Currently, the projects have no requirement for tracking participation of men and women in the preparation of proposals or in the municipal decision-making and management processes. Yet, encouraging broad-based community involvement would not only contribute to increased gender equity in the municipality but also improve project results, by bringing forward the priorities of women as well as men.

The Democratic Reform project has provided assistance for organizational strengthening to the *Red de Mujeres Municipales*, which has been important both as a forum for elected women in local government, and because as a member of the Federation of Local Government Associations, the *Red* has raised the level of awareness of gender issues in local government. A recommendation is offered that USAID support training and technical assistance to local government officials so that they can begin to operationalize this new concern with gender issues.

The Democratic Reform project also gave a boost to the issue of equity in political participation through its selection of the revision of the Electoral Code as the subject for its first open Congressional hearing on pending legislation. The case selected proposes an increase in the quota of female candidates and alternating placement of male/female candidates on party lists in national, departmental, and municipal elections. The hearing was quite successful and continuing support through the remainder of the legislative process is recommended as the important next step.

In USAID activities related to Legal and Justice Sector Reform, the most direct and critical gender issue concerns the training and technical assistance provided for mediation services at the local level. Mediation often occurs in circumstances of power imbalance, and the mediator must be sensitive to this issue and capable of perceiving and understanding how it affects the parties' free will. Most cases that go to mediation involve family law and domestic matters, with inherent gender-related power imbalances. Even subtle pressure can easily influence the outcome of mediation, and situations of imbalance must be compensated through the use of appropriate methods. Likewise, Justices of the Peace (JP) play a key role in enforcement and judicial functions at the local level, including enforcement of the Domestic Violence Act. Training for the JPs in

gender awareness and mediation (which never should occur in domestic violence cases) is crucial.

In the concept paper for the next strategy period, the principal addition in the DG programs is a proposed activity with political parties. A number of efforts are underway now to open political parties to women's participation and advancement, some with USAID support, but the number of women in elected office remains low. The assessment recommends that activities be designed not only to support women candidates in the election process but also to continue to work with them in office. Although men also may benefit from this type of activity, it is important to recognize that women in elected office, especially the pioneers, often face unique gender-based issues in governing.

The recommendations for increasing gender integration in the DG programs call for additional training, sub-sector specific gender assessments, attention to participation not only in terms of the number of people but also in decision making and power, and increased visibility and voice to women's and gender concerns in relation to the broad problems of corruption. Specific recommendations focus on attention to gender issues at the local level, especially in work with mediation, Justices of the Peace, and women in elected office.

Economic Growth

The relatively new economic growth project, *Paraguay Vende*, also is implemented at the local level, through technical assistance to individual firms, to increase sales, exports, investments, and jobs in poor sub-regions. The program was created in 2003 in response to the accelerated deterioration of the Paraguayan economy and the increase in poverty. At this point in the implementation, the project has no explicit attention to gender.

The most important gender issue identified in this assessment concerns job creation. The structure of the labor market has a strong gender aspect. Women and men usually do not compete for the same jobs because most jobs are implicitly defined as either "men's work" or "women's work", and men and women are not compensated equally. Systematic patterns of segregation in terms of types of jobs and of inequality in benefits mean that success in this project will have a differential impact on the options available to men and women, and may affect gender roles and relations as well as measures of gender inequality at the local level. Reiterating the USAID criteria for gender analysis, this project clearly may affect the relative status of men and women, and gender roles and relations may be a factor in whether the project achieves its objective. The project should monitor gender indicators and be prepared to modify the design based on a continuing gender analysis.

As the project moves into the new strategy period, with an expanded component to influence policy change and correct barriers to trade encountered by entrepreneurs, it will be important to recognize that some of the barriers men and women face as entrepreneurs may be different. A broad representation of business associations as partners in this activity is needed to ensure that both men's and women's interests are taken into account.

The recommendations for the Economic Growth program focus on the development of the database for monitoring the project and the baseline data to measure the change in the relative status of men and women. Monitoring will flag developing problems of inequality or alternatively, success stories, and provide the information for sector-specific gender analysis crucial to the activity design under the new strategy.

Health

As the health statistics show, public health services in Paraguay are broadly inadequate. Given limited resources, however, the Mission has chosen to concentrate its program on reproductive health and on the development and the testing in a few communities of models for decentralization of service management and delivery. The Mission also has collaborated with UNFPA and the Ministry of Health to formulate the National Plan for Sexual and Reproductive Health, through a widely cited participatory process involving representatives from a broad spectrum of civil society. The Mission-funded Reproductive Health Survey provides unique and invaluable information about women's health, knowledge and attitudes, and experience with abuse and sexual violence.

Key gender concerns identified in the health program are the relative participation and leadership of men and women in the local structures for decentralized health services and in the access to quality health care, as well as the extent to which the interests of both men and women are represented in the models. Traditionally, the principal clients of public health services and particularly reproductive health care have been women, and only recently have practitioners begun to recognize the need to make these services more accessible to men. This issue will take on increased importance for the Mission under the new strategy as it seeks to work more intensively with adolescents and with HIV/AIDS. On the positive side, the assessment notes the potential extended benefit of women's leadership in the local health councils to increased participation in other aspects of community affairs as well.

To this point, the health team has been selective in its choice of communities, investing multiple resources in a few locations, including technical assistance and support to the management and delivery structures, and education and outreach services. As the models are transferred to other diverse economic and demographic communities, it will be essential to continue to use the participatory methodology that underlies the models to ensure sensitivity and adaptation to local social conditions, including gender relations.

The recommendations basically voice support for continuation of the participatory methodology used in the pilot communities, and of continued participation and consultation in implementation of the National Reproductive Health Plan. They urge increased and explicit attention to monitoring the effectiveness of these programs in involving and serving men, and to the sensitivity to gender issues in new training and education materials being developed.

Environment

The Mission conservation and biodiversity programs are managed through links to both national environmental NGOs and to centrally-funded USAID activities and international

NGOs. As in the other Mission programs, the activities are implemented primarily at the grassroots level, through intensive work with women and men in the remote communities most immediately affected by both the degradation and conservation of the three “globally important” eco-regions. The community projects cover a spectrum of activities including environmental education, alternative economic activities, use and management of protected areas, local governance, and social services. Gender roles affect and cut across all of these dimensions of community life.

The concept paper for the new strategy anticipates a continuation of these activities with the addition of interaction with the national government to develop an effective national environmental policy and regulatory framework for protected areas. The absence of national government support for conservation programs, in spite of international agreements, often undercuts local efforts. It is recommended that the Mission consider working through a participatory and consultative process similar to that used for the health sector to ensure that the full spectrum of interests (including those related to gender) is considered and to build legitimacy for a positive national government role in conservation.

The importance of gender relations is not explicitly flagged in the documentation for the Mission environment program, but the NGOs implementing the programs profess an awareness of the on-the-ground importance of attention to gender roles and relationships in implementing their programs, and of the tools available for gender mainstreaming in community conservation projects. The centrally-funded USAID programs generally include explicit requirements for gender consideration.

The recommendations call for giving explicit attention to the centrality of gender in working with local communities through systematic periodic monitoring and analysis of change in gender relations and in the distribution of project benefits, as well as training in gender analysis and gender integration for all partners and particularly field workers. In addition, increased interaction among staff and partners of the various programs working with local communities, and sharing of tools and methodologies for gender integration could potentially improve gender integration across the board.¹

Next Steps for the Mission

The final section of the report includes a series of recommendations useful to the Mission in developing a plan to move forward in the process of integrating gender considerations into its programs. The recommendations concern both internal operations and relationships with implementing partners.

Effective gender integration in Mission programs from design through implementation and evaluation require constant attention throughout the programming cycle. A number of Missions have formed Gender Working Groups with responsibility for oversight of compliance with the series of requirements for gender integration. The group also can serve as a forum for discussion and sharing of gender issues and methodologies across

¹ A CD of Resources for Integrating Gender in Environment and Conservation Programs, prepared by Devtech Systems under the EGAT/WID IQC, Task Order 1, will be sent with the final report.

sectors. The Working Group need not meet on a regular basis but to operate effectively, it must have a defined mandate and function, the authority to monitor compliance with the requirements, and access to resources for carrying out its tasks.

In its work with implementing partners, USAID is encouraged to seek out partners with expertise in gender mainstreaming and to ensure that this expertise is brought to bear in USAID projects. The Mission needs to (1) communicate explicitly the importance attached to gender mainstreaming in its programs, (2) provide shared and consistent understandings of the definition and application of gender mainstreaming, and (3) make partners aware of the USAID approach to and requirements for gender mainstreaming.

A number of specific suggestions are offered for both arenas, some of short-term and immediate importance and others relevant to the longer period of project implementation and review of results. In implementing these recommendations the Mission is encouraged to tap into the expertise and experience of some of its partner organizations as well as of local gender consultants. In addition, the Mission may request technical assistance and training through the USAID/Washington EGAT Office of Women in Development.

I. INTRODUCTION

USAID/Paraguay is in the process of developing a new assistance strategy. Toward that end, the Mission requested completion of a gender assessment, which is a required element in the USAID strategy preparation process. The purpose of a gender assessment is to provide an overview of key gender issues and to make recommendations as to how the Mission might address these issues and achieve greater gender integration in its programs.

Gender analysis and integration in USAID programs focus on two main areas of inquiry:

1. How will gender relations affect the achievement of the program results?
2. How will the program results affect the relative status of women?

This assessment was conducted by a team of three consultants: Virginia Lambert (Washington, D.C), J. Michele Guttman (Albuquerque, New Mexico), and Sonia Brucke (Asunción, Paraguay). Field work was completed over a two-week period (September 7 – 22, 2004), which also included a one-half day introductory workshop on gender integration for USAID/Paraguay Mission staff and implementing partners.

This assessment report addresses gender issues relevant to programs in both current and contemplated strategies of USAID/Paraguay. It is intended to be a starting point for an ongoing process to integrate gender into the Mission's strategic planning and program design. Dramatic and sudden programming changes are neither required nor encouraged. Rather, gender integration should be viewed and treated as a continuous process of education, awareness, analysis, and tailoring of activities, as appropriate, over the life of the strategy.

The report first reviews the basic concept of and requirements for gender integration and mainstreaming in USAID. That section is followed by a brief overview of contextual factors affecting the status of women and gender relations in Paraguay. The report then reviews each Strategic Objective (SO) and provides recommendations for gender integration in the program. Finally, the report outlines the team's overall recommendations and suggests further steps for implementing gender mainstreaming in the current and proposed Mission programs.

The Scope of Work for this assessment is attached as Annex A to this report. The report and the team's recommendations are based on meetings with Mission staff members and interviews with government officials, donors, NGOs, and USAID/Paraguay implementing partners (see, Annex B), as well as a review of relevant background materials and documents (see, Annex C). Annex D is a reference list of Paraguayan NGOs working on gender issues.

Although the presentation of the new strategy has been delayed recently by USAID/Washington, the time lag should not affect the underlying validity of the gender

assessment, which deals with the context for gender integration in Paraguay and the basic gender issues in Mission program areas. Revisions in the program during the remainder of the current strategy can be handled through an amendment or updating of the analysis by the gender officer in the Mission.

II. INCORPORATING GENDER IN USAID PROGRAMS

In its Automated Directives System (ADS) currently in effect, USAID sets out specific requirements to ensure that appropriate consideration is given to gender as a factor in development. The integration of gender considerations in development involves an understanding of the relationship between men and women in society in terms of the roles they play, which are both different and interdependent, and of the relationships of power between them and their differential access to resources. Both aspects of this relationship are important in applying gender analysis to development: different but interdependent roles, and relations of power and access to resources between men and women.

Gender refers to “the economic, social, political and cultural attributes and opportunities associated with being male and female.”²

From the point of view of development programming, the concern with gender integration focuses on **the impact of these relationships on program results**, and on **the impact of the program on the relative status of men and women**. The point is to look for the implications of any program or policy for men and women and to incorporate the needs and experiences of women and men as an integral part of the program design, implementation and monitoring.

Gender integration, or gender mainstreaming, usually – but not always – involves a focus on women because women almost always are in a subordinate position in society. USAID pays attention to gender not only because gender affects program results, but also to promote gender equality and empowerment of women.

Gender Integration means taking account of both the differences and the inequalities between men and women in program planning, implementing, and assessing. ... Experience has shown that sustainable changes are not realized through activities focused on women alone.

Gender Mainstreaming is the term adopted by the 1995 Fourth World Conference on Women in Beijing to designate the methods and institutional arrangements for achieving gender equality. Gender mainstreaming goes beyond accounting for gender considerations in programs. Rather than regard gender issues as special interests to be taken up separately, gender mainstreaming is an approach that treats gender as a critical consideration in policy formulation, planning, evaluation, and decision-making procedures.

² ADS Guide to Gender Integration and Analysis, Appendix I (Glossary of Key Concepts), *citing* DAC (Development Assistance Committee) Guidelines for Gender Equality and Women’s Empowerment in Development Cooperation. OECD: Paris (1998).

Like gender integration, gender mainstreaming refers to the practice of taking account of the differential roles of men and women and of the relationship and balance between them, but it also confronts the institutional structures that support this relationship. Gender mainstreaming involves the analysis of gender-based constraints and effects at all levels and the incorporation of this information into policy-making, decision-making, budgeting, and program design and implementation.³

Basically, the ADS requirements cover:⁴

- Technical Analyses & Strategic Planning (ADS 201.3.8);
- Performance Monitoring Systems for SOs and Intermediate Results (ADS 203.3.4.3);
- Activity Design and Activity Approval Documents (ADS 201.3.12);
- Issuing RFPs (ADS 302.5.14) and RFAs (ADS 303.5.5b).

The present report deals with the first item: “Technical Analyses and Strategic Planning”. The ADS states that “gender analysis is a required component of technical analyses done for strategic planning and development of results frameworks.” Further, the findings of the analysis should be reflected in the strategic objective statement and in the actions to overcome significant obstacles to achieving results.

Gender analysis refers to the socio-economic methodologies that identify and interpret the consequences of gender differences and relations for achieving development objectives. [An examination of gender differences and relations cannot be isolated from the broader social context.]

Differential access to and control over resources (land, labor, capital, produce, tools, knowledge, institutions, social networks) is an essential component of the analysis, as is the comparative participation of men and women in the exercise of power and decision-making. Collection of sex-disaggregated quantitative and qualitative data provides the empirical foundation for assessing potential impact of gender relations on the program, and the relative benefits to men and women.⁵

The gender assessment report is not a stand-alone document. Gender integration means that gender analysis is a part of each sectoral assessment. This report is intended to provide the Mission with a baseline and reference document – a broad overview of the status of women in Paraguay and key gender issues and recommendations.

³ ADS Guide to Gender Integration and Analysis, Appendix I (Glossary of Key Concepts).

⁴ The most recent indication is that the ADS requirements for gender integration will not be affected by the revisions in the strategy presentation process.

⁵ *Id.*

III. THE CONTEXT FOR GENDER INTEGRATION IN PARAGUAY

A. Poverty

Perhaps the most important contextual factor in defining gender relations in Paraguay today is the economic crisis and deepening blanket of poverty. Inequality contributes to poverty and poverty exacerbates the impact of inequality. In Paraguay, as elsewhere, women and children are disproportionately vulnerable to poverty and harsh economic conditions. The structure of gender inequality means that women face restricted access to economic, social, and political resources that handicaps them in their individual choices and restricts their ability and power to influence politics or shape social or economic policies. With the historically higher rates of poverty in rural areas, rural women are particularly affected by the depressed state of *campesino* agriculture, the absence of alternative economic opportunities, and the inadequacy of rural social services.

Household poverty figures do not allow direct comparative rates for men and women, but it is possible to make comparisons on various factors associated with poverty. Female headed households fall disproportionately among the poorest households. According to the 2002 Census of Population, a fourth (26%) of all households are headed by women, compared to 21% in 1992 and 18% in 1982. The proportion is higher in urban (29%) than in rural areas (21%). Although between 25% and 29% of households across the income spectrum are headed by women, female-headed households account for one-third (33%) of the people living in extreme poverty in the cities. (2000/01 EIH) Poorer households are also larger than the non-poor. Children and youth, ages 5 to 24 years, account for three-fourths of the poor population and 45% of those living in extreme poverty.⁶

Paraguay remains a basically rural country in Latin American terms (43% of the population is classified as rural, 2002 Census of Population), and poverty levels are significantly higher in rural than in urban areas. A factor that frequently accompanies rural poverty is increased migration from the farms to the cities, in search of employment. Although rural residents in Paraguay have not flooded into the cities as much as in many other countries, the 2002 census documents a growing pattern of rural to urban migration. Of the people who changed residences between 1997 and 2002, 57% had an urban destination compared to only 15% with a rural destination.⁷ Most of the movement was within urban areas, but three times as many people moved from rural to urban areas (90,000) as from urban to rural (31,000). Further, the number and proportion of those with urban destinations has steadily increased since the 1982 census, so that in 2002, four times as many people had urban compared to rural destinations. Various studies have noted how the growth of the cities mirrors the growth of informal sector employment. The 2002 Census shows no substantial difference between men and women in the number migrating or in their destinations.

⁶ Estanislao Gacitua Mario, Paraguay: Social Development Issues for Poverty Alleviation. Country Social Analysis. World Bank, Paper No. 63/January 2004.

⁷ For the remainder, the destination was not specified.

Information is not available on the number of people who migrate outside the country to work, either seasonally or long-term, but preliminary analysis at DGEEC⁸ (Dirección General de Estadística, Encuestas y Censos) suggests that remittances from men and women crossing the border to work in Argentina or the US may be providing a significant safety net in the collapsing economy.

Education: The school attendance and educational achievement rates for girls and boys are more or less equal, with girls in rural areas on average staying in school longer than rural boys. While differences by sex in schooling are not significant, the overall low average years of school completed, 7.0 years in 2002 (7.1 for boys and 7.0 for girls), is important in explaining vulnerability and competitiveness, as is the striking difference between the rural (5.3 years) and urban (8.2 years) populations. Rates of illiteracy are higher among women (8.2%) than men (6%), and highest among rural women (11%), although illiteracy is most likely to be found among older age groups⁹.

Employment: Parity in school enrollment and achievement does not translate into equity in employment and earnings. As elsewhere in Latin America, women's participation in the labor market has increased substantially in recent years. According to the Census, 20% of women (age 12 and above) were economically active in 1982, compared to 35% in 2002 (45% in urban areas). At the same time, the proportion of adult men in the economically active population has declined from 83% in 1982, to 73% in 2002.

In spite of higher rates of participation in the labor force, the labor market is a less reliable means to move out of poverty for women than for men. Women in the labor force are more likely than men to be unemployed (men: 9.6%; women: 17.9%) and underemployed (men: 21.5%; women: 28.3%)¹⁰, and on average, employed women also earn less than employed men. According to the *I Plan Nacional de Igualdad de Oportunidades*, in 1996, an employed man with a primary education earned on average, 612,000 *guaranis*, while an employed women with a primary education earned about two-thirds of that amount (421,000 *guaranis*).

Health: More than a fourth of the Paraguayan population has no access to effective health services and two-thirds of the rural communities have no health center. The weaknesses of the public health system affect women disproportionately in two ways. First, since women and their young children are the primary clients of the health system, the absence of services and poor quality of care directly affect their wellbeing. Maternal and infant mortality rates are among the highest in Latin America. According to the *Ministerio de Salud Pública y Bienestar Social*, the maternal mortality rate has increased from 114 per 100,000 live births in 1999, to 140 in 2000; UNFPA reports that this figure had increased to 170 by 2001. The infant mortality rate was 39.2 per 1000 live births (2001, UNFPA). Fertility rates, particularly in rural areas, are far above the Latin American average. Among women ages 15-49, the fertility rate is 4.17 (UNFPA),

⁸ Personal interview

⁹ 2002 Census

¹⁰ Source: *Encuesta Permanente de Hogares* 2003 (p.15)

representing a steady decline since 1972 (5.9). However, the rate remains at 5.6 in rural areas compared to only 3.2 in the cities.

Secondly, poor health care contributes to increased morbidity, which affects employment and productivity. For women, this direct effect is multiplied by the increased household responsibility for care of the sick, which is usually borne by women. The high fertility rate also increases household tasks. More than 40 percent of the population is under the age of 16.

B. Corruption

Paraguay has a reputation of ubiquitous and systemic corruption spawned by decades of patronage and impunity; this underlying corruption fuels the country's financial hardships and contributes to public dissatisfaction with democratic and State institutions that have failed to deliver concrete benefits or reduce poverty.¹¹ Paraguay is consistently rated by Transparency International as one of the most corrupt countries in the world. The development hypothesis underlying the Mission's proposed strategy seeks to address these problems.

At the broadest level, the Mission's emphasis on the patronage state and corruption in formulating a unifying development hypothesis for the new Mission strategy has a potentially positive impact on the status of women. First, women are less likely than men to be included in the direct patronage networks, and increased transparency and participation should increase women's relative access to decision-making. Second, pervasive corruption siphons resources from public to private purses, and effectively reduces the amount of funding that might otherwise be available for public benefits and social services. In essence, corruption steals money from social programs, which are left with inadequate resources to provide basic citizen needs. This diversion of public funds harms women disproportionately because, more often than men, they access and utilize public and social services for themselves and on behalf of their children. Additionally, the burden of limited and inadequate public benefits and services falls primarily on women, who are routinely called upon or expected to supplement those unsatisfied needs (e.g., health care, child care, education). Women's household responsibilities and risks are thus expanded, and their availability for productive work or roles outside the household contracted, as a result of corruption. Under this pressure, women are more likely to enter the informal sector, where access to public benefits is yet more limited, and they become further marginalized.

Civil society in general has not highlighted or made a clear connection between the prevalence of corruption and the loss of social services and other public works/benefits to citizens, the continuation and worsening cycles of poverty, and the impact on women. Similarly, women's organizations have not yet recognized or mobilized around the issue of corruption disproportionately affecting women.

¹¹ *Paraguay Democracy & Governance Assessment*, MSI, Inc. for USAID/Paraguay (2004).

C. Trends and Defining Issues

The Paraguayan women's movement coalesced and gained significant momentum and influence in the late 1980's and well into the 1990's, but has fragmented and weakened in recent years. Although there have been important and notable exceptions – including the coalition of numerous women's groups to pressure for the appointment of the first female justice of the Supreme Court this year and, more recently, to support and participate in a public congressional hearing debating reform to the Electoral Code to increase women's political participation – in general, the women's movement is characterized as weak, factionalized, unable to collaborate effectively, and lacking cohesion and strategy. The influence of women as a movement has diminished considerably.

President Duarte and his administration are not considered particularly knowledgeable or concerned with gender issues. The president's failure to approve the second *Plan Nacional de Igualdad de Oportunidades entre Mujeres y Hombres* (2003-2007) created a significant controversy that led to publications of complaints in newspapers in March 2004. In response, President Duarte signed the Plan. Although it now has been officially authorized and approved, concerns have been expressed as to the administration's commitment and capacity to implement the Plan through the technically weak *Secretaría de la Mujer* (see, Key Governmental Agencies and Institutions, *infra*).

The worsening economic crisis overshadows all other specific gender issues. Escalating rates of poverty and severe poverty have affected women disproportionately, and have contributed to an increase in (formal and informal) economic activity, migration for employment, and rural activism through women's *campesina* organizations. Women's NGOs identified the most urgent policy reforms and central issues as sexual and reproductive health (including fertility, mortality, and access to quality services), increased women's political participation, and poverty reduction focusing on women.

D. The NGO Community

Despite considerable activism in the past, the women's movement and women's organizations have been largely passive in the face of executive disinterest in gender policy and discontinuation of programming efforts under the current administration. There is, however, a core of NGOs with substantial capacity for gender analysis and activism within particular subject areas, e.g., health, environment, rural issues, etc. The *Coordinación de Mujeres de Paraguay (CMP)* – an umbrella organization currently comprised of 11 women's NGOs – was formed in 1987 and has operated to date as the single strongest and well-respected Paraguayan women's NGO.

The *CMP* and its member organizations have accomplished or contributed to several significant impacts and legal reforms, including reforms to the Constitution, Civil Code, creation of the office of the *Secretaría de la Mujer*, and the Domestic Violence Act. The *CMP* has also exercised oversight of governmental gender policy to discourage clientelism and a focus only on issues of women as victims. They have worked closely in the past with the *Secretaría de la Mujer* and other administration members to strengthen that office, and to develop the national *Plan de Igualdad (I and II)*. Additionally, the *CMP* has provided technical assistance to policy debate and to the establishment of new

governmental institutions, including the parliamentary gender commissions. Those connections are still in place, although the institutional ties have frayed considerably due to the current President's perceived lack of support for gender policy, weak appointments, unresponsiveness to the women's community, and failure to carry out the *Plan de Igualdad*.

The *CMP* is undergoing a process of organizational revision, but remains the principal entity uniting Paraguayan women's NGOs and providing centralized technical assistance and a focal point for policy debate and discussion of broad substantive areas such as globalization, poverty, employment, sexual and reproductive rights, from a gender perspective. Last year, the *CMP* organizations held a two-day conference attended by about 500 women to assess the political activist role of the women's movement, in which they reaffirmed the necessity of continuing to work together. The *CMP*'s current thematic focus is on issues concerning sexual and reproductive health.

In addition to the *CMP*, there are some important networks of women concerned with particular sectors. Several women's bar associations combined forces with other NGOs to lobby successfully for appointment of the first female Supreme Court justice. A *Coordinadora Nacional de Mujeres Rurales e Indígenas* (CONAMURI, also a member of the *CMP*) represents the interests of rural and indigenous women. This organization is an active part of the very visible *campesino* movement, but also has a clear focus on gender issues, and unlike most other rural organizations it includes both *campesina* and indigenous members. Other than these and a handful of other organizations, however, there are relatively few activist women's NGOs in Paraguay today, and little cohesion among them.

E. Legal Framework

The 1992 Constitution guarantees equality of men and women in civil, political, social, economic, and cultural rights, and assigns responsibility to the State to facilitate and effectuate genuine equality and full participation of women in all spheres of national life. The basic legal framework with respect to gender equity and equality is sound. In practice, however, these constitutional guarantees of equality are not borne out due to a number of factors. Many of the constitutional guarantees and corresponding statutory schemes require the existence of further enabling legislation, regulations, and institutions that are not yet in place, and thus cannot be widely or effectively enforced. As a general matter, the justice sector operates poorly and with limited capacity and access, especially with respect to poor and rural populations, a situation which negatively affects women disproportionately. Historical norms and cultural barriers also block practical enforcement of these expansive constitutional tenets. Efforts should be focused on improving their application and implementation.

Over the past decade, important legal strides in gender equity have been made through the enactment or revision of various statutes, including reforms to the Civil Code, Electoral Code (instituting a 20% quota law in party primaries), and enactment of domestic violence legislation. Implementation and enforcement of this legislation is hindered, however, by many of the same factors identified in the preceding paragraph.

Currently, attention is concentrated primarily (although not exclusively) on preparation of a comprehensive anti-discrimination law, revision of the Electoral Code to increase the quota and require alternating male/female positions on party candidate lists, and some miscellaneous family law issues including paternity and inheritance rights.

F. Key Governmental Agencies and Institutions

A *Secretaría de la Mujer* was created in 1993 to protect and ensure the fulfillment of women's constitutional rights and to assume primary governmental responsibility for breaking historical patterns of inequitable treatment. For approximately ten years, the *Secretaría* worked vigorously and succeeded in opening some political spaces and securing legal reforms on behalf of women, largely due to the personal commitment and political strength of the *Ministras* and the development of productive collaborative efforts with women's NGOs. Primary themes were women's equality, participation, and implementation of public policies to reduce or eliminate discriminatory treatment. The *Secretaría* supported legal reforms (to civil, procedural, criminal, health, election, and domestic violence laws) and ratification of international treaties concerning women's rights. Progress was made toward implementation of the national *Plan de Igualdad*.

Under the new president, backsliding has occurred with respect to gender policy. The current administration is viewed as conservative and paternalistic with respect to women's rights, and serious questions have been raised concerning the capacity, commitment, leadership, and operation of the *Secretaría* now in place. In addition to other responsibilities, the *Secretaría* is charged with implementation of the national *Plan de Igualdad*; institutional and individual motivation and ability to fulfill this obligation have been widely questioned.

Despite its weakened reputation and status, the present *Secretaría* has nonetheless made positive gains by placing representatives in standing positions elsewhere within the government, e.g., within other ministries, to act as adjuncts and advisors with respect to the consideration and incorporation of women's interests in programs conducted by various other governmental agencies. At the same time, new venues are opening within the government that give visibility to gender issues and facilitate gender mainstreaming, and there are women and men committed and concerned with gender issues occupying various strategic governmental positions. In addition, gender commissions have been formed in both houses of the legislature to review and make recommendations on legislative proposals implicating gender issues. Similar commissions are also coming into existence at the municipal council level, such as the *Comisión de Equidad y Género de la Junta Municipal de la Municipalidad de Asunción*.

Among gender specialists and advocates, the current administration is widely considered to lack interest in gender matters. Although President Duarte has appointed more women to high posts in government (cabinet and sub-cabinet levels)¹², they are not in those

¹² Two of ten Ministries are headed by women, *Educación y Cultura*; y *Relaciones Exteriores*. Of ten Secretariats (departments connected to the Office of the Presidency, whose chief executives hold the title of Minister), six are headed by women (*Secretaría Técnica de Planificación*, *Secretaría de la Mujer*,

positions with the intent or effect of advancing gender policy. The fact that the current administration includes women in a number of key positions is significant in terms of diversity, but does not necessarily create an opening for gender mainstreaming.

G. Political Participation and Parties

True power and authority in Paraguay rests squarely in the political parties which, to a great extent, define the nature and parameters of participation. Women's political participation has been frustrated by the male-dominated patronage systems of political party leadership. Political parties are widely viewed as closed to women, especially interior party elections and primaries.¹³ The quota law does not have procedures or sanctions for enforcement, and in practice has resulted in fewer and lower positions for women on candidate lists. The percentage of women in the Senate has decreased¹⁴, although gains have been seen at other levels, e.g., eight women occupy cabinet level positions, the first (and only) female governor was elected in 2003, and the first female Supreme Court justice was sworn into office in March 2004. Despite these and other noteworthy pockets of leadership and representation, political participation of women is low. Often, their presence comes as a result of personal political connections that have facilitated access rather than an explicit policy or effort to increase women's participation. In other words, their personal resources allowed them to overcome the traditional barriers confronting women.

Although still relatively low, women's representation has made important gains at the local level. Women presently (2001-2006) occupy the following positions in local governments: one of 17 governors, 12 of 227 mayors (compared to six in 1996-2001), and 428 of 1,298 municipal council members. Historically, women are most likely to be active politically at the local level and to get their start moving into national politics. Parties may be more receptive at the local level, or individual women may have a sufficient base of influence or power to open doors and facilitate their entry. Nonetheless, the mere presence of women in office does not equate to incorporation of gender concerns.

Voter registration is lower for women than men (46% women; 54% men). Citizen participation and organization in Paraguay is generally low, although it also has increased at local levels (with the advent of locally-elected mayors and efforts at decentralization), where women's participation tends to be higher.

Secretaría de Turismo, Secretaría de Acción Social, Secretaría de la Niñez y Secretaría de Refugiados
Three women are Vice-Ministers (of a total of 23), in the Ministries of Education, Health, and Commerce.
¹³ However, the first internal political party election for women was set to take place on October 24, 2004 in the Colorado Party.

¹⁴ Of a total number of 45 senators, the number of female senators has decreased from six in 1998-2003 to four out of 45 in 2003-2008 (five were elected in 2003, but one has since left office). This represents a reduction from 13% to 9%. In the lower house, however, the number of female *diputadas* has increased from two in 1998-2003 to eight in 2003-2008. Of a total number of 80 *diputado(a)s*, this represents an increase from 2.5% to 10%.

H. International Donors and Financial Institutions

In contrast to many other countries, donors seem to give relatively weak attention to gender mainstreaming in Paraguay. The donor community generally appears to lack coordination or focus on gender issues; no formal working group or roundtable has been constituted to address gender issues in the country. All of the international donor and financial institutions currently operating in Paraguay have institutional requirements for gender mainstreaming, but in many cases the attention actually devoted has been minimal or effectively passive. Among the United Nations agencies, UNFPA, UNICEF, and ILO have demonstrated the most activity in this area.¹⁵ In its Concept Paper for the 2006-2011 Strategy, USAID/Paraguay anticipates collaboration with the World Bank, the Interamerican Development Bank, GTZ, and the UNDP in various areas, complementing their efforts with USAID/Paraguay's strengths in working with local government, civil society, and the private sector. Any such collaboration would provide an ideal opportunity to highlight gender as a significant concern of the international donor community, and to coordinate donor approaches and projects with gender mainstreaming in mind.

IV. GENDER ISSUES AND RECOMMENDATIONS BY STRATEGIC OBJECTIVE

A. Democracy and Governance

Current Programming

Democracy and governance (DG) has been the centerpiece of U.S. policy and Mission programming in the 2001-2005 strategy and the largest program in terms of funding. The current DG SO is: "Key Democratic Governance Practices Instituted." Intermediate Results (IR) under that SO are:

- IR 1.1: More effective and accountable local governments
- IR 1.2: Development of an active civil society encouraged
- IR 1.3: National democratic reform process expanded

Anticorruption initiatives are cross-cutting throughout all IR's.

USAID/Paraguay's 2001-2005 Strategic Plan mentions greater inclusion of traditionally marginalized groups (youth, women, and the rural poor), as well as promoting policy debate on democratic interests "such as ... gender equality," in its recitation of development challenges and approaches. Viewed in its entirety, the Mission's overall programming does not presently reflect gender as a consistent sub-text or common thread, although support has been channeled to a number of individual activities that promote women, women's organizations, and women's rights. This is a good initial step, but should be expanded to incorporate gender considerations more consistently and uniformly throughout the program, and to move away from a focus solely on women to a

¹⁵ Of the major international donor and financial institutions operating in Paraguay, UNFPA is the only donor identified by USAID/Paraguay as presently working in the area of gender. USAID/Paraguay Concept Paper, Annex 5 (Paraguay Donors Chart) (April 15, 2004).

gender focus that addresses both men and women's relative inequalities of status, power, representation, legal rights, assets and entitlements, and decision-making. Predictably, this approach would magnify project achievements and better serve to advance agency objectives and fulfill development goals generally. A number of project adjustments or complementary activities could be undertaken in the short-term with relative ease and at modest cost; others will require efforts and investments over a longer period and would likely extend into the next strategy period.

Mission staff and counterparts were largely open and receptive to incorporating gender considerations within and across programs, although individual and organizational levels of familiarity with gender analysis and facility with mainstreaming techniques varied widely. Currently, Mission staff and counterparts do not share a uniform and clear understanding, or even the same terminology, with respect to gender analysis and agency mainstreaming goals. Gender awareness and training for this core group (beyond the brief introductory workshop conducted by this team) would therefore be a natural and logical starting point. (See, Next Steps, *infra*).

More Effective and Accountable Local Governments

This program has concentrated on increasing and improving local governments' ability to collect revenues (property taxes and other municipal fees), good governance practices, transparency, openness, accountability, service provision, and citizen oversight and participation. The project aims to control corruption and increase citizen confidence in local governments. A percentage of the increase in revenues collected is devoted to funding public works and services selected in a participatory manner, primarily with *comisiones vecinales*, in open public hearings where project proposals are considered. Municipal disclosure of financial and budgetary information at open public hearings is also encouraged. As municipal revenues have increased, activities have been added to promote citizen participation in local decision-making, project proposals, transparency, accountability and integrity. Proposals selected for funding have included street improvements and maintenance, bridges, classrooms, lighting, parks, potable water, garbage collection, health clinics, etc.

Local governments are under no legal obligation to manage or monitor gender issues, and the project does not consider gender in the selection of municipal partners or the work promoting citizen participation. *Comisiones vecinales* reportedly have higher levels of women's participation in urban areas, but these groups lack permanence because they disband after completion of a project. Both men and women attend open public hearings, but data concerning the proportions of attendance or actual levels of participation has not been collected. Minor factors such as scheduling of hearings can effectively restrict or eliminate attendance of women or men, depending on the time of day and household duties or work schedules. Even if women participate in the hearings, they may not have a voice in the ultimate decision-making process. For example, we were told of a local school hearing attended primarily by women who participated in discussions, but the decisions about the subject of the hearing were made in another forum dominated by men. Meaningful participation that fosters access to information and influence on

decision-making is an important aspect of increasing equality and improving the status of women.

Gender integration in local governance is a key input for increasing transparency and decreasing corruption. As previously discussed, women suffer disproportionately from the high costs of corruption and should be enlisted as key allies in anti-corruption efforts. An appropriate gender strategy for improving program results should include the empowerment of women at the local level to effectively participate in policy development, open public hearings, decision-making, implementation, and monitoring. Women's NGOs could be strengthened, especially in those municipalities where revenues are rising, to monitor local government activities and expenditures and discourage corrupt behaviors. Offices of the *Controloría* and the public prosecutor could also be strengthened, as is being done in a project based in Asunción, to investigate and prosecute misuse of public funds.

Women's roles in decision-making on local matters, both within the community and with respect to local level governments, should be emphasized. Work with local government partners should consider the gender of governing officials, effects or impacts of gender on their ability to govern, and encourage women's leadership at the local level. Establishing gender-specific evaluation and monitoring procedures for the selection of public works projects (e.g., the numbers of proposals submitted by men or women, which of those are selected, and even the nature of projects selected may reveal gender disparities) will foster project goals of representative local governance and effective civil society participation. At a minimum, disaggregated data should be collected and used to inform project development.

Development of an Active Civil Society Encouraged

The civil society program (*Programa de Iniciativas Ciudadanas*) has funded 64 small short-term projects, or sub-grants. The sub-grants have been awarded to innovative projects in the areas of 1) obtaining needed public services, 2) increased influence over decision-making and formulating local and national policy, or 3) increased oversight of public institutions. Priority and weight in the selection process are given to proposals from women's, youth, indigenous, or *campesino* groups. Only three sub-grants have been awarded to women's NGOs: *Mujeres por la Democracia* (to increase women's participation in policy decision-making at the local level in a couple of municipalities), *Tiempo Nuevo* (to increase women's participation at the local government level by developing projects in three departments that include a gender approach), and the *Red de Mujeres Políticas* (to increase participation of women in electoral issues and promote electoral code reform to facilitate access to political and governmental positions). These women's NGOs reportedly have political differences and personal frictions that prevent them from working together. No other gender focus has been incorporated into this project, although the counterpart was very open to and interested in the potential for encouraging and facilitating sub-grants designed with a gender perspective.

Successful alliances of NGOs have been supported to advocate for passage of the Code for Children and Adolescents, and to oversee the selection of six new Supreme Court

justices in 2004, including the first female justice. Support has also been given to civil society through various other DG and SO activities. The future thematic focus for USAID's civil society programming has not yet been determined.

National Democratic Reform Process Expanded

Under this IR, USAID provides technical assistance to strengthen the capacity of local governments and civil society actors to develop and advance national policy reforms by working with national government institutions.

Decentralization:

Decentralization reform proposals developed by local governments have been supported by USAID, but have not met with much success because the central government lacks political will to decentralize. Much of this work has been developed through the National Federation of Local Government Associations (FEDEMU), an organization comprised of five nation-wide government associations and established with the help of USAID. USAID has provided important assistance to one of the FEDEMU member associations that represents a network of women in municipal government: the *Red de Mujeres Municipales*. That organization's goal is to incorporate gender within municipal governance, promote solidarity, cooperation, training, and strengthening of female elected officials. USAID has provided institutional strengthening for the *Red*, has supported a national congress for its members, and has helped it to gain membership in FEDEMU. As a member organization, the *Red* has succeeded in raising FEDEMU's gender awareness and placing gender issues on its organizational agenda. This represents a significant advance in incorporating gender into local governance. The *Red's* members have political will, but lack the techniques and training to implement public policies with a gender perspective. They would benefit from training in gender analysis and gender mainstreaming in public policy-making and local governance. Training should be provided in the interior because many of the women in localities have difficulties accessing the major cities, where most training takes place.

Open Congressional Hearings

USAID has supported an effort to initiate open congressional hearings allowing public input and discussion of pending legislation in the national congress. The "test case" for this effort involved proposed revisions to the Electoral Code to increase women's political participation by raising the quota of female candidates and alternating placement of male/female candidates on party lists in national, departmental, and municipal elections. A public hearing on these proposals was held before the *Camara de Diputados Comision de Equidad Social y Genero*. Attendance was high and the issues were well-presented and argued on this important gender concern, but actual legislative revision is still early in the process and far from assured. The reform has yet to be drafted, and will then require approval at higher congressional levels. Support should continue throughout all levels of necessary approval to increase the chances of success.

Access to Public Information

USAID has supported the enactment of local municipal ordinances providing public access to information, as well as a national legislative proposal awaiting passage. Access

to information confers power, and thus has clear gender implications. Enactment and implementation mechanisms for these laws should be supported and monitored.

Legal and Justice Sector Reform/Judicial Training and Accountability Project

USAID has worked with justice sector institutions, as well as civil society organizations, to increase transparency and anti-corruption efforts in various areas. Work has involved 1) developing a registry system for nominating and selecting judges and other judicial actors, 2) developing a Judicial Code of Ethics, and 3) coordinating white collar prosecution between the prosecutor's office and the *Controloría*. Support was also provided to draft a Strategic Plan for the Supreme Court. Assistance in judicial selection, transparency, judicial career, and prosecution of judicial misconduct through the *Jurado de Enjuiciamiento* and the *Consejo de la Magistratura* is being considered. USAID has also worked to improve access to justice by providing training and technical assistance in mediation for Justices of the Peace, community mediation centers and volunteer mediators, and CODENI's (*Consejerías Municipales por los Derechos del Niño, la Niña y el Adolescente*). Although a number of gender issues are raised, current programming does not contain any specific gender components.

The mediation program presents the most significant and immediate gender concerns. Mediation often involves circumstances of power imbalance, and the mediator must be sensitive to this issue and capable of perceiving and understanding whether and how it affects the parties' free will. The majority of cases that go to mediation involve family law and domestic matters, where gender-related power imbalances are inherent, and often the woman is frightened and vulnerable. Even subtle pressure can easily influence the outcome, and situations of imbalance must be compensated through use of appropriate mediation methods, facilities, representation, etc. Moreover, proper enforcement mechanisms must be in place to ensure compliance with any mediated agreements, or the aggrieved party will be further disillusioned with the dispute resolution process and will not have received access to justice. There is no specific gender component in the current mediation program, although the USAID counterparts were very open and eager to incorporate this issue. Each type of mediator training and mediation facilities involved in the USAID program implicates gender issues differently and should be analyzed and addressed separately. A first step should probably be a more thorough evaluation of gender implications and recommendations in each of the distinct mediation programs.

Justices of the Peace (JPs) present another important jurisdiction in which gender should be addressed. JPs reportedly lack gender awareness and demonstrate poor gender sensitivity in their practices generally. Additionally, JPs are charged with specific enforcement of the Domestic Violence Act. Criminal conduct under that Act is never an appropriate subject for mediation, but we were told that JPs are known to mediate domestic violence cases. If true, this is entirely unacceptable, and the USAID-sponsored JP programs should address this problem. A preliminary study could be done separately, or could tie into the JP utilization study recommended in the DG Assessment.

Training, policies, and practices within the judicial branch for the most part do not reflect or incorporate attention to gender issues at either an individual or institutional level.

Moreover, information concerning court processes and judicial decision-making is inadequate or unavailable to identify and assess differential gender treatment or implications. Statistics are not easily available, and are not disaggregated. Questions have been raised concerning differential treatment of women in judicial sentencing and alternative sentencing, but gender information is not compiled with respect to judicial processes or decision-making. Obtaining basic disaggregated data concerning the number and division of judges was extremely difficult. The totals, however, indicate that the majority of female judges are in lower level judicial assignments (Justices of the Peace), and otherwise only consistently appear in the majority in First Instance Family and Juvenile Courts (although women fill scattered positions throughout the judiciary).¹⁶ Women are not well-represented on benches that exercise higher authority and power. The Supreme Court's new plan does not reflect any gender perspective or consideration, and the Court reportedly has minimal political will to address gender matters.

Membership of the *Consejo de la Magistratura* and the *Jurado de Enjuiciamiento* is comprised entirely of men. Gender criteria have not been announced or incorporated into the process for selection or sanction of judges and judicial personnel, which do not follow any uniform or consistent standards and are neither transparent nor open. The proposed Judicial Code of Ethics supported by USAID might provide an opening for incorporating general anti-discrimination provisions, but would likely not have significant effect unless enforcement mechanisms that become operational are also implemented.

Proposed Programming for the New Strategy

In the new strategy, democracy and governance programs will continue to play the most prominent role and receive the highest funding level. The Concept Paper proposes the following modified DG SO: "Corruption Reduced and Good Governance Improved in Key Sectors." Governance and anti-corruption are considered as cross-cutting factors across SO's, and the anti-corruption theme is more pronounced as a unifying and guiding principle. The proposed IR's are:

IR 1.1: Strengthen the capacity of the private and public sectors to fight corruption and demand reforms

IR 1.2: Strengthen public sector accountability and build democratic institutions and governance practices to replace a patronage system

The future strategy seeks to dismantle the pervasive patronage system within the government, while strengthening new institutions and practices to replace the discredited, corrupt ones, so that good policies and governance are institutionalized.¹⁷ Gender is not mentioned in the Concept Paper's discussion of the DG area.

The emphasis on citizen participation and civil society, particularly at the local and municipal levels, suggests that gender may be an important factor in achieving results. Gender differences and inequality are almost axiomatic within the "corrupt patrimonial

¹⁶ *Género y Magistrados del Poder Judicial: Tabla General Comparativa*, Corte Suprema de Justicia, Unidad de Derechos Humanos (September 2004).

¹⁷ USAID/Paraguay Concept Paper for Proposed Strategic Plan 2006-2011 (April 15, 2004) at p. 9.

state” and systems dominated by clientelism and patronage. As noted earlier, the costs and effects of corruption fall disproportionately on women. (see, Context, *supra*). Differences in the barriers faced by male and female citizens need to be incorporated in program design in order to mitigate the perpetuation of these inequalities and ensure equitable participation. Examples might include specific efforts to work with women’s organizations, and direct attention to the development of both male and female participation and leadership in municipal activities.

The revised SO and modified IR categories do not reflect a major shift in the program’s basic substantive content. Much of the work already accomplished in the present strategy period is expected to feed into and support future proposals, which will build upon prior achievements. With the exception of political party work (discussed below), the previous analysis and recommendations concerning the current strategy should correspond to the new strategy and redefined categories, and therefore will not be repeated here.

Work with Political Parties

Political party work is the main addition to the new strategy proposal. Political party reform using a top-down approach had been attempted under the previous Strategic Plan (completed in 2001), but it met with minimal receptivity and ultimately had no real impact.¹⁸ Evaluations conducted during the overlap between the current and prior Strategic Plans recommended that the Mission address electoral reforms, specifically mentioning representation of women.¹⁹ The recommendation was not followed because resources were scarce, and political party reform was not included in the current Strategic Plan.²⁰ Nonetheless, the Mission has provided some select support to organizations and initiatives promoting women’s political participation. The proposed strategy integrates work with political parties, concentrating at the local level. This area has significant gender implications, and presents valuable opportunities for the reduction of barriers to women’s participation in political parties, which was identified by the women’s community as one of its most pressing needs.

Political parties themselves were widely reported as closed to women’s participation and advancement. The likelihood of women candidates being put on party lists (at high enough positions to be elected) has decreased, despite a 20% quota law.²¹ Attention to the issue has increased and some progress has been made through discussion of electoral law reform and pressure from networks of political women,²² but much more is required to achieve greater balance, and to open space for women in party leadership roles.

¹⁸ USAID/Paraguay Intensive Review Document for FY 2001-2005 Strategic Plan (April 2004) at p. 5.

¹⁹ *Id.* at p. 10.

²⁰ *Id.* at p. 10.

²¹ Paradoxically, the percentage of women in office has decreased since the enactment of this quota requirement because the parties routinely relegate women to the lower positions on candidate lists. This anomaly was reported widely, although the reason for the increased relegation of female candidates to lower positions after the quota was instated is not clear.

²² This effort has received support from USAID through its civil society sub-grant program.

Although greater at local levels and in positions of lesser authority, the presence of women in elected offices is low.²³ Support for enactment and implementation of political/governmental policies and practices that incorporate gender concerns is also low, but public attention is being drawn to this issue. In addition to increasing numbers of female candidates, those candidates must be capable of handling official duties and exercising leadership. Many women who have attained positions of power do not have any gender agenda. At all levels of government, there is a need to ensure that women's voices are heard (as well as men's), and their needs addressed by elected officials.

Opportunities and Constraints

Poverty and corruption are the principal gender-based constraints that inhibit access to resources and opportunities and affect women differently than men. Local governance and civil society programs will be important areas for increasing accountability and reducing corruption, although formal decentralization efforts appear to be stalled by the central government, which has also demonstrated hostility towards civil society organizations. Nonetheless, USAID's demonstrated ability to work successfully with local governments and citizen groups provides a promising opportunity for future efforts.

Paraguay's constitutional guarantees of equality provide wide-ranging opportunities for implementation. The structure and composition of the judicial branch, however, is not favorable for gender mainstreaming. Gender awareness and sensitization programs have already been attempted unsuccessfully. The lack of political will and strong resistance within the judicial branch must be recognized and anticipated in the design of programs, which may have to address gender issues indirectly or through non-traditional routes and explore creative approaches with modest expectations of incremental gains. Underlying this institutional resistance is a basic lack of sex-disaggregated data and statistics that will need to be addressed to make further progress in recommendations.

Likewise, political parties have demonstrated strong historical resistance to allowing women's effective participation and leadership. Political parties have traditionally been male bastions of power, although some inroads are being made. Again, this reticence will have to be accommodated and gradually overcome in the course of program design.

Recommendations²⁴

Anti-Corruption:

Short-term

- Support data collection and a diagnostic study to document the differential costs of corruption and its impact on men vs. women.

²³ There are eight women out of 80 *diputados*, four out of 45 senators, one out of 17 governors, 12 out of 227 mayors, and 428 out of 1,298 municipal council members.

²⁴ Although these recommendations are each presented under separate and distinct categories, this is being done for the sake of clarity; in practice, many of them will overlap and could potentially have various applications or iterations across subject areas.

- Support the development of coalitions to unite women’s NGOs on crucial issues, such as the impact of corruption on women.

Medium-term

- Support public campaigns to raise citizen awareness – for women and women’s organizations in particular -- about the effects of corruption on social services, public works/benefits, and poverty, and the impact on women.
- Support activities to strengthen women’s organizations and government prosecutorial capacities to monitor, identify, and pursue misuse of public funds.

Local Government:

Short-term

- Provide gender training for the basic group of government officials and counterparts involved in implementation of the local government program.

Medium-term

- Carry out a sector-specific gender analysis to assist current partners in implementation, and to prepare for the new strategy. The focus should be on the identification of gender issues in program design and implementation, and on the collection and reporting of gender-specific data.
- Compile and analyze existing project data relevant to presence and participation of men and women in local government activities, including participation in *audiencias públicas*, and in decisions to award proposals for public works. For example, this might include comparison between the types and genesis of projects proposed to the projects awarded, to ascertain gender disparities and impact. Utilize this analysis in development of indicators for monitoring future local government programs.
- Consider support to activities to ensure that women not only attend public forums but also are able to participate in decision-making (e.g., activities to facilitate participation in the hearings themselves, and/or technical assistance to *comisiones vecinales* or women’s NGOs involved in presenting proposals or monitoring fiscal practices.)
- Local government projects should emphasize strict accountability and oversight in the expenditure of public funds.

Civil Society:

Short-term

- Continue targeted support to civil society organizations that promote equality, participation, and other democratic and legal rights of women.
- Incorporate gender considerations into the USAID small grants program by including a requirement in the RFAs for proposals to discuss how the group intends to address gender issues. This might be accompanied by training for all potential sub-grantees to raise awareness of and to provide tools for analysis of whether and how gender might affect their work.

Medium-term

- Support civil society efforts to promote policy reform and to pressure for the implementation of the *Plan Nacional de Igualdad* and other gender concerns that are not receiving adequate attention from a weakened *Secretaría de la Mujer*.

National Reform:

Short-term

- Continue support to the *Red de Mujeres Municipales*, including training for gender mainstreaming in public policy-making and local governance. (Training should be given in interior locations easily accessible by members.)
- Training and technical assistance for Justices of the Peace and community mediation programs should incorporate gender considerations in dispute resolution. A basic study could also be done concerning gender issues in mediation practices as well as in other JP functions and roles.

Medium-term

- Consider providing direct or indirect assistance to legislative gender commissions, e.g., by providing or channeling interested parties and outside experts to assist and consult with committee members, or through advance publication and public announcement of legislative proposals at the time they are channeled to commissions. Continue support through all levels necessary for approval.
- Mediation programs should incorporate follow-up measures to monitor compliance with mediated agreements and determine enforcement measures that recognize and address gender issues. These matters are particularly, but not exclusively, important in family law and domestic violence cases.
- Incorporate policies and practices of non-discrimination, equality, and prohibitions of sexual harassment/abuse of authority, into the administration of justice and judicial institutions. These should include any proposed regulations and codes governing ethics, administration of courts, judicial decision-making, and personnel selection and oversight (e.g., the pending project to establish a Judicial Code of Ethics).
- Records and statistics concerning judicial decisions and court processes should incorporate data that provide adequate and disaggregated information with respect to gender, e.g., judicial assignments, access, judgments, alternative sentencing, victims' assistance programs, etc.

Long-term

- Continue support to local and national legislation mandating public access to information, with continued support to implementation.
- If any projects are undertaken with the *Consejo de la Magistratura* or *Jurado del Enjuiciamiento*, efforts to incorporate women as permanent members or substitutes should be supported. Projects to establish and implement standard selection criteria for judges and other judicial personnel, including efforts to establish a judicial career, should incorporate gender considerations as part of the selection criteria.

Political Participation

Short-term

- Support citizen initiatives that promote women's participation.
- Confer with key women in political parties to strategize how to improve the transparency of parties and to change male attitudes about women in party leadership positions.

Medium-term

- Work outside of Asunción to provide training, technical assistance, roundtables, and networking for women in office in outlying districts. Provide technical assistance and support for elected officials (women and men), especially at the local level, who want to incorporate gender considerations into their administrative or governance policies and practices.

Long-term

- To increase women's participation and leadership in political parties, and the numbers of women holding elected office, USAID could consider an activity to provide training in how to conduct effective campaigns, and in how to carry out the duties of public officials. USAID could promote training and workshops that teach skills to first-time female candidates in time for the 2006 elections, and thereafter, follow up with successful candidates on what was valuable to them in the training, and what needs and challenges they are facing as elected officials. Subsequent workshops and training could then be provided to assist those women in office.

B. Economic Growth and Development

Current Programming

The economic growth program was not included in the 2001-2005 Strategic Plan but was started last year in response to degenerating economic conditions and escalating poverty, to provide quick and clear results in new jobs and increased sales. Economic unrest, manifested most vocally in rural strikes and land invasions, presents an underlying tension that compromises the viability of the government and of political and social development strategies. The current SO is, "Increased Incomes for the Poor in Selected Economic Regions." (The SO statement will change in the new strategy.)

The *Paraguay Vende* activity, which implements this SO, is in two parts. First, it provides technical assistance to individual firms for growth in sales and job creation. The firms have been identified within three economic zones or sub-regions. Second, it assists these firms in overcoming trade policy barriers that they encounter in the growth process. The impact of the project on regional economic conditions depends on extension of growth at the firm level through backward and forward linkages throughout the sub-region where it is located.

The strategic objective is poverty reduction, but the approach to implementation is business development. The three sub-regions were identified in part on the basis of the number of people living in poverty, but the design makes no explicit link between

poverty and the firms included in the program. For the firms selected to receive technical assistance, the only social criteria applied in selection are compliance with minimal government labor and environmental standards. Social criteria also are absent in the indicators used for reporting results: dollars of increased sales, exports, and investments; and, person-days of increased labor. The impact of these increases on the incomes of the poor is entirely hypothetical. The activity is new and the first results are just being reported, so while numerous questions may be raised little information is available to provide answers. It is important to ask the questions however because this activity will shape the economic growth activity under the new strategy, and because work with individual firms at the local level may have direct and immediate effects on individual lives.

Since the program is just getting underway, it is important to focus on the monitoring and reporting system. From the point of view of gender analysis, the most problematic aspect of the reporting is “person-days of labor,” which provides no information on the type (quality) of job (permanent/temporary, part-time/full-time, piece-work/wage rate, home work, contract, rate of pay, etc), and no indication of who is being employed (male/female, youth, migrant workers, skill/education levels, poverty status, etc.). These data are essential for two reasons. (1) It will be difficult to attribute any macro-level changes to this project, even over the long-run, without this type of information.²⁵ (2) More importantly, the labor market, even at the local level, is neither gender blind nor gender neutral, meaning that women and men usually do not compete for the same jobs because most jobs are implicitly defined as either “men’s work” or “women’s work”, and they are not compensated equally. Systematic patterns of segregation in terms of types of jobs and of inequality suggest that men and women will not benefit equally from inputs of this type and that there is the possibility that the program may have relatively detrimental impacts on the status of women (or men).

A cursory review of the monitoring system under development for the activity suggests that the project implementers are collecting data on employment that are sufficiently disaggregated to analyze the direct impacts of project inputs for men and women. Because of the potential for adverse or positive impacts by gender, the results should be monitored at least annually. Developing a plan for this analysis now could serve as a check to ensure that the necessary data are being collected. This analysis, which could be supplemented by case studies and qualitative assessment methods, also may be useful in assessing the more difficult indirect impacts of the project.

A second area that deserves attention in the current project is the baseline assessment that precedes the development and signing of the business plan with the firm. Recognizing that project implementers are working with multiple contingencies in identifying the strengths and weaknesses of the firm and building a relationship with the entrepreneur, the point would not be to impose additional requirements for participation in the program but to collect sufficient social baseline information (sex-disaggregated) to monitor the

²⁵ Similar questions about detail could be asked of the other indicators, but they are less directly applicable to the gender analysis.

social impact of the intervention, particularly in terms of gender relations.²⁶ This step of collecting the data and monitoring the impact is necessary before tackling the more complicated question of how to correct for negative social impacts or arrange to enhance positive results (e.g., increase income of the poor).

The second component of the *Paraguay Vende* project, the Trade Policy Unit, to identify and overcome policy barriers for companies receiving technical assistance, has a limited scope under the current project. In the future, this function will expand to encompass fundamental policy needs and interests identified by private sector business and trade associations. Most market restrictions affect all entrepreneurs, but experience also has shown that entrepreneurs who are women may face additional gender-specific barriers. To the extent that this unit is successful in moving from specific cases to have a broad impact on trade restrictions, it is important to take account of potential differential effects of revised policies for men and women in business. Working with a diversity of firms, both male and female entrepreneurs, and business associations that explicitly represent the interests of women in business as well as associations that are dominated by men, will help guard against this bias.

Proposed Programming for the New Strategy

The activities proposed for the new strategy build on the current program, with a shift in emphasis from poverty reduction to strengthening the basic structure of the private sector, market economy. The revised SO statement, “Employment generated through diversification of markets and products,” seeks a long-term change through trade and economic diversification. (This statement also more closely matches the current *Paraguay Vende* reporting indicators.)

In addition to the two current intermediate results areas, the Mission is discussing the possibility of adding a third IR for “inclusion,” to “encourage particularly vulnerable segments of the population to take advantage of the opportunities created.” The mechanisms for achieving inclusion are not clear within the context of a program that is explicitly market and demand driven. The difficulty in visualizing these mechanisms reaffirms the importance of monitoring and analyzing the social impact of the current program as a database for design of the next phase. A full social analysis, including a sector and project specific gender analysis, should be undertaken as a part of the design of the expanded activity.

Opportunities and Constraints

The persistent downward spiral in the economy, coupled with the growing rural grassroots pressure for action, may lead to a favorable policy environment and agreement on objectives for sustainable and equitable growth. The recent creation of an office within the Social Cabinet to implement the National Strategy to Fight Poverty, as well as the analysis and strategies of the World Bank and the IDB, which will fund reform in the

²⁶ For example, detailed information on employment and employees at various stages in the production (and supply) process may yield insights not only on relative benefits from project activities but also on potential bottlenecks or opportunities as the firm grows, some of which may be linked to gender roles.

legal and financial sectors, suggest a growing consensus on an approach to poverty reduction that relies on private sector led growth.

At the same time, the depth of the inequality in society, by gender, ethnicity, and class, which is both the cause and the result of poverty, means that those who are most affected by poverty also may be least able to take advantage of emerging opportunities. For example, rural women often face multiple barriers of lack of education and health care, restricted mobility and isolation, and household responsibilities. A focus on growth in the absence of supportive social programs may increase local inequality. Likewise, in the local region, the structure of the labor market may affect gender relations in unforeseen ways. For example, an increase in local opportunities for women and not for men may lead to out-migration of men and an increase in female-headed households.

Recommendations

Short-term

- Ensure that the database being designed for monitoring the firms under the current activity includes sufficient information on the characteristics of new employees and of the jobs created to track and analyze the comparative direct results of the technical assistance for men and women.
- At the initiation of activities with a new firm, collect social and demographic information for the existing employees as part of the baseline assessment in preparation of the business plan for the firm. The information should be sufficient to serve as the baseline for analysis of the monitoring data (i.e., first bullet). Contextual demographic and economic data for the community and region, disaggregated by sex, are available upon request from *the Direccion General de Estadisticas, Encuestas, y Censos (DGEEC)*.²⁷

Medium-term

- Using the contextual, baseline, and monitoring data, prepare a periodic (semi-annual or annual) gender and social analysis to report on the relative impact of the changes in the firm and region for men and women (and other relevant social groups). Draw out lessons learned and design corrective actions, if needed.
- Consider carrying out a qualitative case study in one or more communities to examine the impact in terms of gender relations of the growth of the local firm.

In preparation of the new strategy

- Carry out a sector specific social analysis, including a gender analysis, as part of the design of the expansion of the economic growth activity under the new strategy. It is recommended that this analysis be delayed until monitoring data are available from the current activity.

²⁷ Special analyses of employment and demographic data can be requested by municipality, drawing on both the 2002 Census and the annual Household Survey, with robustness to allow substantial disaggregation by sex and ethnicity.

C. Health

Current Programming

The current strategic objective, “Use of voluntary reproductive health services increased,” is being implemented through two intermediate result areas:

IR 1: Decentralized community-based health care improved.

IR 2: Access to quality reproductive health services expanded.

The perception often voiced is that since health, and particularly reproductive health programs, deal mostly with women as beneficiaries, gender considerations are automatically mainstreamed in these activities. The Health team has moved beyond this characterization in its use of participatory methodologies throughout the program and its focus on management and service delivery as well as specific services. Key gender concerns in the program are the relative participation and leadership of men and women in the local structure for decentralized management of health services and in access to quality health care, and the extent to which the interests of both men and women are represented in the models.

Decentralization: The core of the USAID program is building models to support local management and provision of high quality basic care at the community level. The Health team has made an explicit link between the participatory methodology in organizing and strengthening the local health councils, and the local government and decentralization objectives of the Democracy SO, arguing that both the models and the experience in the health sector will reinforce the broader DG objectives.

This link may be particularly important in terms of gender relations, since women tend to be more involved in the health sector than elsewhere in the community. Both the clients of local health services and (anecdotally) the members of the local health councils have been predominantly women. The experience in the health sector may be not only an impetus within the community for local management and decentralization of other services but also an empowering experience for women in the community that could translate into greater involvement in other aspects of local government.

The value of these local models (local councils, basic services, social pharmacies, self-insurance) in countering the large issues of reproductive health in Paraguay (high fertility rates, particularly in rural areas, and relatively low use of modern contraceptive methods, and high levels of maternal and infant mortality) and in expanding health services to reach the vastly underserved rural population, will depend on broad-based replication through support of the government, NGOs, and other donors. It will be important that the participatory methodology be transferred as well as the tools resulting from this process in the pilot communities. Gender relations may vary by region and community, and may affect the viability of the models. The participatory process provides the flexibility required to modify the tools to match the local circumstances.

Health surveys show that the troublesome health indicators are the result not only of absence of services but also of poor quality care and reluctance to use the services. The

outreach, and training and education components of the program, focused on the same pilot communities seek methods and messages to correct these issues. Gender roles and power imbalances (as well as those of class and ethnicity) that enter into provider/patient relationships, and cultural variations in gender roles point to the importance of gender awareness and analysis in preparation and review of these materials. Likewise, gender may be a factor in participation in the outreach programs (e.g., *promotores*, local survey of needs), with potential barriers for men and young adults.

Support for national policy formulation and reform: The participatory process for the elaboration and signing of 2003-2008 National Strategy for Sexual and Reproductive Health, supported by USAID and UNFPA, resulted in incorporation of gender as a variable in the statement of the strategic objective, and contributed to the broad transparency and legitimacy of the plan. This legitimacy is reflected in the fact that the women's rights organizations have identified sexual and reproductive rights as their principal focus for the coming year. There is the perception that the participatory process has changed the political climate so that progress can be made on this front, and that there is a continuing role for the civil society organizations to participate in and monitor the implementation of the plan at the departmental and municipal levels.

Support to the Centro Paraguayo de Estudios de Población (CEPEP): USAID has supported *CEPEP* institutionally, as a private sector alternative for delivery of quality reproductive health and family planning services in underserved peri-urban areas, reaching out particularly to the lower middle class. *CEPEP* began as a family planning organization but has evolved to provide obstetric care and basic health services for the entire family. By offering a broad range of services (for example, free vaccinations), *CEPEP* feels that it is successfully attracting more men than in the past, and increasingly is in a position to involve men in reproductive health issues. As a private sector organization, *CEPEP* has been able to test innovative approaches to health delivery, like their network of *promotoras*, which may serve as models for the public health service.

CEPEP also is the local partner for implementation of the Reproductive Health Survey supported by USAID, UNFPA, and the CDC, a unique database on women's demographic characteristics, sexual/reproductive history and health, knowledge and attitudes, and experience with abuse and sexual violence. The survey is essential for monitoring implementation of the reproductive health strategy, and is the principal source of health statistics for the country. The survey and methods designed specifically to reach women is able to collect reliable information on topics not available through the standard instruments of the *DGEEC*.

Proposed Programming for the New Strategy

In the Strategy Concept Paper, the Health team proposes a change in its strategic objective statement to read: Health Coverage for the Underserved Population Improved. The shift affirms the intent to build on the current experience with decentralization and local management to improve access to and quality of health services. Delivery of primary health care will focus on three main areas: Reproductive health and family

planning, with particular attention to adolescent reproductive health; Maternal and child health, to counter the high rates of maternal and infant mortality; and HIV/AIDS.

The support for local delivery of primary health care services also will involve technical assistance to the Ministry of Health in determination and communication of the package of basic services to which all citizens are entitled, and in the development of norms and protocols for service delivery. Because of the inherent importance of gender relations and power imbalance in the interactions between providers and patients, and gender-based barriers to use of health services by key groups in the population (e.g., adolescents, adult men), it is essential that an understanding of the ways in which gender roles and relationships affect service delivery and the access of the individual to the system be taken into account in the articulation of these norms and protocols.

The focus on adolescent health demands direct attention to gender relations, and the programs must be designed to respond to the requirements of both young men and women. *CEPEP* has begun to develop materials and approaches for reaching adolescents, through specialized adolescent clinics, with both male and female practitioners, sex education programs in four high schools, and a new corps of peer *promotores*, male and female. These efforts deserve monitoring for honing of successful methods for reaching young men and women, and for potential application by local health councils. Successful delivery of services to adolescent men may have a long term effect on their participation as adults in decisions about family planning and personal and family health.

As USAID develops more expertise and knowledge in dealing with the HIV/AIDS epidemic, the importance of paying attention to both men and women in the spread and treatment of the disease, and in developing gender-specific protocols for prevention and treatment have become increasingly clear. USAID/Paraguay may build on this experience by incorporating gender into their studies and programs from the beginning.

Opportunities and Constraints

USAID has gained expertise and credibility through its long-term commitment to family planning and reproductive health programs in Paraguay, and has developed a constructive advisory relationship with the Ministry of Health. The process of engaging stakeholders and civil society groups, including those concerned with women's sexual and reproductive rights, in the development and approval of the National Strategy has created a propitious and supportive atmosphere for moving forward to extend the process of decentralization and local management of service delivery. The Reproductive Health Survey provides a reliable and in-depth base of information for understanding the nature and extent of the problems and for monitoring results.

At the same time, the principal constraint facing the program is the overwhelming extent of the problems of access and quality in light of the resources available from both the government and from international donors, including USAID. Extending the services to diverse communities and to the remote rural areas where the lack of services is most critical may require a change in culture difficult to achieve.

Recommendations

Short-term

- Continue using the participatory and consultative methodology for implementation of the *Plan Nacional* on the departmental level and in the development of norms and protocols. A continuation of the process is important not only to ensure gender mainstreaming but also as a part of the empowerment process for stakeholders and clients. Ensure that the draft norms and protocols are widely vetted for gender sensitivity and physician acceptance.
- Currently, new training and education materials are being prepared for use in the local communities. Individuals with an understanding of gender relations (and local culture) should be involved in the preparation and review.

Medium-term:

- In development of models of local participation, include monitoring and evaluation of the number of men and women on the local health councils and their level of participation (i.e., decision-making positions and processes.) Do the local councils have an impact on the access of men to public health services, especially reproductive health? One option for assessing impact as these models are extended into other communities will be to carry out a few qualitative case studies to identify factors beyond those captured by quantitative indicators.
- In the assessment of the program of *promotores/as de salud*, as a model for local participation, include a gender analysis: how many women and men have participated; effectiveness; barriers to participation and/or to effectiveness; impact in terms of knowledge and attitudes of men and women, and of use of health services by women and men.

In preparation of the new strategy:

- Explore ways to extend the models for adolescents being developed by *CEPEP* to the local communities, secondary schools, and health councils. Consider support for training practitioners to use the materials in the secondary schools and communities.
- To expand the models for decentralization, they should be tested in other types of communities, and in other regions. Gender relations are not uniform throughout the country and will affect the viability of the models in different locations.

D. Environment

Current Programming

The current Strategic Objective, “Management of Globally Important Eco-regions Improved,” will be unchanged in the new strategy, and the proposed programming will continue and build on the current activities.

USAID, through both Mission and centrally funded projects, is the principal donor organization supporting conservation and biodiversity programs, with activities in three globally significant eco-regions. The program is administered entirely through cooperative agreements with national and international NGOs. USAID-funded efforts have focused primarily on work with local governments and communities in the conservation areas, in many ways paralleling the decentralization activities under other Mission SOs in less remote areas. The programs also include broad-based community development activities like income generation, civil society strengthening, improved access to social services, and environmental education. These local activities take place within the context of international conventions and long range plans for the vast eco-regions that cross the boundaries with Brazil, Argentina, and Bolivia. Many of the international agreements and the centrally-funded programs with the international NGOs include direct requirements for attention to and monitoring of gender relations.

Conservation has not been a priority for the Paraguayan government, which does not have the institutional or legal capacity to manage and regulate protected and threatened areas nor to implement international conventions. In the absence of policies and enforcement by the government, corruption and lawlessness have contributed to continued destruction and conversion of protected resources. The NGO implementing partners describe the national government as “absent” in these regions.

An understanding of gender relations is essential for effective and sustainable community development work at the grassroots level. International conservation NGOs and others working in this arena have developed tools for gender analysis and implementation in community conservation and natural resource management projects, built on a participatory methodology. The methodologies are intended to ensure that all members of the community and all interests are included in the definition of the issues and solutions, and in the commitment to management and enforcement of the protected areas.²⁸ Local NGOs funded under the USAID conservation program seem to be aware of these tools and of the importance of gender relations in the power structure of the communities and in the household survival strategies²⁹ Making training in gender awareness and analysis available to all community workers representing the various NGOs would help build consistency in mainstreaming gender in all these activities.

The mainstreaming of gender in community development activities (as in all activities) comes not only in the initial assessment and planning with the community but continues as a constant part of the process of implementation. Gender relations may be gradually modified as a result of the community development activities, and it is essential that these processes be carefully monitored. Although the indicators for the USAID program as a whole track the success of the conservation program in terms of the amount of area being protected, in the implementation of the activities, data should be collected to monitor

²⁸ See note about reference materials in footnote 30.

²⁹ One NGO representative reported anecdotally, that conservation workers going into communities often find the women of the community to be more receptive than the men because they are directly concerned with the benefits these workers may bring, like access to social services or income-generating programs.

participation, leadership, decision-making, and benefits of men and women in the community, and reviewed on a systematic basis by the implementing organization and USAID.

The Mission and international NGOs currently support local NGOs in outreach activities to raise awareness of and knowledge about conservation and environmental issues and interests. These efforts at both the local and the national level will continue under the new strategy. Recognizing that men and women have different interests with respect to conservation, especially at the local level, the educational materials should be screened to ensure that there is no gender bias in the presentation and that they speak to the interests of men and women, girls and boys. Likewise, the example cited by *IDEA* of including a gender module in their community-level training of paralegals could be replicated for all local level training to help build understanding of and support for broad-based community participation.

Proposed Programming for the New Strategy

The suggested IRs under the new strategy are:

- Effective national environmental policy implemented and regulatory framework to consolidate protected areas strengthened.
- Local environmental regulatory and enforcement models developed and implemented in priority areas.

The absence of national government support for conservation activities limits their effectiveness and at times presents a countervailing force (illegal but informally sanctioned logging, drug trafficking, land transfers in response to invasions, plans for highway construction) that thwarts the local efforts. During the next strategy period, USAID will expand its efforts to work with the national government to establish an internally consistent environmental policy and regulatory framework. The Mission also will continue support to the cross-border program of the World Wildlife Fund (WWF) for implementation of a 50-year visionary plan for conservation of the Upper Parana Atlantic Forest, as well as support to NGOs to assist in Paraguay's compliance with international conventions.

As a part of the Mission's central theme of building civil society support for democracy and the end of patronage and clientelism the extended participatory process used in gaining support for the National Plan for Sexual and Reproductive Health may serve as a good model for building broad-based support for new environmental legislation. Recognizing the impact of such a plan on women as well as men at both the local and the national level, it will be important that NGOs representing the interests of women (especially rural women) be included in the process.³⁰ (For example, changes in property law and land use for protected areas will affect women and men differently. They use the land and forests differently, and women are historically and culturally disadvantaged relative to men in access to and control of property.)

³⁰ An important organization in this regard is *CONAMURI* (see section III, The NGO Community, *supra*), an active rural NGO representing both *campesina* and indigenous women. It works with other *campesino* organizations but focuses directly on the gender aspects of rural issues.

The NGO currently implementing USAID efforts to build consensus and develop national legislation (*IDEA*) professes a strong commitment to and understanding of the gender mainstreaming, assuring for example, that all proposed legislation about the environment should be vetted by the Gender Commissions of the legislature. They argue that the drafting of the proposed *Ley General del Ambiente* has been highly participatory to this point. The participatory process also should link the national policy process to the network of local and departmental land management organizations. Direct efforts and monitoring to ensure equitable representation of the full spectrum of interests, including those of men and women, at all levels in the network will build legitimacy for the new regulations and support for local enforcement.

Opportunities and Constraints

Paraguay is endowed with a rich base of unique and globally significant habitats and biodiversity, which, if properly managed, could serve as an important economic and cultural resource for the country and particularly the impoverished rural communities. Coupling local level community development and education on sustainability and use of resources, with national level policies and regulations that reinforce these efforts presents a concrete opportunity, among other things, to significantly improve the lives of the women and men in these isolated areas, who are among the poorest people in the country.

The principal constraint in this program is the corruption and special interests identified as the underlying constraint for all Mission activities. The fundamental issues of property ownership, land use and access, taxation, etc. are among the most contentious in the country. They also have strong implications for gender relations and for rural women. In the face of these barriers, conservation efforts could remain only isolated local activities.

Recommendations:

Short-term:

- Arrange a meeting among implementing partners for local government and environment programs to exchange experiences and methodologies. Both the DG and the Environment SO teams work with communities and local governments, and both programs would benefit by collaboration and sharing of methods, particularly in terms of gender analysis and specific methods to ensure the participation of women. (Considerable experience exists in these terms in the area of conservation.)³¹
- The initial community diagnostic should include a gender analysis and the use of explicit tools to understand the needs, interests, and organization of women in the community. Participatory tools have been developed for this purpose. This participatory assessment may be the first step toward acceptance of the conservation promoters in the community. All community development workers representing NGOs at the local level should receive training in gender awareness and analysis, including exposure to these tools.

³¹ A CD of Resources for Integrating Gender in Environment and Conservation Programs, prepared by Devtech Systems under the EGAT/WID IQC, Task Order 1, will be sent with the final report.

Medium-term:

- Gender mainstreaming should be a part of all training and educational materials prepared for the local community and for raising awareness of conservation issues at the national level, through preparation or review of materials by a person with understanding of gender issues and of how gender messages are transmitted. Consider working with local NGOs with expertise in gender mainstreaming in environment and conservation programs to develop guidelines and materials for gender modules in community training activities.
- Explore the potential transfer of the participatory approach to national policy formulation used for the *Plan Nacional de Salud Sexual y Reproductiva* to the development of environmental policy, as a tool for legitimacy and acceptance of a new policy. This process should include women's organizations.³²
- In the work with the local communities, especially in terms of economic alternatives and dispute resolution, it is essential to have process indicators to monitor the impact of the program on gender relations. Assist NGOs in developing data collection instruments and indicators for this purpose, and request periodic systematic reports on this monitoring.³³ Particular attention should be given to any activities or training related to mediation (see discussion under the Democracy and Governance program section, *supra*).

V. MONITORING PROGRESS

Gender-sensitive indicators can reveal changes in the roles and status of women and men over time, measure changes in gender equity, and inform program delivery to improve results and future planning. Currently, gender considerations are neither measured nor reflected in USAID/Paraguay indicators. The Mission has requested guidance on how to develop appropriate measures.³⁴

Ideally, gender considerations are included in the development of the Performance Monitoring Plan (PMP). The determination of how important it is to measure gender differences and monitor change over time should be based on the gender analyses for the strategic plan and for the activity design. The ADS says:

³² A similar step is being taken by the World Wildlife Fund in seeking the signed approval of key rural and *campesino* organizations, as well as the Church and government, to its *Pacto Social para Conservacion del Bosque Atlantico del Alta Parana*, arguing that without broad-based support the 50-year plan is not viable.

³³ This monitoring need not be complex or cumbersome (e.g., disaggregation by sex of information already reported, but with analysis/observations in terms of gender). The USAID request for the information will demonstrate the importance USAID attaches to consideration of gender in assessing results.

³⁴ Much of the information included here is draft from a draft document prepared by DevTech Systems for EGAT/WID, under the WID IQC, *Guide to Gender Integration and Analysis for the ADS*. This document is under review by PPC and is not available for formal distribution at this time.

“Performance management systems and evaluations at the SO and IR levels must include gender-sensitive indicators and sex-disaggregated data when the technical analyses supporting the Strategic Objective, the Intermediate Results, or the activities... demonstrate that

- The activities or their anticipated results involve or affect women and men differently; and
- If so, this difference would be an important factor in managing for sustainable program impact.” (203.3.4.3)

Collecting periodic systematic indicator data for monitoring involves costs in time, personnel, and money. Trade-offs are often necessary, and the primary focus for the USAID project manager has to be on results. Clearly, not all variables need to be (or even can be) sex-disaggregated.

It is useful, however, to collect sex-disaggregated information at the project or activity level even if it will not directly feed into the PMP. Monitoring is primarily a management tool. If the planning process points to potential gender-based constraints to achieving results, the monitoring plan should be designed to pick up the effect of these constraints or of the efforts to remove them. USAID also is committed to tracking the effect of the program on the status of women relative to men. In either case, change is evident only by comparing the situation at the beginning with those at different points in the program.

Two points about gender indicators are essential in setting up the monitoring plan for the activity. First, to show change in gender-based inequality it is necessary to collect and analyze baseline information about women’s status at the initiation of the activity. The baseline database should include information on relevant indicators disaggregated for men and women, and develop a plausible hypothesis about how program activities will reduce inequality. Gender cannot be built into monitoring or be included in an evaluation, either as a causal factor or as a result, without sex-disaggregated baseline data.

Second, the monitoring plan should include a plan for analysis of gender-sensitive indicators. The indicator itself has no inherent meaning, or positive or negative connotation, apart from the specific objective or process that it is supposed to reflect. Sex-disaggregated indicators may contribute little to an understanding of the importance of gender in the program without a plan for interpreting the differences between men and women. For example, what is the significance of differences between men and women in visits to local health clinics? Is the array of services offered more attuned to the needs of men or women? Do clinics treat men and women differently? Is the location of the clinic an impediment to men or women? Collecting sex-disaggregated data is the essential first step; gender analysis is necessary for this information to be useful in improving program results.

In formulating gender-sensitive indicators, a point which may seem obvious but which is often a stumbling block, is that sex-disaggregated data can only be collected for an activity that uses people-level indicators. In USAID/Paraguay, where many of the

programs involve community-level activities, the collection of information about individuals should not be a major constraint. In addition, at the project level, it may be useful to consider supplementing the quantitative information about program results with qualitative indicators to provide information on why people behave a certain way or the terms of the relationship between events. Qualitative indicators are particularly useful in dealing with relational and process issues like gender. Finally, gender-sensitive indicators do not necessarily require sex-disaggregated data. In situations where the collection of this information is perhaps too costly, or disruptive, indirect measures may be used to measure the effect of gender. In this case, the analysis plan specifying the hypothesis about the effect of gender is absolutely essential.

In conclusion, the design of appropriate indicators for Mission activities will be done by Mission staff and counterparts to fit the activities and cultural context in Paraguay, as a part of the program management task. A standard, universal set of gender-sensitive indicators rarely can fill this monitoring function. The indicators should be clearly defined, easily understood, relevant to the expected results, and limited to a small number that provide basic information on a regular reporting basis without consuming inordinate project resources.

VI. NEXT STEPS FOR THE MISSION

The ADS requires gender mainstreaming in USAID programs and activities when gender relations are likely to have an impact on the results achieved and/or when the program will affect the relative status of women. Gender assessments are incorporated into the strategy development process to identify potential gender issues and to set the baseline for gender analysis and mainstreaming in program and activity development; the assessment is, however, only the first step in an ongoing process.

Mainstreaming gender implies that gender considerations are built into each step in programming. Under the current ADS requirements, the Mission must first address gender in the strategy, and thereafter in the design, contracting, monitoring and evaluation of Mission activities. Gender issues cannot be integrated successfully if they are treated as side issues or as an afterthought to the program. Gender analysis needs to be a fundamental consideration in constructing the program itself. In a program focused on participation and grassroots activities, clearly the actors and beneficiaries are both men and women. Assuming that they have the same interests, needs, and resources, which is what the absence of gender analysis implies, will miss potentially important dimensions of the problems and the solutions.

To move forward from the analysis and recommendations presented in this Assessment, the Mission will need to take steps both internally and externally.

- Gender mainstreaming cuts across all programs and sectors, and requirements for gender integration continue through the entire program cycle. The Mission has assigned responsibility for oversight of the implementation of these requirements as one of several tasks of a single person. Alternatively, a number of Missions have formed a Gender Working Group, with representatives from the SOs, men

and women, to share these oversight tasks, and organize gender training and technical assistance for the various sectors. To operate effectively, the group must have a defined mandate and function, the authority to monitor compliance with the requirements, and access to resources for carrying out its tasks.

- To meet the gender mainstreaming requirements, USAID also will need to work with its implementing partners, many of whom have the capacity and tools for gender mainstreaming in their work. The Mission can tap into this expertise by (1) communicating explicitly the importance attached to gender mainstreaming in its programs, (2) providing shared and consistent understandings of the definition and application of gender mainstreaming, and (3) making the partners aware of the USAID approach to and requirements for gender mainstreaming.

Recommendations for implementation of gender mainstreaming within the Mission:

Short-term:

- Consider the formation of a Gender Working Group and establish a network for communication between this group and the implementing partner organizations.
- All upcoming assessments and evaluations that are conducted in the strategy development process should include analysis of sector-specific gender issues. This analysis should be incorporated as a requirement within each written Scope of Work, and assessment teams should include individuals with the capacity to perform this analysis.

Medium-term:

- Provide additional resources and training for the Mission staff on gender awareness, analysis, and mainstreaming. This training will be most effective if it is practical and sector-specific. Including partners in this training will help build a shared understanding of the definitions and expectations for gender mainstreaming.
- The importance of gender for linkages and synergies cited in the Concept Paper could be strengthened, particularly with respect to local participation. In the communities, gender roles and relationships cut across sectors. The Gender Working Group could serve as a forum for consideration of gender issues with representatives of various sectors to share successful methodologies and tools across projects.
- In activities where a clear gender dimension has been identified, ensure that gender issues are adequately analyzed and addressed in design of new activities.
- Develop indicators that reflect the gender analysis to monitor the impact of gender relations within each project and the SO as a whole.

Recommendations for working with partners and expanding the effectiveness of gender mainstreaming:

Medium-term:

- In selection of partners for future activities, specify a capacity for gender analysis and attention to gender issues as one of the criteria for evaluation of the RFP or RFA. For current partners, ensure that they receive adequate training (in conjunction with Mission staff) to have the basic skills and knowledge to meet Mission expectations for gender mainstreaming.
- Consider collaborating with partner organizations that have expertise in gender training and gender mainstreaming to provide training to other partners, both within the same SO and for those involved with related activities in other SOs.
- The DG programs have worked with a number of women's organizations on projects focused exclusively on women and women's rights. The DG program should consider expanding its agenda to projects with a gender focus and attention to the relation between men and women. Benefits will not be realized simply by incorporating women; analysis of practical and strategic issues in terms of how they affect both men and women is critical. Women-specific projects to increase the participation or benefits for women (or men) are justified if they respond to a particular barrier identified through gender analysis.
- All or most of the international donor and lending organizations have institutional requirements for gender mainstreaming. USAID could take a lead in the donor community by highlighting gender as a component in its cooperation efforts.
- Disseminate information and publications on successful experiences of partner organizations with projects that include a gender perspective. Encourage those writing and distributing the Mission newsletters and program publications to highlight how gender considerations have entered into project design and implementation.

VII. CONCLUSION

This initial gender assessment identifies areas where gender roles and relations may affect the results achieved in USAID programming, and/or where USAID activities may have an impact on the relative status of women. The assessment report provides a baseline scan of issues and illustrative recommendations that flow from gender analysis of on-going and planned programs, but it is only a starting point. The concrete integration of gender into Mission programs happens at the project level, and needs to be based on a more detailed analysis for the sector and the specific activities. Importantly, the people involved in project implementation need to have the tools to recognize gender relations and monitor for their potential impact. Gender relations are a factor in Mission activities across all four SOs and gender analysis should be included in further SO design and implementation.

In Paraguay, poverty is the unifying and paramount issue with respect to gender, and affects gender relationships across the spectrum. Development strategies and analysis of women's issues and gender relations must be understood and treated within the context of

this overwhelming problem. Although gender analysis and monitoring have not been an explicit part of the Mission program design and implementation, the assessment has found an underlying sensitivity to gender as a factor in development, and expertise among the partners to move forward to implement many of the recommendations in the report.

Scope of Work (SOW) for the Mandatory Gender Assessment Associated with the Preparation of a Country Strategy

I. Introduction

USAID/Paraguay is beginning to the development of its Country Strategic Plan (CSP) for FY 2006 – FY 2011. USAID/Paraguay has identified the following Strategic Assessment Areas (SAA) as likely to be addressed:

Democracy and Governance;
Economic Growth (business environment, poverty reduction, trade);
Environment; and
Health

Among the technical analyses and assessments that the Mission is required to conduct during the strategic planning process is a gender analysis. Agency technical guidance (ADS 201.3.4.11) states:

Strategic Plans must reflect attention to gender efforts to improve the status of women by taking into account not only the differential roles of men and women, but also the relationship and balance between them and the institutional structures that support them. Specifically, analytical work performed in the planning and development of Results Frameworks should address at least two questions: (1) how will gender relations affect the achievement of results; and (2) how will results affect the relative status of women. “Gender” is not a separate sector to be analyzed and reported in isolation. Instead, gender mainstreaming requires that gender analysis be applied to each set of issues that is considered in the development of the Strategic Plan.

Carrying out a gender assessment of current mission programs prior to the drafting of the CSP will help to guide CSP design and formulation and insure gender integration into the final product. The assessment is intended to facilitate the statement of appropriate gender equity goals for the Mission, identify any needs for gender training, clarify additional topics for further gender analysis, provide preliminary guidance or language on incorporating gender into the draft Country Strategic Plan that grows out of the current Strategy and informs the new one.

This Scope of Work describes four interrelated tasks:

- 1) Reviewing of key gender issues and gender-based constraints in Paraguay;
- 2) Assessing attention to gender in current Mission programs;
- 3) Assessing the institutional context supporting gender mainstreaming, both in the Mission and in the country; and,
- 4) Providing recommendations for the draft CSP on how the USAID mission can support gender mainstreaming in its programs and achieve development outcomes that improve the situation of women relative to men in Paraguay.

II. Purpose

The purpose of the Gender Assessment is to identify key gender issues and gender constraints that need to be addressed in USAID/Paraguay's proposed CSP for FY 2006-2011, and to make recommendations on how Paraguay can achieve greater gender integration in its programs. This scope of work does not call for a full and detailed program design. It is expected that additional gender analyses will be needed for each sector as the thinking for the country strategy progresses.

III. Background

Both Paraguayan men and women face numerous challenges to personal advancement and full economic, social and political participation for themselves and their families. The Government of Paraguay estimates that almost half of all Paraguayan households live below the poverty line. Of this total, female-headed households fair worse than male-headed households. One of the greatest barriers to progress for all Paraguayans is their education level. Indicators clearly show that individuals with less schooling have lower incomes and more health issues. People in rural areas have less formal schooling. Adult illiteracy in Paraguay is almost 10% (slightly higher for females than males). Nationwide, school enrollment rates are roughly equal for girls and boys, with girls generally outperforming boys slightly. Access to primary schools is not an issue, but access to secondary school is problematic for all--with only 59% of males and 61% of females enrolled in secondary school. There is an urban/rural divide as average years of schooling for urban dwellers is 7.3 and for rural is 4.8. Boys frequently experience greater pressures to help their families generate income and are more likely to drop out of school after age 14 than girls.

Paraguay suffers from high fertility rates that further erode family incomes. The problem, again, is most acute in rural areas. Uneducated rural women have on average 6.3 children, though the national average is about 4.3. In the cities, women have only 3.2 children. The number of years of schooling directly impacts the number of children a woman will have. For example, the fertility rate for women with over 6 years of formal education is 5 vs. 6 for women with 3 years, or less, of schooling. Women with partial high school education or who have a high school diploma can on average 3.6 or 2.3 children, respectively. Furthermore, maternal mortality is considered quite high in Paraguay with 192 deaths per 100,000 live births.

IV. Tasks

The primary tasks of the contractor/consultant are to:

- A. Carry out an assessment of the Mission's efforts to integrate gender into its ongoing and proposed programs. This effort will:
 - Review the Mission's present and proposed strategic frameworks, and the program portfolio for their attention to gender and to identify key gender-

based constraints, and assess potential gender and other issues in the upcoming Country Strategic Period.

- Produce an assessment of possible entry-points for incorporation of gender and other considerations in carryover activities and potential new programs of the new strategy.
 - Provide statements of the key gender based-constraints relevant to each proposed Strategic Objective.
 - Identifying resources and sources of sex-disaggregated data (and possibly other variables as appropriate e.g., age, income, and ethnicity) and for developing gender-appropriate indicators. The assessment team might offer suggestions for how to analyze the potential impacts of USAID/Paraguay's proposed CSP on the relative status of men and women in the country.
 - Identify local expertise on gender (e.g., NGOs, women's organizations, academics, research institutions, government ministries) that can be called on to provide in-depth technical assistance.
 - The assessment is to be organized and shaped by:
 - ▶ USAID/Paraguay's Results Framework for the current strategy, 2001-2005;
 - ▶ Mission's approach to mainstreaming gender; and,
 - ▶ USAID's 2006-2011 Concept Paper and information relating to development of the CSP for the same period.
- B. Based on this assessment, draft recommendations for mainstreaming gender in Mission policies and activities including those which would be implemented under the proposed CSP 2006-2011. These suggestions should be practical and address the perspective of both technical and support offices.

As finally formulated by the Mission, the detailed USAID/Paraguay CSP shall address fully the requirements of Agency Directives.

- C. Review the Concept Paper and consult with Mission staff, partners and knowledgeable observers, providing comments and recommendations to ensure adequate and appropriate Agency and Mission's approaches to mainstreaming gender.

The team is not expected to produce a full results package (SOs, IRs, and indicators) as well as an assessment and program recommendations in period covered by this SOW

Assessment Methodology

1. Comprehensive review and analysis of pertinent literature and documents, including, but not limited to such materials as:
 - USAID/Paraguay's Concept Paper 2006-2011, Strategic Plan 2001-2005, Strategic Planning Parameters Cable, Annual Reports, and the preliminary results framework for the proposed Strategic Plan;
 - Preliminary technical analyses for Strategic Planning Concept Paper
 - Studies and assessments conducted by donors, NGOs, national governments, regional organizations, and the academic community.
 - Recent literature that addresses gender issues in specific sectors and areas of strategic interest to the Paraguay (e.g., trade, global competitiveness, regional market integration, food security, water resources management, democracy and governance, anti-corruption, conflict, and HIV/AIDS impact mitigation).

2. Meetings and discussions with USAID/Paraguay SO teams and other USAID/Paraguay staff involved in developing the CSP. These shall include where possible:
 - entry briefings with the Gender Analysis Coordinator/WID officer, the Program Office, and the Front Office;
 - a preliminary briefing session for USAID/Paraguay staff on the ADS requirements for addressing gender in the strategic planning process;
 - meetings with SO teams on specific sectors and areas of interest, to identify possible links to gender issues in each proposed SO and determine whether these issues are adequately considered in the proposed strategy; to identify possible entry points for the incorporation of gender considerations into ongoing (as appropriate) and future activities, and to verify whether gender considerations are adequately treated in the USAID/Paraguay strategy and results framework;
 - a presentation of the draft gender analysis to obtain feedback from USAID/Paraguay staff; and
 - exit briefings with the Gender Analysis Coordinator/WID officer, the Program Office, and the Front Office.

3. Interview selected key stakeholders and implementing partners involved in current and proposed programs, including local gender expert resource groups about problems, successes, and potentialities for improving attention to gender in the proposed Country Strategic Plan. Field visits to projects outside Asuncion will be arranged and scheduled during the TDY, as appropriate and feasible.

4. Hold a gender issues workshop involving key partners from the specific sectors and areas of interest to Paraguay (e.g., trade, global competitiveness, regional market integration, democracy and governance, anti-corruption, conflict, health and environment). The motive for the workshop is to emphasize best practices in incorporating gender considerations into programs. The workshop will be

approximately one-half day during the second week of the fieldwork. USAID/Paraguay will coordinate logistics for this workshop.

5. Strategy Development. The Gender Assessment will be used as the basis for the Consultant to suggest ideas to be incorporated into the CSP to ensure adequate and appropriate Agency and Mission's approaches to mainstreaming gender. Specify analyses and recommendations for each of the 4 current and proposed SO's. Also specify issues that transcend SO's.

Estimated Level of Effort

The team will be composed to two US-based consultants and one local gender expert, with sectoral expertise and experience in gender analysis required to cover the key sectors addressed in the concept paper for the new strategy. The estimated level of effort for the three consultants is:

TASK	US-based Consultant	Team Leader	Local Consultant
Preparation for fieldwork	2	2	2
International travel	3	3	--
Fieldwork	12	12	12
Writing draft report	11	7	3
Finalizing report	2	1	--
TOTAL	30	25	17

Performance Period

The performance period is August 23 through October 29, 2004. The US-based consultants will arrive in Paraguay on September 7, 2004, and depart September 22, 2004. The draft report will be delivered to the Mission no later than October 15, 2004. The report would be finalized, based on Mission feedback and comments, and delivered no later than October 29, 2004.

Team Qualifications

All three consultants must have experience in gender analysis of development programs and the concepts of gender mainstreaming. Together the team should have the sectoral expertise required to cover the key program areas of USAID/Paraguay. Fluency in Spanish is necessary. Knowledge of USAID and familiarity with the assessment process is useful.

Deliverables

There are two written deliverables expected from this SOW: The Gender Assessment and recommendations for the draft CSP. Drawing on data from interviews and secondary sources, these documents will assess the appropriate technical areas for gender emphasis and make recommendations for future actions for gender and other integration, described above. The document may also be the basis for further technical assistance provided by USAID/Washington.

- A preliminary table of contents, list of findings and recommendations shall be submitted to the Mission upon completion of fieldwork (one electronic copy and three hardcopies).
- A draft Gender Assessment & recommendations will be submitted according to a schedule negotiated with the mission. The Mission shall provide any additional written comments electronically within 10 working days of receipt of the revised draft.
- The Final Gender Assessment & recommendations for the proposed CSP will be submitted to the Mission within 5 working days after receiving comments on the draft. The Final Gender Assessment and recommendations will include but not be limited to the following:
 - An Executive Summary of 3-5 pages which summarizes findings, conclusions, and recommendations for the current as well as the proposed program 2006-2011.
 - Table of contents and purpose of the T.A. provided to the Mission.
 - Discussion of most important gender issues which cut across the Mission's current and proposed portfolio.
 - Findings, conclusions and recommendations.
 - Appendices (list of institutions visited, persons interviews, other important /related issues, local expertise on gender, resources and sources for gender disaggregated data, etc.)

NOTE: Several parts of the Gender Assessment and recommendations may have to be divided into 2 general parts to take into account the Gender Assessment, and recommendations for the future program 2006-2001.

LIST OF PERSONS INTERVIEWED

U.S. Agency for International Development/Paraguay Mission:

Graciela Avila (USAID/Paraguay, Reproductive Health Team Leader)
Josceline Betancourt (USAID/Paraguay, Maternal Health and Quality)
María Gabriela Frutos (USAID/Paraguay, Program and Planning Assistant)
Sergio Guzmán (USAID/Paraguay, Deputy Director)
Uwe Karth (USAID/Paraguay Mission Environmental Officer)
Steven A. Marma (USAID/Paraguay, Democracy Team Leader)
Wayne R. Nilsestuen (USAID/Paraguay, Director)
Alex Uriarte (USAID/Paraguay Development Assistance Specialist, Economic Growth)
Alfonso Velázquez (USAID/Paraguay, Development Assistance Specialist)
Enrique Félix Villalba (USAID/Paraguay, Development Program Specialist)

Alter Vida:

Cira Novara (Coordinadora de Proyecto)
Romy Mabel Vaesken Tribucio (Coordinación)

Associates in Rural Development (ARD)/Paraguay National Reform Program:

Cristina Bogado (Technical Coordinator)
Mary Hogan (Chief of Party)

Atyra meeting (field trip):

Josceline Betancourt (USAID/Paraguay)
Representatives of the following:
 Cinthyia Fernandez, CIRD Programa de Salud
 Isabelino Ferreira, Presidente, Consejo de Salud de Atyra

Caacupé meeting (field trip):

Cira Novara (Alter Vida)
Representatives of the following:
 Marcos Rolón, Asesor de la Gobernación de Caacupé (Department of Cordillera)
 Ninfa de Antunez y Nancy ____, Consejo de Educación y Desarrollo (Altos)
 Marisol Fernández, Secretaría de la Mujer de la Gobernación

Centro de Documentos y Estudios (CDE):

Line Bareiro (Directora)

Centro de Información y Recursos para el Desarrollo (CIRD):

Veronique Balansa (Consultora, Programa de Salud)
Corina M. Cazenave (Enlace de Proyectos, Programa de Apoyo a las Iniciativas Ciudadanas)
Mily Choy de Folssac (Coordinadora Ejecutiva, Programa de Apoyo a las Iniciativas Ciudadanas)
Diana Rodríguez (Consultora, Programa de Salud)

Centro Paraguayo de Estudios de Población (CEPEP):

Cynthia Prieto (Directora Ejecutiva)

Centro Paraguayo de Estudios Sociológicos (CPES):

Mirtha M. Rivarola (Socióloga)

Chemonics/Paraguay Municipal Finances Program:

Peter Doty (Chief of Party)

Cesar Riart

Círculo de Abogadas Paraguayas:

Ilsa Cáceres (Abogada)

Edy Irigaitia (Abogada)

Graciela Mendoza (Presidenta)

Dirección General de Estadística, Encuestas y Censos (DGEEC):

Zulma C. Sosa de Servin (Directora General)

Executive Branch:

Graciela Azcona (Coordinadora, Comisión Nacional Tripartita de Igualdad de Oportunidades en el Empleo, Ministerio de Justicia y Trabajo)

Dr. Hugo Cesar Arellano Cabral (Director General, Programas de Salud, Ministerio de Salud Pública y Bienestar Social)

Claudia García (Directora, Dirección Sectorial, Secretaría de la Mujer)

Julia A. Maciel González (Ministra, Secretaría Técnica de Planificación del Desarrollo Económico y Social)

Fundación Moises Bertoni:

Carla Bogado Yubi (Coordinadora de Programas)

Fundación Para el Desarrollo Sustentable del Chaco (Fundación des Del Chaco):

Wilfried Giesbrecht (Manager)

Freddy Martínez (Gerente de Programas y Proyectos)

GTZ (Cooperación Alemana al Desarrollo):

Ulrich Muller (Asesor Principal)

Instituto de Derecho y Economía Ambiental (IDEA):

Patricia Abed de Vera (Abogada)

Instituto de Estudios Comparados en Ciencias Penales y Sociales (INECIP):

María Victoria Rivas (Miembro del Consejo)

Livia Cardozo Sánchez (Coordinadora Técnica y de Educación)

Diego Barszez Mancía (Asesor Técnico)

IntraHealth International/USAID Project:

Gregorio Soriano (Chief of Party)

MSI/AID Justice Project:

Fátima Andrada (Local Coordinator)

Paraguay Vende:

Paulino Invernizzi (Paraguay Vende, Director of Coronel Oviedo office)

Reinaldo Penner (Paraguay Vende, Director)

Cristina Sánchez (Paraguay Vende, Gerente de Monitoréo de Resultados)

Representatives from the following:

Industria Casera Ao-Pói (Villarrica)

Embroidery Cooperative and Association (Yataity)

Parliament:

Rosa Merlo Drews (Diputada Nacional; Presidenta, Comisión de Equidad Social y Género)

Mirtha Vergara de Franco (Senadora de la Nación; Presidenta, Comisión de Equidad, Género, y Desarrollo Social)

Red de Mujeres Municipales del Paraguay:

Nelly Servín de Insfrán (Presidenta)

Red de Mujeres Políticas:

Cristina Muñoz (Presidenta; [former] Ministra de la Mujer)

Supreme Court, Human Rights Unit:

Sandra Friedmann (Jefa)

Benjamin Kim Chung (Jefe Adjunto)

Julia Helena Fernández Albertini (Abogada)

The Nature Conservancy (TNC):

Alberto Villalba

Transparencia Paraguay:

María del Pilar Callizo (Presidenta)

United Nations Children's Fund (UNICEF):

María Sarabia (Consultora en Género y Educación)

Carmen Vallejo (Consultora en Género y Educación)

World Bank:

Linn Hammergren (Project Manager, Public Sector Specialist)

World Wildlife Fund/Paraguay:

Alda Luz (Lucy) Aquino (Directora)

LIST OF DOCUMENTS REVIEWED

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PARAGUAYAN NGOs WORKING ON GENDER ISSUES³⁵

ADAP (Asociación de Abogadas del Paraguay)

ALTER VIDA (Centro de Estudios y Formación para el Ecodesarrollo)

APEP (Asociación Paraguaya de Empresarias, Ejecutivas y Profesionales)

BASE ECTA (Base de Educación, Comunicación y Tecnología Alternativa)

BECA (Base Educativa y comunitaria de Apoyo)

CDE (Centro de Documentación y Estudios)

CECTEC (Centro de Educación, Capacitación y Tecnología Campesina)

CEDAI (Centro de Asistencia Integral)

CEFIM (Centro de Formación Integral de la Mujer)

CEPEM (Centro Paraguayo de Estudios de la Mujer) Universidad Católica de Asunción

CEPEP (Centro Paraguayo de Estudios de Población)

CIMPAR (Coordinadora Interpartidaria de Mujeres del Paraguay)

Círculo de Abogadas del Paraguay

CLADEM – Paraguay (Comité de América Latina y el Caribe para la Defensa de los Derechos de la Mujer)

Club Soroptimista Internacional

CMP (Coordinación de Mujeres del Paraguay)

Colectivo de Mujeres 25 de Noviembre

COMEP Ltda.. (Cooperativa de Mujeres Empresarias, Ejecutivas y Profesionales del Paraguay)

COMUCOR (Coordinación de Mujeres de Cordillera)

CONAMURI (Coordinadora Nacional de Mujeres Trabajadoras Rurales e Indígenas)

CONPACCOOP (Confederación Paraguaya de Cooperativistas)

³⁵ Fuente: Directorio. Informativo Mujer CDE. Area Mujer. Año 15. Nro. 163

Coordinadora de Amas de Casa

CPES (Centro Paraguayo de Estudios Sociológicos)

Federación Nacional de Mujeres “Kuña Paraguay Yoayú”

Foro de Mujeres del MERCOSUR – Capítulo Paraguay

Fundación Kuña Aty

GAG-L (Grupo de Acción Gay-Lésbico)

Grupo Luna Nueva

Kuña Roga

MCNOC (Mesa Coordinadora Nacional de Organizaciones Campesinas)

MCP (Movimiento Campesino Paraguayo)

Mujeres Democráticas del Sur

Mujeres por la Democracia

OLT (Organización de Lucha por la Tierra)

PROCI (Promoción Campesina Integral)

PROMU (Asociación para la Promoción de la Mujer Artesana y Obrera)

PROMUR (Centro de Promoción de la Mujer)

Red de Educadoras Populares

Red de Mujeres Municipales

Red de Mujeres Políticas

SEFEM (Servicios de Formación y Estudios de la Mujer)

SINTRADOP (Sindicato de Trabajadoras Domésticas del Paraguay)

Unión de Amas de Casa del Paraguay