



**USAID**  
FROM THE AMERICAN PEOPLE

# USAID/ PARAGUAY GENDER ASSESSMENT



December 2011

This publication was produced for review by the United States Agency for International Development. It was prepared by DevTech Systems, Inc., for the Short-Term Technical Assistance & Training Task Order, under Contract No. GEW-I-01-02-00019.

Cover Photo Credit: Gabriela Frutos, 2011

Cover Photo Caption: A USAID IZN (Iniciativa Zona Norte) supported activity, the Comité el Progreso in Belén, Concepción, is a good example of how an economic opportunity has been created for women, in collaboration with men, increasing gender equality while improving productivity.

Photo Credits: Allison Petrozziello, 2011

# USAID/Paraguay Gender Assessment

Submitted to:  
USAID/Paraguay

Prepared by:  
**Allison Petrozziello, Researcher**  
**Jessica Menon, Researcher**  
**Marcia Greenberg, Training Specialist**  
**Sonia Brucke, Researcher**

December 2011

**DISCLAIMER:**

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



Source: <http://geology.com/world/paraguay-satellite-image.shtml>

## TABLE OF CONTENTS

<b>PREFACE</b> .....	<b>III</b>
<b>ACKNOWLEDGMENTS</b> .....	<b>IV</b>
<b>ACRONYMS*</b> .....	<b>V</b>
<b>EXECUTIVE SUMMARY</b> .....	<b>VII</b>
<i>Economic Growth Sector, Including Sustainable Forest Management – Gender Gaps, Promising Practices and Recommendations</i> .....	<i>viii</i>
<i>Democracy and Governance, Including Healthcare Services – Gender Gaps, Promising Practices and Recommendations</i> .....	<i>xi</i>
<i>Conclusions</i> .....	<i>xii</i>
<b>1. INTRODUCTION</b> .....	<b>1</b>
<b>2. USAID MISSION STRATEGIC PRIORITIES AND ASSOCIATED GENDER ANALYSIS</b> .....	<b>5</b>
2.1. <i>Economic Growth and Sustainable Forest Management</i> .....	5
2.1.1 Strategic Priorities: USAID and GOP.....	5
2.1.2. Gender Gaps .....	6
2.1.3. Promising Practices and Opportunities.....	11
2.1.4. Recommendations for Economic Growth Programming (including sustainable forestry management).....	14
2.1.5. Illustrative Intermediate Results and Indicators for Economic Growth Programming (including sustainable forestry management).....	18
2.2. <i>Democracy and Governance, Incorporating Government Delivery of Health Services</i> ....	19
2.2.1. Strategic Priorities: USAID and GOP.....	19
2.2.2. Gender Gaps .....	20
2.2.3. Promising Practices and Opportunities.....	24
2.2.4. Recommendations for Democracy and Governance and Incorporating Government Delivery of Health Services Programming .....	27
2.2.5. Illustrative Results and Indicators .....	29
<b>3. ILLUSTRATIVE IMPLEMENTATION PLAN</b> .....	<b>30</b>
<i>Action Item 1: Ensure that USAID/Paraguay's CDCS Recognizes and Addresses Gender-related Obstacles or Opportunities</i> .....	<i>30</i>
<i>Action Item 2: Build on the July 2011 Workshop, and Deepen Understanding and Commitment to Gender Integration</i> .....	<i>31</i>
<b>4. CONCLUSIONS</b> .....	<b>33</b>
<b>ANNEX 1: BIBLIOGRAPHY</b> .....	<b>37</b>
<b>ANNEX 2: BASIC CONCEPTS</b> .....	<b>39</b>
<i>Sex and Gender</i> .....	<i>39</i>

<i>Gender Equality and Gender Equity</i> .....	39
<i>Gender Analysis</i> .....	39
<i>Gender Assessment</i> .....	40
<i>Gender Gaps</i> .....	40
<i>Gender Bias</i> .....	40
<i>Gender-Based Constraints</i> .....	40
<i>Gender Integration</i> .....	41
<b>ANNEX 3: SCOPE OF WORK</b> .....	<b>42</b>
<b>ANNEX 4: METHODOLOGY</b> .....	<b>49</b>
<b>ANNEX 5: GENDER EXPERTS AND ORGANIZATIONS IN PARAGUAY</b> .....	<b>53</b>
<b>ANNEX 6: ENDNOTES</b> .....	<b>69</b>

### LIST OF TABLES

<b>Table 1: Potential Results and Indicators (Output and Outcome): Economic Growth</b> .....	<b>18</b>
<b>Table 2: Potential Results and Indicators (Output and Outcome): Democracy and Governance</b> .....	<b>29</b>
<b>Table 3: Summary of Gender Gaps, Promising Practices and Recommendations for USAID Priority Sectors</b> .....	<b>33</b>

### LIST OF BOXES

<b>Box 1: Paraguay Ranking Gender Indicators</b> .....	<b>1</b>
<b>Box 2: Paraguay’s Democracy Ranking</b> .....	<b>2</b>
<b>Box 3: Third National Plan for Equal Opportunities</b> .....	<b>2</b>
<b>Box 4: Creating Indicators that are Gender-Sensitive and Promote Pro-Poor Growth</b> .....	<b>6</b>
<b>Box 5: Quality of Women’s Participation as Key Component to Improving Democratic Governance</b> .....	<b>23</b>

## **PREFACE**

The United States Agency for International Development Mission in Paraguay (USAID/Paraguay) identified the need to conduct a gender assessment to inform its strategic planning process. After a review process that began in April, the scope of work (see Annex 3) was finalized in May 2011. By June, the plans to field a Gender Team of researchers and trainers on the agreed upon schedule (three weeks starting 18 July) were finalized.

In late July 2011, the field work for the gender assessment was conducted. This field work included in-briefings (with the Deputy Mission Director, Technical Offices, and Program Office), interviews with key informants, a workshop for Mission staff and partners, and an out-briefing with the Mission Director and Program Officer. The detailed schedule for interviews and travel was developed in close collaboration with USAID/Paraguay. In addition, the Gender Team identified a few additional entities with which to meet to collect data on gender-based constraints and opportunities in the sectors that had been priority areas for the Mission: democracy and governance, economic growth, natural resource management, and health. While in Paraguay, the Gender Team received new guidance on the overarching framework for the gender assessment and made every effort to incorporate the new framework into their data collection.

In accordance with CDCS guidance, it is expected that USAID/Paraguay may streamline its programs under two Development Objectives (DOs): Democracy and Governance (including improving governmental health services) and Economic Growth (including some natural resource management). With this potential programming framework in mind, the analysis of the data collected during the field work was confined to identifying gender gaps and issues that are likely to affect USAID/Paraguay's Development Objectives in these two areas.

## **ACKNOWLEDGMENTS**

The Gender Assessment was undertaken by a team of four gender specialists: Allison Petrozziello, Jessica Menon and Sonia Brucke were the researchers and Marcia Greenberg was the gender training specialist. The report was written by Allison Petrozziello and Jessica Menon with inputs from Marcia Greenberg and Sonia Brucke, and assistance from Charla Britt and Tonya Giannoni. 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 Rose Rakas and Deputy Director Steve Hendrix for their generous support and involvement with the gender assessment activities carried out in Paraguay. Special thanks are extended to Enrique Villalba from the Program Office, who, as the principal point of contact for the team, provided significant background information, organizational support, and general guidance throughout this process. We also thank him and his colleagues, Alex Lane and Gabriela Frutos, for their 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 AO Team Leaders, Michael Eschleman (Democracy), Alex Lane (Interim Health Lead), Michael Kaiser (Economic Growth), Shirley Zavala (Environment), and all the other team staff members who generously shared their time, experiences, and opinions with the team.

The gender workshop and working session were met with openness and eagerness on behalf of Mission staff, as well as counterpart organizations, to learn 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 upcoming Country Development Cooperation Strategy (CDCS) and programming, both present and future.



**ACRONYMS\***

<b>AECID</b>	<i>Agencia Española de Cooperación Internacional para el Desarrollo</i> (Spanish Agency for International Development Cooperation)
<b>ARASY</b>	A Japanese sesame export firm
<b>BNF</b>	<i>Banco Nacional de Fomento</i> (National Development Bank)
<b>CAH</b>	<i>Crédito Agrícola de Habilitación</i> (Agricultural Development Credit)
<b>CDCS</b>	Country Development Cooperation Strategy
<b>CDE</b>	<i>Centro de Documentación y Estudios</i> (Center for Documentation and Studies)
<b>CDP</b>	Programa de Desarrollo Cooperativo
<b>CEJ</b>	<i>Centro de Estudios Judiciales</i> (Center for Studies of the Judiciary)
<b>CEPEP</b>	<i>Centro Paraguayo de Estudios de Población</i> (Paraguay Center for the Study of Population)
<b>CIRD</b>	<i>Centro de Información y Recursos para el Desarrollo</i> (Center for Information and Resources for Development)
<b>CLADEM</b>	<i>Comité de América Latina y el Caribe para la Defensa de la Mujer</i> (Latin American and Caribbean Committee for the Defense of Women's Rights)
<b>CSO</b>	Civil Society Organization
<b>DAIA</b>	<i>Distribución Asegurada de Insumos Anticonceptivos</i> (Secure Distribution of Contraception Supplies)
<b>DEAG</b>	<i>Dirección de Extensión Agraria</i> (Agricultural Extension Directorate)
<b>DG</b>	Democracy and Governance
<b>DGEEC</b>	<i>Dirección General de Estadística, Encuestas y Censos</i> (General Directorate of Statistics, Surveys, and Census)
<b>DO</b>	Development Objective
<b>FAO</b>	Food and Agricultural Organization
<b>FAPI</b>	<i>Federación por la Autodeterminación de los Pueblos Indígenas</i> (Federation for the Self-Determination of the Indigenous Peoples)
<b>FG</b>	Fondo Ganadero (Livestock Fund)
<b>FP</b>	Family Planning
<b>GAD</b>	Gender and Development
<b>GDA</b>	Global Development Alliance
<b>GDP</b>	Gross Domestic Product
<b>GEAM</b>	<i>Gestión Ambiental para el Desarrollo Sustentable</i> (Environmental Management for Sustainable Development)
<b>GOP</b>	Government of Paraguay
<b>ICED</b>	Instituto de Estudios para la Consolidación del Estado de Derecho (Institute for the Study of the Consolidation of Rule of Law)
<b>IFAD</b>	International Fund for Agricultural Development
<b>IGP</b>	Índice de Gestión Pública (Index of Public Management)
<b>IPS</b>	Instituto de Provisión Social (Institute of Social Services)
<b>IZN</b>	Iniciativa Zona Norte
<b>JP</b>	Justice of the Peace
<b>MAG</b>	Ministry of Agriculture (in English)

<b>MCC</b>	Millennium Challenge Corporation
<b>MeD</b>	Mujeres en Desarrollo (Women in Development)
<b>MH</b>	Ministry of Finance (in English)
<b>NGO</b>	Non-Governmental Organization
<b>NRM</b>	Natural Resources Management
<b>PGGN</b>	Presupuesto General de Gastos de la Nación (National General Expenses Budget)
<b>PJ</b>	Poder Judicial
<b>PyP</b>	Paraguay Productivo (Productive Paraguay)
<b>REDD</b>	Reducing Emissions from Deforestation and Forest Degradation
<b>SFP</b>	Secretaría de la Función Pública (Civil Service Secretariat)
<b>SMPR</b>	Secretaría de la Mujer de la Presidencia de la República (Women's Secretariat)
<b>SOW</b>	Scope of Work
<b>STP</b>	Secretaría Técnica de Planificación (Technical Planning Secretariat)
<b>UN</b>	United Nations
<b>UNDP</b>	United Nations Development Programme
<b>UNFPA</b>	United Nations Population Fund
<b>USAID</b>	United States Agency for International Development
<b>WCS</b>	Wildlife Conservation Society
<b>WID</b>	Women in Development

**\*As applicable, acronyms in the text may be shown in Spanish.**

## EXECUTIVE SUMMARY

USAID/Paraguay is conducting a gender assessment to inform its internal strategic planning process that will contribute to the preparation of a Country Development Cooperation Strategy (CDCS) that is expected to be completed during fiscal year 2013. Faced with reductions in program funding in the near term, USAID's Policy Framework that emphasizes focus and integrates gender is particularly important for the Paraguay Mission as it seeks to meet its development objectives. As outlined in this gender assessment report, there are significant opportunities to promote gender equality within the expected priority areas of economic growth (EG) and democracy and governance (DG). A critical success factor for development, USAID/Paraguay has already developed the basis to leverage programming of other donors and engagement with local organizations.

Among USAID presence countries in South America, Paraguay and its people present a unique mix of contradictions. Paraguay is a middle income country with a small indigenous population that still has extensive and deep poverty. An emerging democracy in structure and practice, it is still struggling with legacies of an extended dictatorship and its geographic position relative to its neighbors. Gender-related quantitative data are sparse or old, reflecting a general limited history of collecting data (the last demographic health survey, for example, is from 1990) for decision-making. Nevertheless, there is clear qualitative evidence of gender gaps generated from the expected roles and responsibilities of women and men, relations between them, and differences in power at the personal and the political level. These gender gaps represent the disproportionate difference between the sexes in attitudes and practices that have an effect on development outcomes.

According to Paraguayan census data, one-fifth of the population lives in extreme poverty, the majority of whom live in rural areas (40% of the total population is rural). Paraguay's economy is distinguished by the size of its informal sector (for a country with its level of national income) and the scale of "re-exporting" of consumer goods to neighboring countries that occurs. Agriculture remains an important sector of the economy, representing 90% of exports and employing approximately 30% of the population.<sup>1</sup> Sexual and reproductive health data reveal that gender gaps linked to poverty persist. For instance, maternal mortality rates continue to be high, with Paraguay ranking 7 out of 10 among South (Latin) American countries with 150 per 100,000 live births.

The challenges of reducing poverty and strengthening governance are intertwined with the existing gender gaps. Gender gaps are most evident in patterns of employment and incomes, access to resources, control over assets and decision-making, access to justice and freedom from violence (gender-based violence), and health care – particularly in more rural areas.

Although women's labor force participation has increased, there continues to be an important wage gap between women and men across sectors. Women are over-represented in unskilled and informal employment, especially domestic work, and tend to work longer hours than men. Gender stereotypes continue to limit women's access to agricultural extension and credit, and land titles.

According to the World Bank, emigration from Paraguay continues to rise. There are approximately half a million Paraguayans living abroad and more women than men are emigrating—especially women under 30 from rural areas. While some development benefits may be derived from the sending of remittances, there are several negative effects of emigration such as the “brain drain” of mostly female nurses, and the risk of being subject to trafficking, especially for adolescent and young women who are seeking work and were previously unemployed or employed in domestic work or as store clerks.

There have been some advances in the women's movement and the quality of political participation, but compared to its southern cone neighbors, overall participation remains low (particularly at the municipal levels). The Government of Paraguay's priority issues, as outlined in the “III National Plan for Equal Opportunities between Women and Men (2008-2017)”, address many of these issues, including equal rights and participation; access to economic resources and work; comprehensive health care; domestic violence; and sustainability and effective decentralization.

Largely due to the efforts of the women's movement in Paraguay, many of the discriminatory clauses in existing legislation have been removed, and policies for eliminating various forms of gender discrimination and gender-based violence (GBV) have been put in place. However, implementation remains problematic. Moreover, recent efforts to promote legal reforms to end discrimination based on sexual orientation and gender identities have been strongly opposed by conservative factions within the Paraguayan Congress.

There are some promising new and important trends and initiatives. Women's fertility rates have decreased by 40% from 4.2 children in 1995 to an average of 2.5 children per woman in 2008, and contraceptive use has increased to 71%, largely due to improved access. In the area of governance, initiatives are underway to improve gender data collection, such as the establishment of a Gender Unit within the national Department of Statistics and the efforts by the *Secretaría de la Mujer de la Presidencia de la República* (Women's Secretariat) to develop standardized indicators on violence against women (VAW).

USAID's EG and DG work in Paraguay is strongly linked to the priorities of the Government of Paraguay (GOP), the private sector, and civil society. The specific gaps, promising practices, and recommendations by USAID priority sector are outlined below.

### **Economic Growth Sector, Including Sustainable Forest Management – Gender Gaps, Promising Practices and Recommendations**

USAID began working on economic growth programs in Paraguay in 2004 in response to deteriorating economic conditions and escalating poverty (Gender Assessment 2005). At that time, the work was focused on increasing incomes for the poor in selected economic regions. Since 2004, USAID's economic growth programming has evolved to focus on small rural producers as a means to reduce poverty through successive activities. This strategic choice is aligned with poverty statistics and the fact that agriculture is such a significant portion of Paraguay's exports.

USAID (with Mission and centrally-funded projects) has a history being a principal donor organization supporting conservation and biodiversity programs in globally significant eco-regions in Paraguay. The support has been private-sector focused, and most recently has included a Global Development Alliance. During the last few years, program activities have been targeted at reducing the dependency of communities on unsustainable forestry practices and reducing poverty for small producers. The consolidation of these development objectives reflects a strategic choice to focus on poverty reduction.

Currently, USAID programming in economic growth is designed to potentially target men and women equally. However, there are basic kinds of challenges. On the one hand there is a significant challenge that is reflected throughout this report related to the lack of current data on gender gaps that impedes gender analysis in programming. For instance, insufficient data are collected that are sex-disaggregated and track beneficiaries by landholding size (a key indicator of poverty in Paraguay). In addition, there is an absence of sex-disaggregated data and analysis on how men and women use micro-credit, which limits the effective design and delivery of



Female credit recipients in Emboscada share stories of their enterprises in a focus group as part of the current gender assessment.

lending products to meet the needs of small producers throughout Paraguay. Furthermore, consultations and participatory mapping that take into account women, men, and youth in the management of natural resources remains inadequate.

A second challenge is the continued prevalence of a gender bias exhibited in agricultural extension workers' technical assistance, which reinforces stereotypes of farmers as men only and results in missed opportunities for women to access the assistance and increase farm productivity. Likewise, there are few initiatives that adequately reduce the gender-defined time burden that women face.

There are several promising practices in Paraguay that may be the basis to overcome gender gaps in future EG programming, including:

- Gender roles are becoming more flexible and fluid in the economy, providing opportunities to expand and create more productive and efficient family farms.
- Flexible lending practices are increasing the potential to capitalize on women's economic productivity.
- Rural female agriculture producers are forming organizations and associations with support from their communities, enabling them to assume leadership positions and increase their economic potential.
- Gender integration is improving business productivity and the livelihoods of women and men.

- Shared decision-making (inclusive of women and men) and context-based attention to gender roles and responsibilities is increasing the social and economic resilience of families and communities.

In order to overcome gender gaps and build upon these promising practices, several recommendations are offered, including:

- Be explicit in all project designs about ensuring women's contributions to poverty reduction, increased household incomes, and enhancing productivity. For example: set explicit expectations for increased participation of and benefit sharing for women within the results framework; and ensure that all performance, program and project indicators provide incentives to focus on rural poverty reduction and the positive impacts of rural female and male small producers.
- Collect and analyze sex-disaggregated data (including cross-tabulations by characteristics such as size of land holdings, age, and ethnicity).
- Promote equitable and effective access to, use of and decision-making over productive assets.
- Address gender-based stereotypes in extension services (that support rural poverty reduction) and communications (for all types of programming).
- Improve understanding of land user and gender-based differences.

As the USAID Mission defines its results framework and identifies interventions to promote equitable and effective access to use of and decision-making regarding productive assets, it should:

- Include as a specific target the smallest producers (less than 5 hectares [ha] of land), ensuring effective access by women to inputs, technology, and certification, while integrating training to improve quality of life (e.g., nutrition, sanitation, reproductive health).
- Identify and reduce barriers to credit for female and male small producers, such as by providing flexibility in loan requirements (e.g., no land title required).
- Increase cooperative productivity and incomes by leveraging and enhancing the unique expertise and leadership skills of female producers, by introducing female membership and leadership quotas, gender training for male and female cooperative leaders and members, and business management and negotiation training for women.
- Include training and selection of female agricultural extension agents by recruiting from universities and providing flexible work arrangements that accommodate the domestic responsibilities of female agricultural extension agents.
- Provide gender training to male and female agricultural extension agents, loan officers, and other technical staff working with male and female producers.
- Form alliances with implementing partners, the GOP, other donors and communities to identify creative solutions for alleviating the time burdens of domestic responsibilities that restrict the ability of female producers to generate incomes for families and communities.
- Integrate family workshops into technical assistance trainings to sensitize both younger and older men and women to respect one another's productive and reproductive roles, including issues such as sexual and reproductive health and gender-based violence.

## **Democracy and Governance, Including Healthcare Services – Gender Gaps, Promising Practices and Recommendations**

Democracy and governance has been a centerpiece of Mission programming in Paraguay for some time. Initial work included a focus on local government strengthening. Since the 2001-2005 strategic plan, the program has evolved. USG foreign assistance in Paraguay is implemented through a whole of government approach. During the last few years a significant portion of the portfolio has been directed towards implementing an anti-corruption program under a Threshold Country Program of the Millennium Challenge Corporation (MCC). This support has included a focus on rule of law, which is expected to be an area of continued support. USAID has provided support in the health sector, which has been a priority of President Lugo.

General systemic weaknesses and gender gaps perpetuate gender bias or discrimination in the democracy and governance sector. With a legacy of a historically weak rule of law framework, the justice system in Paraguay lacks the capacity to respond to women's allegations concerning domestic violence despite the legislative reforms. Like the challenges to economic growth, GOP's ministries and entities responsible for delivering services cannot target their resources properly – whether for women or men, boys or girls – because of the lack of sex-disaggregated data and analysis. This lack of data and attention is reinforced by a gender stereotyping that tends to relegate women to supportive, auxiliary roles rather than decision-making positions, affecting the responsiveness of public institutions and civil society organizations to their needs. In addition, the general lack of a gender approach in Paraguay is reflected in the GOP health policies that tend to regard sexual and reproductive health as solely a woman's issue – thereby failing to deliver the health services to men.

USAID and its partners are engaged in promising practices that promote women's empowerment and gender equality. These include:

- Strengthening the judiciary and the justice system's response to domestic violence as a means to build rule of law.
- Incorporating a gender perspective into organizational strengthening and reform efforts.
- Securing women's representation and increasing the responsiveness of local health systems to women's needs and use of public health centers.
- Increasing collaboration to improve medical supply distribution and women's access to contraceptives.

Within a strategic framework focused on democracy and governance, there are several ways to integrate gender that directly support USAID/Paraguay's development priorities (focused on the justice and health delivery sectors):

- Support national efforts to address domestic violence by integrating domestic violence assistance training throughout programs to build the capacity of judicial and public health system employees, and to improve statistics collection by justices of the peace and local, regional and national health system entities.
- Work with the GOP to include gender training and domestic violence training in government curricula.
- Link existing gender training resources provided by Paraguayan institutions and other donors with USAID's partners and programs.
- Engage men in health service delivery programming.

As is the case for the economic growth programming, USAID can support efforts to improve the quality of gender data available in Paraguay through project and non-project assistance. An option for non-project assistance that meets this goal is for USAID to incorporate sex-disaggregated data into any management system that USAID provides or promotes for government entities. USAID can also increase the incorporation and integration of sex-disaggregated data and analysis it issues. In its development projects, support may be provided to:

- Assist the regional and national levels of the Ministry of Health to collect data on domestic violence gathered at health centers.
- Collect sex-disaggregated and qualitative data, including interviews, the types of complaints filed, judicial processes undertaken, and sentences issued as part of monitoring the gender-sensitivity and effectiveness of the judicial system.
- Support the use of a standardized diagnosis form generated by the Ministry of Health.

## **Conclusions**

While gender gaps persist, this assessment has identified several innovative actions and opportunities that USAID is taking and continues to take to promote women's empowerment and gender equality. The Mission may further leverage such good practices by taking steps to include more gender criteria and gender-sensitive indicators in project designs, solicitation documents, and monitoring and evaluation. This will help to more systematically capture information regarding the positive results of gender equality and women's empowerment.

As with all of USAID/Paraguay's programming, there are several strategic (and low-cost) measures to increase aid effectiveness and gendered programming, including information-sharing among partners and with other donors, and collaboration with the Peace Corps.

The data and analysis summarized in this report are intended to complement the capacity-building and strategic processes initiated through the gender trainings (conducted as part of the assessment). The Mission has demonstrated its commitment to engage in further thinking and analysis of the ways that gender roles and relationships affect anticipated results and, more importantly, will improve results through strategic attention to gender equality and women's empowerment. This is not only an Agency directive, but a proven strategy for helping Paraguayans build a nation true to democratic principles and committed to improving the quality of all of its citizens – female and male.



## 1. INTRODUCTION

Paraguay and its people present a unique mix of contradictions: in some ways a middle income country, but with extensive and deep poverty, and an evolving democracy in structure and practice that is still struggling with legacies of an extended dictatorship. These contradictions affect the expected roles and responsibilities of women and men, relations between them, and the ways that they exercise power at the personal as well as the political level. This section has a two-fold purpose: to briefly highlight significant gender issues for Paraguay, particularly democracy and governance constraints that clearly impact economic growth and enterprise development; and to discuss public policy frameworks or initiatives that are important for USAID/Paraguay to achieve its objectives for gender equality and women's empowerment.

Gender-related data are sparse or dated for many sectors in Paraguay. An important document for establishing baselines to measure changes in gender relations and indicators is typically the national Demographic and Health Survey (DHS), which describes key gender indicators (such as maternal mortality rates, fertility, and shared decision-making). Paraguay's most recent DHS was completed over a generation ago, in 1990. Fortunately, in 2012, the Department of Statistics is planning to conduct a national survey of time use to better understand, measure, and address gender inequality as well as other development-related issues. Moreover, the Department of Statistics recently established a Gender Unit that is now working with the Gender Unit of the Judiciary and the Latin American and Caribbean Committee for the Defense of Women's Rights (CLADEM) to develop standardized indicators on violence against women (VAW). These are welcome initiatives, and should be useful when USAID/Paraguay prepares its CDCS, and develops the Performance Management Plan (PMP) and Results Framework to articulate the Strategy.

### Box 1: Paraguay Ranking Gender Indicators

Macroeconomic and gender-related indicators show Paraguay lagging behind most other South American countries in human development and gender equality. It ranks 11th (out of 12) among South American countries in human development, according to the UNDP's 2009 Human Development Index, which measures life expectancy, education, and income per capita.

In the 2010 "Gender Equality Index" (GEI), which measures women's disadvantage in reproductive health, empowerment and the labor market, Paraguay ranked 7<sup>th</sup> (out of 11) among South American countries listed, and 85<sup>th</sup> worldwide. The 2010 Global Gender Gap Index-- which provides a framework for assessing gender-based disparities through benchmarks based on economic, political, education, and health criteria-- ranked Paraguay 9<sup>th</sup> (out of 12) South American countries and 69<sup>th</sup> in the world (down from 66<sup>th</sup> in 2009).

Paraguay is a small landlocked country, with a population of 6.6 million. Women are a little less than half (49.5%) of the population, and nearly one-third of households (32%) are female-headed. One-fifth of the population lives in extreme poverty, the majority of whom (71%) reside in rural areas. Paraguay's economy is distinguished by a large informal sector, including the "re-export" of imported consumer goods to neighboring countries, as well as microenterprises and urban street vendors. Approximately 27 to 30% of those employed are engaged in agriculture.<sup>2</sup> A drought in 2008 reduced agricultural exports and economic growth even before the onset of the global economic recession. In 2010, the agricultural and forestry sectors accounted for approximately 20% of Gross Domestic Product (GDP)<sup>3</sup> and 90% of exports.<sup>4</sup> Economic growth

in 2010 reached 14.5%, its highest level in 20 years.<sup>5</sup> Accumulated inflation stands at 5% to date in 2011, with interannual inflation reaching 9.4%.<sup>6</sup>

The democratic transition in Paraguay began with the fall of the Stroessner dictatorship in 1989, and efforts to strengthen democratic practice and good governance remain an ongoing process. With strong support from the women's movement, the 1992 Constitution and subsequent

**Box 2: Paraguay's Democracy Ranking**

The 2010 Democracy Index lists Paraguay as a "flawed democracy" based on five categories: electoral process and pluralism; civil liberties; the functioning of government; political participation; and political culture. Moreover, the 2010 "Corruption Perceptions Index" (CPI) ranked Paraguay just above the "Highly Corrupt" category, standing at 146<sup>th</sup> in the world, and 9<sup>th</sup> (out of 10) among countries assessed in South (Latin) America.

legislation or policies (including the 2002 Labor Code, 1996 Electoral Code and 2000 Domestic Violence Act) established principles of equality in political participation as well as safeguards to help protect the rights of workers and vulnerable groups. Yet a culture of gender discrimination and pervasive gender-based violence (GBV) has continued to undermine Paraguay's potential for improved economic growth, democratic governance, natural resource management, and healthcare. Gender gaps are most evident in patterns of employment and incomes, access to resources, control over assets and decision-making, access to justice, and health care – particularly in more conservative rural areas.

Women in Paraguay have served in government as members of the Congress (National Deputies and Senators), governors, ministers, and on the Supreme Court. However, they are underrepresented in politics (especially relative to rates of female representation in neighboring countries of the southern cone). Paraguay's 1996 Electoral Code stipulates a minimum quota of 20% female participation in political parties' internal rosters, but participation remains below this threshold. The lower and upper houses in Parliament have just 13% and 16% female members, respectively; furthermore, 19% of ministers and only 5% of mayors are women.

The *Secretaría de la Mujer de la Presidencia de la República* (Women's Secretariat) has taken several measures to eliminate gender discrimination, including two plans for equal opportunity. The most recent of these is the "Third National Plan for Equal Opportunities between Women and Men" (2008-2017), which prioritizes equal rights and participation for men and women; access to economic resources and work; comprehensive health care; life free of violence; and sustainability and effective decentralization.<sup>7</sup> These areas correlate strongly with USAID's DG work in Paraguay, and efforts to coordinate and strengthen its implementation should be made.

**Box 3: Third National Plan for Equal Opportunities**

Between Women and Men: "To promote the incorporation of the gender perspective in the formulation, coordination, implementation, follow-up and evaluation of public policies by means of efficient normative instruments and actions directed toward the elimination of all forms of gender discrimination, as well as equal opportunities and results, in order to encourage the democratization of all of society."

The Government of Paraguay became a signatory to CEDAW (Convention on the Elimination of all Forms of Discrimination Against Women) in 1999 and ratified it in 2001. In 2011, it presented its sixth periodic report to CEDAW, focusing on normative and institutional aspects of gender policies in Paraguay, temporary measures to reduce inequalities,

stereotypes of men and women, violence against women, human trafficking and forced prostitution, women's participation in decision-making, gender discrimination, and education and employment, especially targeting domestic workers and rural and indigenous women. In particular, the report points out that while many of the discriminatory clauses in existing legislation have been removed, and policies for eliminating various forms of gender discrimination and GBV are in place, implementation remains problematic. Moreover, recent efforts to promote legal reforms to end discrimination based on sexual orientation and gender identities have been strongly opposed by conservative factions within the Paraguayan Congress.<sup>8</sup>

Domestic violence remains a priority issue for the Women's Secretariat and many civil society organizations. Yet due to deficiencies in statistics collection and official registries<sup>9</sup> in the health and judicial systems, as well as underreporting by survivors, there are few reliable statistics. Based on two national surveys, USAID partner Paraguay Center for the Study of Population (CEPEP) recently reported that one in three women has suffered verbal violence, two out of 10 women have suffered physical violence, and about 8% of women have suffered sexual violence.<sup>10</sup> Paraguay passed a domestic violence law in 2000, but legal proceedings can be initiated against the offender only when the violence is physical and "habitual."<sup>11</sup> Since 2008 efforts have been made to more comprehensively address the causes, consequences, and treatment of VAW, and develop more effective strategies (such as public education, controls on sexist advertising, and improved prevention and monitoring).<sup>12</sup> Recently, a new strategy was adopted in which gender entities pertaining to the three branches of government signed a pact to jointly produce comprehensive legislative reform on violence against women. The Women's Secretariat is coordinating this process, and hopes that such a strategy will facilitate the legislation's approval when it is presented to Congress.

Sexual and reproductive health data reveal important behavior changes and gaps in services. Maternal mortality rates continue to be high, with Paraguay ranking 7 out of 10 for South (Latin) American countries with 150 per 100,000 live births.<sup>13</sup> However, women's fertility rates have decreased by 40% from 4.2 children in 1995 to an average of 2.5 children per woman in 2008,<sup>14</sup> and contraceptive use has increased to 71% largely due to improved access.<sup>15</sup> Nevertheless, greater male-targeted outreach and communication is needed. Preliminary findings from a study underway with beneficiaries of the Institute of Social Services (IPS) show that men are not using family planning services,<sup>16</sup> with many men expressing that it is difficult to obtain reliable information on sexual and reproductive health. A range of cultural, economic and institutional barriers affect health system services for men; according to CEPEP, this gap requires different types of training for service providers, more male service providers, as well as increased sex education, better information, education, and communication (IEC) materials, and targeted outreach campaigns.<sup>17</sup>

Women's labor force participation increased to 57% in 2009 (up from 47% in 1990). Moreover, it has been recently reported that 50% of businesses are administered by women; however, the majority are micro or small businesses.<sup>18</sup> Furthermore, data from 2002 to 2008 reveal that the wage gap between women and men remained about 30% across sectors. Schooling seems to have little impact on this disparity. Women with over 16 years of education earned, on average, 27% less than similarly-educated men (US\$496 versus \$677). Women are over-represented in unskilled and informal employment, with 27% concentrated in unskilled occupations (as opposed

to 17% of men) – many of whom work as domestic workers. Moreover, data from focus groups indicate that women work longer hours than men. On average, women work 12 to 14 hours per day while men work 8 to 10 hours per day.<sup>19</sup>

Emigration from Paraguay is on the rise, as men and women leave the country in search of better opportunities for work and education. While there may be benefits to families due to the influx of remittances (which totaled US\$573 million in 2010<sup>20</sup>), emigration also undermines social cohesion and reduces the pool of skilled employees in the workforce. The *Asociación Paraguaya de Enfermeras (APE)* describes the “brain drain” of mostly female nurses to Italy and other countries as “a scourge to the health sector in Paraguay.”<sup>21</sup> There are approximately half a million Paraguayans living abroad and more women than men are emigrating – especially women under 30 from rural areas, and speakers of the indigenous Guaraní language.<sup>22</sup>

Migration is a human right, but there are associated risks, especially for young women. From 2004 to 2008, according to data compiled by the *Mesa Interinstitucional para la Prevención y Combate a la Trata de Personas*, participating government institutions received 84 trafficking cases involving 145 women and girls, and one boy.<sup>23</sup> All cases were for purposes of sexual exploitation, with the exception of one boy and two women who were trafficked for forced labor. Most trafficking survivors are adolescent and young women who are seeking work and were previously unemployed or employed in domestic work or as store clerks.

The concentration of land ownership in the Paraguayan countryside is one of the highest in the world, with 10% of the population controlling 66% of the land. Nearly one-third (30%) of rural people are landless, and 35% of non-titled land is occupied by single women.<sup>24</sup> Smallholder (less than five hectares [ha]) producers face compounding challenges in accessing productive assets and resources such as technical assistance, credit, cooperative membership, technology and transport. A study of 444 small producer farms revealed very low technological training among farming households: 95% of women and 87% of men surveyed had never received training in seed production and use of improved seeds, pests and diseases, fertilizer use, soil conservation and organic agriculture.<sup>25</sup> This reduces the potential for small producers--male and female-- to produce high-value products, increase incomes, and escape poverty.

Agrarian Law 1863/02 Article 2(b) notes the need to “promote women’s access to land and ensure access to land title, credit, and timely technical support.”<sup>26</sup> However, gender stereotypes continue to limit women’s access to agricultural extension and credit, and land titles. From 2000 to 2009, only 33% and 22% of property titles in the Eastern and Western Regions, respectively, were in women’s names.<sup>27</sup> Even though banks recognize that women tend to pay back their loans at a greater rate than men,<sup>28</sup> women are half as likely to be given loans as men.<sup>29</sup> Although there are no data available on the ratio of applications, only 13.4% of women received credit, as compared to 86.5% of men in 2008.<sup>30</sup> A mere 14% of rural women have received technical assistance (compared to 86% of rural men) from the *Dirección de Extensión Agraria (DEAG)*, *Crédito Agrícola de Habilitación (CAH)*, *Banco Nacional de Fomento (BNF)*, and *Fondo Ganadero (FG)*, cooperatives, or NGOs.<sup>31</sup> What technical assistance is provided tends to emphasize women’s roles in the household, perpetuating traditional gender roles in the division of labor.<sup>32</sup>

There is a critical gap in the documentation of gender-differentiated priorities for land use and in decision-making. The Women's Secretariat and Ministry of the Environment are increasing efforts to integrate gender and social inclusion concerns at the national policy level, but their application has been uneven. The inclusion of indigenous peoples (women and men) could be critical to natural resource management and use, especially if Reducing Emissions from Deforestation and Forest Degradation (REDD) and REDD+ projects are considered in future programming (per USAID's December 2010 guidance on REDD+). Indigenous people comprise nearly 2% of the population, and are mainly engaged in agriculture. Convention 169 of the National Constitution protects indigenous rights to use, possess, develop, manage, and control their lands, territories, and natural resources according to their ancestral and customary norms, whether or not they have land title.<sup>33</sup>

## **2. USAID MISSION STRATEGIC PRIORITIES AND ASSOCIATED GENDER ANALYSIS**

This Gender Assessment has been undertaken and structured with USAID/Paraguay's strategic priorities as a starting point. Rather than presenting general descriptions of gender issues, the assessment seeks to identify linkages between gender gaps or issues on the one hand, and the GOP priorities and USAID/Paraguay's potential Development Objectives on the other. The Gender Team's research and analysis are also intended to help guide and inform USAID/Paraguay's development of a new CDCS in 2013. It is expected that the Mission will reduce its program from four Development Objectives (DOs) to two—Economic Growth (EG) and Democracy and Governance (DG)—including some programmatic work on natural resource management (through EG) and some work on healthcare delivery (through DG). Other cross-cutting themes that the Mission seeks to continue and expand in its programming include: corruption, persons with disabilities, public-private partnerships and leveraging, economic inclusion, and procurement reform.

### **2.1. Economic Growth and Sustainable Forest Management**

#### **2.1.1 Strategic Priorities: USAID and GOP**

**USAID Strategic Priorities.** It is understood that one DO will involve the promotion of sustainable and inclusive economic growth, including improved natural resource management. USAID/Paraguay currently focuses on competitiveness and market opportunities to create jobs, increased sales, and incomes for small producers. It supports access to profitable markets, through local Global Development Alliances (GDAs), partnering with private firms to connect small producers to secure export markets, and increased access to finance for small enterprises and agricultural producers. USAID/Paraguay also supports reductions in deforestation and the introduction of alternative practices for sustainable forest management to ensure that the natural resources upon which human lives and livelihoods depend are managed in ways that sustain productivity, economic growth, and a healthy population.

**Government of Paraguay (GOP) Strategic Priorities.** In the Third National Plan for Equal Opportunities Between Women and Men, developed by the Women's Secretariat, priority areas for the Government of Paraguay include promoting equal access of men and women to economic and productive resources, work, and social participation, with an emphasis on rural areas. The

Ministry of Agriculture, with support from the Women’s Secretariat, has created the office of Gender and Rural Youth (Decree No. 1814), as a body responsible for coordinating the activities under the Plan for Equal Opportunities to improve the quality, relevance, and perspective of gender in the agricultural policies of the Ministry of Agriculture. This has resulted in collaborative government policy and program development to promote equal access of women and men to technical training, productive assets, and micro-credit, as well as strengthening committees and producer cooperatives under female leadership with assistance from donors including Food and Agricultural Organization (FAO) and AECID (Spanish Agency for International Development Cooperation). Although these GOP priorities related to gender in the economic growth sector have resulted in more equitable policies, there is still much work to be done to change the institutional environment of the Ministry of Agriculture to fully implement gender-equitable policies throughout all of its programming. At present, much of the technical assistance and programming delivered still support more male producers, while other programming has resulted in small female-focused programs, rather than genuinely integrated efforts.

**Box 4: Creating Indicators that are Gender-Sensitive and Promote Pro-Poor Growth**

Carefully designed performance and program indicators that focus on small female and male producers can promote economic growth that takes individual beneficiaries into consideration. For example, an ACDI/VOCA program that works with retired technical experts who volunteer to provide assistance to cooperatives has recognized the need to revise output indicators focused on sales and volume, and to become more flexible. Where cooperatives and other links along the value chains may not have been performing ideally according to output indicators such as sales and volume, and risked losing further assistance, they may nevertheless have been performing optimally in terms of benefits to smallholder producers.

The GOP has also recently commenced work, with support of the *Secretaría Técnica de Planificación* (Technical Planning Secretariat), the Women’s Secretariat, and AECID, to strengthen the Ministry of Environment’s capacity in gender integration to promote a sustainable environment. The main objective of the Government’s work is to secure equal rights and participation regarding environmental management and to ensure effective participation to integrate gender into the Government of Paraguay’s policy agenda. For the GOP, a specific gender integration priority includes promoting women’s and indigenous peoples’ inclusion in all REDD programming and guidance for Paraguay. The Women’s Secretariat, with support from AECID, is working with indigenous women’s leadership networks to promote education on the environment and water.

### 2.1.2. Gender Gaps

The Gender Team has identified five gender gaps related to potential economic growth activities (including natural resources management). The gender gaps examined are specific to the Paraguayan context and USAID priorities. Without addressing these gaps, USAID will likely diminish the impact of its investment and/or fail to reduce gender inequality. As such, each gap should be considered part of USAID’s strategic planning efforts. For each Gender Gap, examples collected in the field are presented to illustrate the challenges and potential effects.

**EG Gender Gap #1. Agricultural development programs focused on sales volume are less likely to benefit female small farmers and producers because they farm the smallest plots of land.**

A significant challenge to small farmer agricultural development is that to achieve increased incomes and livelihoods, a certain base of knowledge and capital is necessary. Although a Paraguayan woman is more likely to own her home if she is the head of household or have joint title than in other regions of the world, relative to her counterparts in neighboring countries ownership is still low.<sup>34</sup> Furthermore, female heads of rural households are more likely to live in extreme poverty and/or on small farms (less than 5 hectares). These small farmers have three disadvantages that may disproportionately affect women:

- Farmers on small plots are less likely to be able to generate a sustainable livelihood if advanced agricultural techniques are not used (and/or the production is not high value).
- In Paraguay, female heads of household or women of families are less likely to receive agricultural technical assistance that may overcome the inherent challenges of small farmer agricultural development.
- Credit is more difficult to obtain for small farmers.

USAID has experience promoting small farmer agricultural development in Paraguay. However, the evidence base related to the gender gap identified here is incomplete (see EG Gender Gaps 2 and 3). This suggests that the strategy should consider the impact that programs focused on sales volume have on female small farmers.

For instance, the USAID project *Paraguay Productivo* (PyP) focuses on the reactivation of family-run agriculture by connecting small producers with market opportunities via global development alliances. Although PyP seeks to reactivate family-run agriculture and connect families to market opportunities, many of the indicators remain focused on outputs that do not measure impacts on agricultural families and gender relations.<sup>35</sup> By definition, a family-run farm is affected by differences in who does what on the farm. Data are not collected for those farmers participating in the project who might be able to answer some of the questions about the small farmer in Paraguay; for example, the size of the landholding, whether farming is the sole source of income, and additional information about gender roles. The costs associated with collecting these data for beneficiaries in a baseline and endline should not be prohibitive. Other types of data that might be gathered to expand the evidence base even more are job creation (e.g., were beneficiaries previously underemployed or unemployed, male or female, new to the workforce or older), income generation, and how additional income is being spent (by whom, for whom, and for what).<sup>36</sup>

Data that disaggregate sales and income increases to beneficiaries by size of land holding could offer a more useful picture in order to analyze whether small landholders, especially women, are benefiting. This would enable the project to identify the number of female farmers (or male farmers) and size of landholdings (0-5, 5-10, etc., hectares), as well as changes in the amount of sales per year. As indicators are currently structured, the focus on sales and volume may unintentionally incentivize projects to work toward achieving goals that favor large producers, to the detriment of smaller landholders.

**EG Gender Gap #2. Female small producers receive disproportionately less technical assistance than male small producers.**

Sometimes resistance to inclusion of women is based more on strong gender-based stereotypes held by extension workers than the male and female farmers themselves.<sup>37</sup> For example, women are often excluded from receiving technical assistance for agricultural production because technical assistance officers do not view them as economic producers outside the household.<sup>38</sup> This creates disparities between the abilities of female and male producers to obtain the information necessary to increase their production volume and quality, achieve organic certification, access inputs and technology, transport their goods to market, and improve management skills (e.g., for negotiation or securing contracts with private export firms). Only 10% of the 70 technical capacity trainers working directly with PyP are female. In the first project year, approximately 10% of fruit producers attending training events were female, between 8% and 21% of sesame producer trainees were female, and 100% of the cassava producer trainees were male.<sup>39</sup> As farmers and producers, women constitute a significant pillar of the supply base. Though their contributions are often unrecognized or under-valued, women also work as traders, processors, laborers, and entrepreneurs. Constraining productivity in the supplier base causes negative effects throughout the value chain, and reduces opportunities for poverty reduction and economic growth.

While the presence of female extension workers alone will not remove stereotypes that result in female exclusion, it can increase sensitivities in terms of process and approach. In one project area, a female extension worker, after hearing women talk about their roles in the production of stevia, commented that she had assumed women were not participating in certain activities and thus as a practice avoided including women in her outreach, but now realized that women do play a role.<sup>40</sup> One male and one female who provide technical assistance to producers as part of a USAID-funded Moises Bertoni project noted female producers do not work as well with male extension agents, nor do the agents visit farms at times convenient for women. They also noted that although there are more female technical workers entering the agricultural field, many companies do not offer female extension workers attractive work opportunities that are flexible enough to accommodate their reproductive responsibilities, such as caring for their own children, resulting in fewer female extension agents.<sup>41</sup>

There are opportunities to help young women fill this need for female extension agents and correct existing gender stereotypes. Moises Bertoni, with a grant from the Nike Foundation's Girl Effect program, recently began an agricultural school that provides three years of training in technical work such as dairy production, growing vegetables, marketing, and entrepreneurship. Girls who attend this school are expected to return to their communities and become entrepreneurs, extension workers, or enter other agricultural or environmental professions (such as eco-tourism guides).<sup>42</sup>

**EG Gender Gap #3. Women face greater time constraints due to their triple roles as economic actors, caregivers, and community members.**

The roles and responsibilities of women and men, and their relations with one another, affect productivity and household well-being. Women spend more time than men each day in productive and reproductive roles. In families where men migrate, women may also take on additional roles and responsibilities regarding agriculture, and limited social assistance for the



disabled results in additional responsibilities of women, who are typically care providers. Women's heavy workload affects their health, and ultimately their productivity and the amount of time they can dedicate to income-generating activities. Some female micro-entrepreneurs in Emboscada noted that their husbands occasionally help them with their businesses, but that there has not been a change in the assistance they are given to complete household tasks. These women are constrained to productive activities and markets that are close to their homes due to their limited time and mobility.<sup>43</sup>

Labor-saving technologies can help save time in domestic activities and in farm production. Dishwashers, washing machines, and stoves can alleviate the amount of time spent on household responsibilities, allowing women more time to engage in productive activities and income-generation.<sup>44</sup> One USAID beneficiary, a micro-entrepreneur who received credit from *Fundación Paraguaya*, bought a washing machine and uses it to wash other people's clothes, providing her with an income-generating opportunity that is flexible and offers a service to other women in the community by alleviating their time-burdens and allowing them to access other productive activities.<sup>45</sup> Investing in such technologies should be preceded by analysis to determine up-front and recurring (e.g., maintenance, energy) costs as well as cultural or other uptake constraints.<sup>46</sup>

#### **EG Gender Gap #4. The lack of sex-disaggregated data and analysis on how men and women use micro-credit, and the impact of micro-credit on their lives, limits effective design and delivery of lending products.**

Numerous opportunities exist in USAID/Paraguay's portfolio to collect impact data on micro-credit in projects, including the Northern Zone Initiative, *Paraguay Productivo*, and *Fundación Paraguaya*. Without collecting data on the use and impact of the micro-credit, it is difficult to measure the success of micro-credit programs.

For example, *Fundación Paraguaya* conducts a socioeconomic analysis of participating households (5,400 female beneficiaries) before and after receiving credit. This is an ideal opportunity to collect much-needed data on the impacts of micro-credit on intra-household power dynamics, control of resources, decision-making, attitudes on domestic violence, time use, nutrition and education of male and female children, and other quality of life indicators. This



Ranch hands herd cattle in El Chaco, a remote region that is being rapidly deforested for livestock and agricultural production.

kind of data can provide information for micro-credit reform in the country and the design of responsive and responsible lending products that take into account the respective needs of men and women.

One PyP indicator is the number of women who have attended micro-credit training events, which ranges from 11% to 39%. However, the data on the number of credit recipients show that all 2,226 loans in the first project year and 949 in the first quarter of the second year are reported in the man's name alone. It is unclear if the loan is solely in the man's name or only reported that

way, if any female-headed households have benefited from credit, or what the impact of the credit is on families.<sup>47</sup>

**EG Gender Gap #5. Limited knowledge and data on gender-differentiated natural resource management and use (especially information about women's roles and priorities) precludes achievement of social inclusion and poverty reduction.**

The limited knowledge and data on the different ways women and men use natural resources creates a gap for promoting sustainable resource management within a framework of social inclusion and poverty reduction, which has been a focus of USAID/Paraguay programming in environment to date. Men and women have different information and perspectives regarding the value and uses of natural resources. For example, men may value species of trees that have a higher value for timber sales, whereas women often value non-timber forest products, such as food, herbs, and products that they may sell locally. Ensuring that both men and women's uses and interests are included in consultations and decision-making processes may lead them to value and protect different kinds of forest resources more sustainably. Moreover, an opportunity may exist to improve data collection and monitoring through existing efforts with USAID project partners to utilize GIS technology to map gender-differentiated land use activities.

The Women's Secretariat, with the support of other institutions and donors such as AECID, is finalizing a gender integration plan that includes institutional strengthening of national and local governments responsible for natural resource management. This is in line with Paraguay's national REDD Program requirements to include indigenous peoples, and particularly rural women, in decision-making on climate change and bio-diversity programming. The plan promotes active and effective participation of women and men in the implementation of environmental conventions on biodiversity and climate change, inclusion of consideration of gender in the national environmental information system, encouragement of women to be proactive in addressing the environment and enhancement of their participation in formulation of environmental policies.

A USAID-funded project implemented by the Wildlife Conservation Society (WCS) aims to promote production of environmentally friendly beef for markets and establishment of private reserves in the Chaco and Atlantic Forest to complement biodiversity efforts. WCS is currently in the process of piloting projects focusing on sustainable forestry management that helps large ranchers feel more secure by diversifying production and creating new economic opportunities for indigenous people that will reduce conflicts with ranchers, establishing biological corridors, and promoting private conservation approaches in key areas, including ecotourism ventures. Gender is currently not part of the focus of project planning, although there are numerous entry points within the monitoring and evaluation framework and planned GIS mapping activities. Gender analysis could be integrated into the value chain analysis of cattle ranching, eco-tourism industry, assessment of impacts on indigenous community, inclusion of men and women in monitoring activities and biodiversity management, job creation for surrounding poor communities, socio-economic mapping, land ownership, and land usage.<sup>48</sup>

### 2.1.3. Promising Practices and Opportunities

#### **EG Promising Practice # 1. Gender roles are becoming more flexible and fluid, providing opportunities to expand and create more productive and efficient family farms.**

When women and men work in partnership in farms and families they are better able to access technical knowledge to increase the volume and quality of goods. Increasingly, women and men are working together as productive family units producing high value crops, such as fruit, sesame, stevia, cassava, and organic sugar.

As an example from a USAID project, in Caaguazu, male cassava producers receiving technical assistance from PyP to increase the quality and quantity of their production reported that families with both female and male participation double their family farm's income.<sup>49</sup> Even male producers from a more conservative and traditional Mennonite background concluded that both family and farm production are better off economically if women equally receive technical assistance. Nevertheless, at that time none of the active cooperative beneficiaries were female. The male participants suggested that this was because invitations to trainings were extended by men to men. Further, women producers may have felt unwelcome and uncomfortable about participating.<sup>50</sup>

#### **EG Promising Practice #2. Flexible lending practices are increasing the potential to capitalize on women's economic productivity.**

Credit programs in Paraguay are starting to address the gender-based constraints to credit, including the lack of land titles or other forms of collateral, limited mobility or fluency in Spanish language, and uncertainty due to lack of confidence, experience and/or knowledge. For example, the Women's Secretariat has signed an agreement with *Crédito Agrícola de Habilidadación* (CAH) to develop flexible lending lines of credit (up to a \$500 maximum) to women with only an identity card required. When women do not have an identity card, lending officers make house visits to facilitate access.<sup>51</sup> Furthermore, the financial institution, FIELCO (USAID/Paraguay Development Credit Authority's local financial partner), targets women with a micro-credit program and 74% of its clients are women. It does not require a land title to take out a loan (only proof of economic activity), all loan officers speak Guarani, both male and female loan officers receive gender sensitization training, and credit officers receive additional training in self-esteem building, savings, planning/ budgeting, and the environment. It works with a Peace Corps volunteer who assists in providing financial and agricultural education to borrowers. However, many of the loans provided to women are very small (Gs. 150-200 thousand) and used for education or nutrition purposes, rather than for other productive purposes.

Unfortunately, gaps still exist in providing larger loans for women to access inputs for high value productivity, and addressing gender bias in credit procedures.<sup>52</sup> In a credit project financed by the International Fund for Agricultural Development (IFAD) in Northeastern Paraguay, nearly 8,000 women benefited from technical assistance, but only 20% of them received loans, accounting for 13.9% of loan recipients over five project years. In the evaluation of that project, the reasons identified for low female credit included: credit intermediaries (particularly in upper management) were hesitant about lending to women (considering it too risky because of women's limited experience with credit and lack of guarantees); the process of promoting

women's groups and then integrating them into a larger organization to allow access to credit was not as efficient as it could have been; and many women were fearful of borrowing because of their limited experience doing so.<sup>53</sup>

**EG Promising Practice #3. Rural female agriculture producers are forming organizations and associations with support from their communities, enabling them to assume leadership positions and increase their economic potential.**

By organizing themselves collectively into producer associations and engaging in networks, women are overcoming barriers to credit and the high costs of transporting produce to market, assuming leadership and decision-making positions, and increasing their access to technical assistance and training programs. The Food and Agricultural Organization (FAO), with support from Women's Secretariat and Ministry of Agriculture, has piloted the organization and the strengthening of women's organizations in San Pedro, which has enabled women to assume community leadership and decision-making roles and to access credit. Other national efforts carried out by Paraguayan organizations such as *Centro de Documentación y Estudios* (CDE) are seeking to create and strengthen networks of women leaders, such as the *Federación de Mujeres del Paraguay*, through exchanges between women of different organizations among *campesinas* and business women.

As part of Archer Daniels Midland's (ADM) corporate responsibility projects and alliances with USAID/Paraguay under the PyP program, it conducts trainings for small stevia producers. In San Pedro, small female stevia producers organized themselves to benefit from the ADM

technical trainings.<sup>54</sup> Women reported that they have been empowered to access credit and technical trainings through their organization. Before they were organized they had been afraid of participating in technical trainings, but now do so freely. Their involvement in the women's committees has promoted greater organization among women producers of stevia where they feel that they can fully exercise their leadership capabilities. As a result of working with the project their self-esteem has improved and their children's lives have improved. They are now able to send their children to school with lunch, and are no longer missing meals. Today women are more recognized in the community, and they feel that they have shown that they can work together in committees. Their membership and participation in the committees has allowed them to access other services, such as credit and technical assistance.



Committee of female sesame producers participating in a focus group meeting.

**EG Promising Practice #4. Gender integration is improving business productivity and the livelihoods of women and men.**

Private companies are integrating gender with promising results for both business and gender relations. Stevia company GRANULAR, a beneficiary of USAID's *Paraguay Productivo* program, has implemented a company-wide code of conduct on gender equality. It hires women to work in the management and operations of the export business, integrates gender into annual audits, requires 50/50 male/female participation at technical producer trainings, provides assistance to form and strengthen women's organizations so that smaller female land holders can meet land size and credit requirements, and encourages and assists both male and female producers with land titling in order to access credit. As a result, the product volume has increased, and the President believes that stevia picked by women is of higher quality due to the finesse with which women harvest it. Further, men now see women's participation as economically valuable and support them. Women are now earning their own income, which they are using to invest directly into nutrition and education for their children.<sup>55</sup>

In its Cooperative Development Program, ACDI/VOCA utilizes gender criteria to select the cooperatives with which it works, and integrates gender into its action plan. If a cooperative does not agree to fully integrate gender throughout, it is not eligible for technical assistance from ACDI/VOCA. This includes the incorporation of gender-sensitive language and clauses in scopes of work (SOWs) for volunteers, as well as monitoring and evaluation, and requires formation of a women's producer committee within the cooperative.<sup>56</sup> Although it is too early to capture the impact of these measures, a monitoring and evaluation framework is in place to do so.

**EG Promising Practice #5: Shared decision-making (inclusive of women and men) and context-based attention to gender roles and responsibilities is increasing the social and economic resilience of families and communities.**

Greater emphasis is being placed on shared decision-making and improving gender relations between women and men by building mutual respect. The Comité El Progreso (an IZN project, implemented through ACDI/VOCA's cooperative agreement with USAID), is a group of farmers in Belén, Concepción engaged in the production of black honey and processed sugar cane. Although outnumbered by nearly 6 to 1 (17 men and 3 women), women successfully lobbied for support to establish a community bakery to produce on-demand cookies, donuts, cakes, and other products. The bakery currently employs 11 women and 1 man. Shifts are part-time and women have a "partner" so that they also have time to work on other productive activities (such as making *chipa*, homemade cakes, working on their family farm, washing clothes, etc.) The business is not yet profitable, since there has been a year-long learning curve in which participants have developed skills in entrepreneurship, marketing, and quality control. The committee members noted, however, that their families migrate less often, nutrition has improved, and children are better cared for since they spend less time alone and have more time to study. Because of the family-oriented nature of the business, women and men are sharing reproductive and productive responsibilities.<sup>57</sup>

The committee and the bakery illustrate several promising practices. First, the projects started with a committee where women were included as decision-makers – in a mixed committee of men and women – to determine the allocation of community resources. The process is

important, as women and men learn to relate to one another as peer leaders, and to respect one another's knowledge and perspectives. Second, the resulting business of a bakery illustrates the value of gender analysis – to recognize the respective roles and responsibilities of women and men, and to structure the business activities to enable the women to continue their home or family-related activities while engaged in income-generating activities. Third, the results demonstrate the value of engaging women *with men* to achieve development results beyond income – relating to migration, nutrition, and children's schooling. Finally, both the committee and the results of the bakery contribute to positive gender relations and gender equality – which lays the foundation for more collaborative and resilient families and communities.

#### **2.1.4. Recommendations for Economic Growth Programming (including sustainable forestry management)**

The purpose of this gender assessment is to provide targeted recommendations, based on data gathered regarding gender gaps in Paraguay, for strengthening the Mission's future DOs. As presented above, the assessment team's research revealed gender-related issues that pose obstacles to economic growth and natural resource management. However, gender-related opportunities also exist that may promote sectoral accomplishments.

The Gender Team based its analysis on the expectation that the Mission will focus on improving economic growth, jobs and incomes, as well as improved management of natural resources, particularly forests. The Intermediate Results to be developed under an Economic Growth Development Objective will most likely entail supporting greater agricultural productivity, increased access to finance for small enterprises, and strategies for reducing deforestation.

This section focuses on DOs relating to economic growth. The following recommendations identify gender-related obstacles or opportunities to inform the IRs and in particular prioritize actions to redress those obstacles that may impede the results from being achieved. Each recommendation includes potential supporting strategies and/or activities that promote gender equality and women's empowerment.

#### **EG Recommendation 1: To Achieve More Inclusive Economic Growth— *USAID/Paraguay's Development Objective Should Explicitly Address Poverty Reduction***

Inadvertently, a stated focus on economic growth and indicators, such as increased sales, has had the unintended negative impact of limiting inclusion of small producers, of whom a major percentage are women. More explicit commitments to ensuring women's contributions to poverty reduction, increasing household incomes, and enhancing productivity will strengthen the likelihood of achieving a future economic growth development objective. Actions might include:

- Setting expectations for women's participation within a results framework;
- Ensuring that all performance, program, and project indicators provide incentives to focus on rural poverty reduction and positive impacts of rural female and male small producers; and
- Including gender considerations and expectations within all procurement documents and scopes of work.

**EG Recommendation 2: To Improve Productivity and Increase Incomes among the Poor—Collect and Analyze Sex-disaggregated Data (and correlate these data by characteristics, such as size of land holdings, age, and ethnicity)**

Information gaps result in decisions that fail to account for differences of needs and contributions—whether decisions relate to program design or resource allocation. It is not sufficient to collect sex-disaggregated data for outputs (persons trained). A good dataset is critical for understanding differences in roles, access, and participation, among others. Without knowing who gains access to productive assets such as credit, land or technical assistance, it is not possible to target resources toward those whose needs are great or whose potential to use those assets would reap the greatest benefits in terms of poverty reduction. Inefficiencies result from mistargeting resources, or by failing to include those who may utilize them for the greatest impact. Such factors as access and participation cannot be ensured without data; and impacts cannot be optimized without ensuring effective access and participation. Therefore, it is recommended that USAID/Paraguay:

- Conduct gender analysis within all value chain studies to identify where men and women are productive, and choose some high value chains that are well harmonized with domestic responsibilities (such as stevia, sesame, fruit, and dairy).
- Collect and analyze data on the use and impact of micro-credit on women and men to inform design of appropriately designed lending products.

Knowing and measuring impacts on poor people, and understanding poverty reduction, requires the collection and analysis of good data. It is important to measure impacts of projects on the quality of life (nutrition, health and sexual and reproductive health, decision-making and time-use within households, education, incomes and control over incomes, spending in the community, etc.) of female and male small producers, while also disaggregating by age and ethnicity.

This recommendation would align USAID and GOP strategies and resources regarding data collection. That is, it would fall in line with the broader USAID policy of evidence-based work and evaluation, while also supporting GOP efforts to improve statistics collection, especially on key issues such as violence against women and maternal and child health. There may be opportunities to work with the newly-created Gender Unit at the national Department of Statistics, and to continue supporting the Ministry of Health's data collection. The FAO specialist working with the Women's Secretariat is focused on data collection and analysis; and the Department of Statistics, with its plans to include time-use data within the 2012 census, is an able partner. USAID/Paraguay should consider inviting representatives from the Women's Secretariat and FAO to discuss their gender-related work and/or have them give a presentation or workshop focused on gender-related monitoring and evaluation (M&E) lessons learned to USAID's EG team.

**EG Recommendation 3: To Expand the Range of Economic Actors (including but not limited to women and young men and women), who Contribute to Poverty Reduction—Promote Equitable and Effective Access to, Use of and Decision-making over Productive Assets**

Gender analyses reveal a variety of instances where technical assistance or inputs do not reach women, and others who need them. In terms of sustainable economic growth or poverty

reduction, there are inefficiencies and lost opportunities when people with talent do not have access to resources needed to improve their livelihoods and well-being and that of their families. The following are examples of what may be done within agricultural or economic growth programs:

- Target technical assistance to small producers (less than 5 ha of land), ensuring effective access for women, relating to inputs, technology, and certification, while integrating training to improve quality of life (e.g., nutrition, sanitation, reproductive health).
- Provide information to women and men on land rights, along with information and referrals to paralegal assistance to secure land titles.
- Identify and reduce barriers to credit for female and male small producers, such as allowing flexibility in loan requirements (e.g., not requiring land title).
- Increase cooperative productivity and incomes by leveraging and enhancing the unique expertise and leadership skills of female producers by introducing female membership and leadership quotas, gender training for male and female cooperative leaders and members, and business management and negotiation training for women.
- Promote training for female agricultural extension agents by recruiting from universities and providing flexible work arrangements that accommodate domestic duties of female agricultural extension agents.
- Provide gender training for male and female agricultural extension agents, loan officers, and other technical staff working with male and female producers (including add-on training re: health, sexual and reproductive health, domestic violence, decision-making, time-use, nutrition, land rights, confidence, etc.).
- Work with USAID's partners, the GOP, other donors and communities to identify creative solutions to alleviate time burdens of domestic responsibilities that restrict the ability of female producers to generate incomes for families and communities (e.g., rotating child care and food preparation responsibility; and cooperative funds investment in on-site child care during meetings/ nutritious meal service for cooperative families).
- Integrate family workshops into technical assistance trainings to sensitize younger and older men and women to respect one another's productive and reproductive roles, including issues such as sexual and reproductive health and gender-based violence.

In terms of national resources for implementing this recommendation, the Women's Secretariat, FAO, CDE, and Environmental Management for Sustainable Development (GEAM) are already training and organizing women in *campesino* organizations across the country. In its agricultural/economic development projects, USAID/Paraguay could seek to involve women leaders and those who have already benefited from training, as key actors to ensure women's participation.

#### **EG Recommendation 4: To Ensure the Engagement and Effective Participation of Women and Youth in Agriculture and Economic Activities—Address Gender-based Stereotypes and Biases within Extension Services and Communications**

Gender-based stereotypes and the messages absorbed by young women and men alike present a particular challenge to ensuring contributions of women to agricultural productivity and economic opportunities in Paraguay. Often with good intentions, sometimes the extension workers and field staff working with young men and women reinforce traditional stereotypes. This poses a threat to the sustainability of inclusive economic and agricultural activities.



The value of gender-awareness training, as recommended above, is also in ensuring that the next generation feels welcomed, encouraged and empowered to participate in the economy – in every sector and at every level. Messaging for young people—both traditional and social media—is important. USAID is already utilizing Twitter and other social media. Including a strategy for breaking down gender stereotypes as part of its communication strategy could help to reinforce a gender transformation agenda. Among the key messages is to: avoid gender stereotypes when highlighting women’s achievements (such as the example of the award for head of the class of the police academy); ensure that activities referenced are not absent a gender analysis (particularly in value chains); and replace “women’s projects” with breaking down gender barriers to development. If USAID, through its own programs or in conjunction with other USG work or other donors, has opportunities to support a program of communicating positive messages to young women and men, and encouraging young women's full participation, that would make a significant contribution to the sustainability aims of USAID economic growth investments.

### **EG Recommendation 5: To Improve Forest Management—*Improve Understanding of Land Use***

Reducing deforestation, managing forests and protecting natural resources depend not only on the cooperation of local people, but also on their contributions. From former conservation practices that regarded people as the problem, there is now widespread recognition that local people must help to identify and provide the solutions. Different people, based on gender as well as other factors, relate to and depend on land in different ways. There are opportunities to improve the immediate and long-term impacts of work by USAID's partners by gaining greater understanding of women’s and men's perspectives, knowledge, and use land. The following are opportunities to improve forest management:

- GIS mapping activities are underway. There is a timely and potentially very powerful opportunity to integrate collection of data on how men and women use land into those activities – including mapping different uses of forests and natural resources in priority biological corridors, disaggregated by age and ethnicity.
- One tool for promoting natural resource management is passage of laws related to forestry, climate change, water, and land use. Yet absent widespread and expensive enforcement mechanisms, the effectiveness of most laws requires that the people expected to comply both know of the laws and agree with them. This, too, has gender dimensions: whether women know of the laws, and how they may either resist them if they interfere with their livelihoods, or support them if consistent with their perspectives on the future value of natural resources. Consultation is less costly and often more effective than enforcement – but must be targeted to women as well as men (and young people as well as old).
- Beyond consultation, compliance with protective measures or laws often depends on incentives. One way to engage the support of women (as well as men) is to identify their productive activities that are consistent with sustainable forestry management and link them with further income-generating opportunities and markets – thereby meeting economic growth and poverty reduction objectives as well.

USAID may want to seek partnerships with women leaders from national networks to foster female leadership in project areas where agriculture and environmental projects are being

implemented. This may include both female farmers and indigenous women living in El Chaco. AECID, and *Acción Contra el Hambre* are working to strengthen networks of indigenous female leaders, including in El Chaco, which is a priority area for natural resource management (NRM) projects with USAID.

### 2.1.5. Illustrative Intermediate Results and Indicators for Economic Growth Programming (including sustainable forestry management)

Table 1 presents potential results and indicators based on the recommendations made in the previous section. The numbering of the results is indicative and will depend entirely on the definition of the Development Objectives and Intermediate Results. In some cases the results included in Table 1 may be sub-intermediate results.

**Table 1: Potential Results and Indicators (Output and Outcome): Economic Growth**

*\*Denotes Use of a USAID Standard Indicator*

Result	Output Indicators	Outcome Indicators
IR[#1]: Attention to women's access to, use of, and control over productive assets increased through support for improved agricultural productivity and competitiveness.	<ul style="list-style-type: none"> <li>--Proportion of female participants in USG-assisted programs designed to increase access to productive economic resources (assets, credit, income or employment)*</li> <li>--Number of focused training sessions for women farmers</li> <li>--Number of gender-trained male and female extension workers</li> <li>--Specialized credit resources created (Y/N)</li> <li>--Gender analyses of value chains conducted (Y/N)</li> </ul>	<ul style="list-style-type: none"> <li>--Proportion of women producing and selling agriculture products</li> <li>--Proportion of incomes of men and women from poorest households (less than 5 hectares, 5-15 hectares)</li> <li>--Proportion of women making decisions in household and on farm</li> </ul>
R[#2]: Collection and analysis of sex-disaggregated data for agricultural and natural resource management policies strengthened.	<ul style="list-style-type: none"> <li>--Comprehensive sex-disaggregated baselines and data collected by USAID partners (Y/N)</li> <li>--Analyses produced that identify need for targeting or modifications (Y/N)</li> </ul>	Same as above
R[#3]: Women and young men and women's access to, use of, and decision-making power over productive assets increased <i>[consolidation of recommendation number 3 and 4]</i>	<ul style="list-style-type: none"> <li>--Number of young women and men trained in agricultural or economic opportunities.</li> <li>--Gender-sensitive training of extension agents and project staff (Y/N)</li> <li>--Media pieces featuring role models of women in business or agriculture increased (Y/N)</li> </ul>	<ul style="list-style-type: none"> <li>--Migration of young women</li> <li>--Proportion reporting increased agreement with the concept that males and females should have equal access to social, economic, and political opportunities.*</li> <li>--Young rural families benefitting from production/incomes of husbands and wives (e.g., increased consumption of nutritious foods).</li> </ul>

Result	Output Indicators	Outcome Indicators
R[#4]: Understanding of how men and women perceive, value and use their land enhanced	--GIS maps with disaggregated data regarding land usage available (Y/N) --Focus group reports regarding women's use of trees and plants (Y/N)	--Income-generating opportunities by women and men, disaggregated by age and ethnicity

## 2.2. Democracy and Governance, Incorporating Government Delivery of Health Services

### 2.2.1. Strategic Priorities: USAID and GOP

**USAID Strategic Priorities.** USAID/Paraguay staff plan to continue strengthening government services and capacity to respond to citizens' needs. This will likely involve: 1) working to increase transparency and impartiality in the justice sector and professionalization of the judicial system; 2) enhancing government capacity to improve management systems and increasing government effectiveness to reduce corruption; 3) strengthening civil society capacity to demand public sector accountability, supporting civil society organization alliances and enhancing their interaction with the GOP; and 4) improving medical service delivery by the public health system in hard-to-reach rural priority districts.

Given budget reductions, USAID/Paraguay was instructed to graduate several of its long-standing sexual and reproductive health programs and to continue working to strengthen governmental health services under the umbrella of the Democracy and Governance DO. It will most likely focus on expanding services to rural areas through its highly effective decentralization model, improving skills for provision of maternal and neonatal services and integrating disease surveillance response and increasing control capacity.

**Government of Paraguay Priorities.** In the Third Plan for Equal Opportunities developed by the Women's Secretariat, priority areas for the GOP relevant to the DG sector include equal rights for men and women; effective decentralization; social participation; and equal opportunities. Other priority areas of the Plan, related to health, are the right to lead a life free of violence; comprehensive health care; and health and sustainability. These priorities are also reflected in the GOP's sixth periodic report to CEDAW (2011), which focuses on gender policies, reducing inequalities, violence against women, and women's participation in decision-making.

As both a legal and health issue, the GOP has sought to improve the response to domestic violence. In partnership with the Ministry of Health, the GOP has provided free health care for cases of domestic violence and sexual violence, medical supplies and equipment for vulnerable populations, and opportunities for discussion and joint commitment of inter-agency issues (such as the prevention of sexually transmitted infections [STIs] and AIDS). It has also launched a national program for prevention and comprehensive assistance to women, children and adolescents facing gender-based violence, domestic and family violence (2010-2015). The Women's Secretariat has expressed the need to strengthen the Justices of the Peace in terms of equipment, training and ability to collect statistics on domestic violence. Regarding the latter, in December 2010 the Inter-institutional Committee for the Prevention, Sanction and Eradication of

Violence Against Women (which is coordinated by the Women's Secretariat and includes the participation of the national police, Office of the Public Prosecutor, and Justices of the Peace, among others), began to build a system of public data collection on this issue in collaboration with the Department of Statistics (*Registro Unificado de Servicios Públicos Brindados a Mujeres Víctimas de Violencia Basada en Género, doméstica e intrafamiliar*, or RUVIG).<sup>58</sup> As an issue, this links directly with efforts to increase transparency and impartiality in the justice sector, and to improve government health services.

Other priorities of the GOP, as expressed through its MCC Threshold Program, are improving the health system (both quality and access), fighting corruption, as well as strengthening the rule of law and the justice and law enforcement sectors in general.

Efforts are underway to improve the production of gender-sensitive statistics at the GOP Department of Statistics, which recently issued an Institutional Resolution to create a Gender Unit under Statistics Planning and Coordination. This unit, working in coordination with the Women's Secretariat, will be in charge of responding to the demand for improved gender statistics from different agencies.

Finally, the *Ministerio de Hacienda's* Social Economy Unit, for the first time in history, has sent a clear message regarding the need to include a gender perspective in public budgeting processes. This priority has been laid out in the 2012 *Directrices para la Elaboración del Presupuesto General de Gastos de la Nación*. The Minister of Women, in her October 5, 2011 address to the CEDAW committee, stated that this measure will enable the GOP to identify in measuring the results of public policies what impact public expenditure has had on women's lives.<sup>59</sup>

### **2.2.2. Gender Gaps**

The Gender Team has identified five gender gaps that perpetuate gender stereotyping, or bias or discrimination in democratic governance in Paraguay. For each Gender Gap presented in this section, examples collected in the field are presented to illustrate the challenges and potential effects of these gaps.

#### **DG Gender Gap #1. The justice system lacks capacity to respond to women's domestic violence complaints.**

Domestic violence is the principal complaint filed with Justices of the Peace, but access to justice for victims/survivors is often limited. While some progress has been made in this regard, several needs assessments by CLADEM have shown that there are still discriminatory practices, "re-victimization" and numerous other obstacles to efficient and effective justice for survivors of GBV. "Re-victimization" occurs when a woman who is attempting to press charges through the justice system suffers secondary victimization through a lack of privacy while relating her story. This denies the survivor her right to complete information on procedures to be followed, interrogations that blame the survivor, lack of support services, and sometimes even the publication of charges in the press, which can lead to further violence.<sup>60</sup>

Other obstacles to female domestic violence survivors' access to justice include: lack of training of judicial clerks, judges, and other personnel on domestic violence, women's lack of resources

to hire a lawyer, and slow and inefficient assistance.<sup>61</sup> CLADEM assessments also show that there has been misuse of provisions for reconciliation, which many experts suggest should not be used in domestic violence cases, and expiration clauses, in order to dismiss domestic violence cases. There has also been a lack of application of principles such as “in dubio pro survivor” (establishing extra concern for the person who is injured, and lowering the standard of proof to what would be more common in civil cases, or “preponderance of the evidence”), expediency, immediacy, and services free of cost.

Specific efforts are needed to continue strengthening domestic violence survivors’ access to justice, especially through training and technical assistance to judges in the interior of the country – where services for survivors are almost non-existent and some judges are known to “send the women home to make up with their husbands” instead of formally registering the complaint.<sup>62</sup> USAID/Paraguay’s efforts to separate administrative from judicial functions to improve the efficiency of the judiciary may include the proper collection of statistical records, in line with efforts being promoted at a national level by the Women’s Secretariat.

**DG Gender Gap #2: Without sex-disaggregated data and analysis, the GOP's ministries and entities responsible for delivering services cannot target their resources properly – whether to women or men, boys or girls.**

Within the public health system, there are weaknesses – now subject to some national efforts – in data collection that impede service providers’ ability to diagnose and refer cases. For example, in the Ministry of Health, survivors of physical violence’s wounds are recorded as “lesions from external cause.”<sup>63</sup> This not only fails to identify the “external cause” as domestic violence, and leaves no statistical record, but also effectively absolves the public health system of intervening further to refer the survivor to legal or counseling services, where available. Opportunities to address these issues may exist by working with service providers on maternal health care and disease surveillance response, to promote a culture of diagnosis and shared inter-institutional responsibility for assisting the survivor.

Other government entities that require sex-disaggregated data collection include the Women’s Secretariat, Judiciary and IMPRO (the GOP entity that addresses disability issues). The Women’s Secretariat has noted the need to collect sex-disaggregated data on who is receiving technical assistance (microcredit, women’s organizations, agricultural technical assistance, etc.) in order to identify gaps and better target resources.<sup>64</sup> There are also important gaps in information on women’s and men’s access to justice, as the Judiciary does not systematically collect sex-disaggregated information according to type of complaint. Finally, the IMPRO collects information on disability, but not necessarily from a gender perspective. Should these gaps be addressed, not only would it improve government entities’ ability to target scarce resources, it would be consistent with the broader USAID policy of evidence-based work and evaluation.

**DG Gender Gap # 3. Gender-based segmentation in public sector institutions inhibits the GOP's capacity to respond to women’s needs and fight corruption.**

Women’s employment and participation in society tends to be concentrated in public institutions and organizations that are more closely associated with women’s traditional gender roles. For example, there are many more women involved in the Ministry of Health – and local health

councils – than in other areas, such as the cadastral system. USAID partner *Gestión Ambiental para el Desarrollo Sustentable* (GEAM), which is working to promote transparency through improved information sharing in the cadastral system, has noted the need to promote women’s participation in the *Servicio Nacional de Catastro*. Currently, there is only one woman in the working teams, and only men in the government team. GEAM points out that the government entities where women’s participation is most scarce are Ministry of Finance and the Cadastre Service.<sup>65</sup> While data on specific numbers are not available, USAID implementing partners suggest that the lack of women’s participation in these areas affects ministries’ responsiveness – or lack thereof – to women’s needs.

Gender segmentation can have important consequences. The cadastre does not currently collect any information on who owns land, but rather focuses exclusively on the geographic demarcation of property. This is a critical gender gap, since it makes sex-disaggregated information on land-titling nearly impossible to collect. The Ministry of Finance has traditionally been among the most male-dominated government institutions. However, when a well-known feminist assumed a decision-making role in the Ministry she helped convince it to issue a directive on gender-inclusive budgeting – the first clear measure this Ministry had taken in support of gender equality.

Lack of women’s participation is also a missed opportunity to fight corruption. When institutions are dominated by an “in-group,” corruption may be reinforced through cronyism. Where there is greater gender balance, it may be more difficult to maintain such a code of silence, thereby breaking the insularity that breeds both corruption and complicity. Institutional cultures that promote inclusion are more likely to enable whistle blowing where corrupt practices occur.

Second, the biases of government officials and civil servants (as perceived by female citizens and women’s organizations, but not statistically documented) – prevent them from gathering critical information, analyzing it for the good of all citizens, and rendering services for all.

**DG Gender Gap # 4. Women disproportionately assume more supportive and auxiliary roles and fewer decision-making positions, which reduces their voice and the responsiveness of public institutions and civil society organizations to their needs.**

While women’s participation in public life in Paraguay has been on the rise, there are marked differences in the quality of their participation that may affect their ability to promote improved accountability and effectiveness in the institutions and organizations (see Box 5). In civil society organizations, women are more concentrated in religious and educational entities than in communal organizations, cooperatives, labor unions, or civic organizations. They are also more commonly involved in routine functions such as attending meetings, carrying out tasks and attending public functions, rather than holding decision-making positions and voting on important issues.<sup>66</sup>

In public institutions, more women assume supportive roles, such as secretaries and Human Resources (HR) staff than managers and higher-level decision-makers. This varies according to the institution, but is generally true. In the Civil Service Secretariat (SFP), GEAM has recognized that HR – which they see as a key area to modernizing the Ministry and

implementing the Inclusion Policy – has been designated a feminized administrative area, since it involves human relations and “taking care of people.” It is also indicative of a lack of real concern on the part of management, as it is considered an area of lesser importance. GEAM is working to reposition HR within the Ministry so it has greater influence, and its contribution to the institution becomes more visible. They have been training the female HR personnel to empower them to assume a greater role within the institution and have a greater impact on its functioning as a whole (on the premise that they can really drive its modernization, through the application of new hiring standards, etc.). Unfortunately, they have encountered resistance from senior men who assert that the current (female) staff are not suited for the new, revamped responsibilities assigned to them.<sup>67</sup>

**Box 5: Quality of Women’s Participation as Key Component to Improving Democratic Governance**

“Participation does not only involve getting organized as part of civil society, having the capacity to be critical and make proposals, and affecting public programs, but also the effective inclusion of social actors in the political system, in the representation and adoption of decisions. In this way inclusion becomes a key component. In this context, the inclusion of women in spaces of public power on equal footing with men is one of the goals for improving the quality of democracy, and consequently, democratic governance” (Bareiro et al 2004: 16).

Further, as the Women’s Secretariat points out, women who are organized, and especially those assigned decision-making authority, tend to have increased decision-making power in their households and a lower incidence of domestic violence<sup>68</sup>.

**DG Gender Gap #5. GOP health policies tend to regard sexual and reproductive health (SRH) as only a women's issue – thereby failing to reach men in health service delivery.**

Just as some government policies and practices may presuppose a male model and tend to work predominantly with men, there are other situations that pose the opposite problem. The GOP approach to sexual and reproductive health reflects a traditional attitude that regards health issues, information and responsibility as entirely involving women. While efforts to ensure women’s access to family planning, and maternal and neonatal care have been quite successful in Paraguay, a gender-based constraint noted by health project implementing partners (such as John Snow, Jhpiego, and Abt Associates) is the lack of engagement with men, especially young men. As examples from around the world suggest, this results in policies and services that do not achieve the best results for women, children and their families.

Under a study of the Ministry of Health, with the support of Engender Health and financed by USAID/Paraguay, CEPEP was retained to carry out focus groups with male users and non-users of contraceptives, and female health system patrons and health service providers.<sup>69</sup> Its findings confirm the need to design reproductive health services for men, tailored to their preferences (male doctors, discreet locations), and included in a national program. Currently, a similar study is underway in the SHOPS (Abt Associates) project, which could provide more recent insight into young males’ perceptions and needs.

While this tendency has been recognized widely, and was identified in the 2005 USAID/Paraguay gender assessment, little progress has been made to effectively extend SRH

services to males, beyond the incorporation of gender-inclusive images in IEC materials. MCHIP project implementers (Jhpiego) noted that even the names of the health installations – such as *Sala Materno-Infantil* – exclude men by definition. In many public hospitals, fathers are not allowed to accompany their spouses in the room during childbirth. Many men’s understanding of and responsibility for family planning, and especially permanent methods such as vasectomy, are quite limited.<sup>70</sup> Despite these constraints, men continue to hold considerable sway over their partners’ decision-making and use of sexual and reproductive health services. This underscores the need to design services that specifically seek to engage men both individually and as partners of the women who have traditionally received services. Lack of paternal responsibility, which could be addressed through targeted reproductive health programs and sexual education, is also a key gender-based constraint that has a direct impact on the number of female-headed households and women’s poverty in Paraguay.

### **2.2.3. Promising Practices and Opportunities**

#### **DG Promising Practice #1. Strengthening the judiciary and the justice system’s response to domestic violence is a tool to build rule of law.**

Responding effectively to domestic violence concerns can strengthen both the judiciary and the justice system, improving the rule of law and accountability between government and citizens. USAID implementing partners *Centro de Estudios Judiciales* (CEJ),<sup>71</sup> in collaboration with *Centro de Información y Recursos para el Desarrollo* (CIRD), applied an evidence based approach to understanding weaknesses within the justice system. Data and analysis of complaints to Justices of the Peace (JPs), revealed a high prevalence of domestic violence, and failure to implement protocols for assistance. They decided to strengthen judges’ capacity in this area, addressing it as a strategic gender issue and strengthening the rule of law (as well as achieving project results). This demonstrates both the importance of data collection and the ways in which strategic issues can be selected for attention to promote access by the most marginalized and contribute to the overall strengthening of the entire justice system. When CEJ<sup>72</sup> opened a model “Casa de Justicia” at the department’s offices in San Pedro to increase public access to information, women were the beneficiaries of legal advice and conflict mediation at the center. Many of these women specifically sought information regarding domestic violence. In response, the CEJ refocused training on domestic violence, strengthening both beneficiaries’ demand for services and JPs’ capacity for delivery.

Another promising practice to continue and build upon is USAID/Paraguay’s support for the Observatory for Justice and Gender in the Judiciary, through which the Mission has worked to train judicial staff of the Disciplinary Office, the Internal Audit Office, and the Complaints Office/Superintendence on gender issues. This is needed given that many of the cases filed involve domestic violence and other gender-based abuses.

#### **DG Promising Practice #2. Incorporating a gender perspective into organizational strengthening and reform efforts.**

Organizations are building capacity to integrate gender into their efforts to improve efficacy and results. Such measures include the adoption of internal gender policies, collection and analysis of sex-disaggregated data, promoting gender budgeting and evaluation, and quotas and affirmative actions deemed necessary to redress historic inequalities.



The Paraguayan organization Fundación Saraki, which has received a small USAID/Paraguay grant, works on effective labor inclusion for persons with disabilities. The foundation has participated in gender training and subsequently developed its internal gender policy. Beyond just collecting sex-disaggregated information on men and women's participation in its programming, Saraki has analyzed these data to try to understand who is working on disability issues, and how. It found that 80% of family members of persons with a disability who were participating in its activities are women, providing evidence of women's gendered role as caretaker/giver; whereas the participation of persons with a disability is split 50/50. It has begun to take measures to link its gender analysis with programmatic actions, ensuring equal access of men and women, in a dedicated and systematic fashion, and adjusting meeting schedules to accommodate women caretakers. This institutional effort most likely stems from Saraki's prior sensitivity to exclusion issues and familiarity with mainstreaming required when thinking strategically about inclusion of persons with a disability.

USAID implementing partner GEAM is working to eliminate gender discrimination in order to achieve good governance and management reform. To reverse the ingrained trend of nepotism in hiring of public servants, an Index of Public Management (*Indice de Gestion Publica* or IGP) has been created to measure the human resources practices of the Civil Service Secretariat (SFP). This index takes into account various management sub-systems, looking at factors such as how the personnel were hired and what training they have received, and inspecting gender-sensitive information such as salary equity, internal promotion practices, and equal opportunity to be hired. When determining criteria to include in the index, GEAM was careful to include measurement of the application of existing policies, such as a non-discrimination/inclusion policy that involves not just gender, but also language and disability. Following the application of the index, improvement plans will be generated for 25 public institutions, in order to provide focused technical assistance aimed at the gaps discovered through the index. Such practices are innovative insofar as they increase equal opportunities to participate in public service, while paying attention to gender and other forms of discrimination in order to promote transparency, accountability and increased effectiveness of public institutions.

Finally, tasking civil society organizations and local governments with conducting gender analysis can support gender integration. For example, USAID/Paraguay partner *Semillas para la Democracia* recently issued a call for proposals to strengthen smaller civil society organizations (CSOs), and explicitly tasked applicants with incorporating a gender perspective into project design. Other opportunities such as this exist (see Recommendations). An opportunity to do the same may exist in the Local Development Fund that GEAM is currently designing. This fund originated from royalties that the GOP receives from selling hydroelectric power from the Itaipu Bi-national dam to Brazil. In theory it is made available to municipalities for infrastructure and social development projects. Fund design could require that proposals include gender considerations and priority ideas or lines of action that are aligned with the Third National Plan for Equal Opportunities between Women and Men (2008-2017). One key priority of this policy is increasing women's access to economic resources and work. This, in addition to being a shared priority of the Women's Secretariat and USAID/Paraguay, would contribute to stemming women's need to migrate.

### **DG Promising Practice #3. Securing women’s representation and increasing the responsiveness of local health systems to women’s needs and use of public health centers.**

Decentralization of healthcare has benefited from health councils at the local, departmental and national levels, of which the most innovative has been the Local Health Councils, many of which benefit from USAID support.<sup>73</sup> This entity makes decisions about what is needed at the local level (supplies, repairs, etc.) in order to improve system responsiveness and service delivery.

The practice of establishing clear criteria for representation, in addition to women’s traditionally greater involvement in the health sector, has resulted in high participation rates of women on health councils. Program data suggest<sup>74</sup> that this emphasis has played a key part in achieving dramatic increases in the use of the public health system, especially for women’s reproductive health. A key part of CIRD’s efforts to strengthen the local health councils has been a focus on promoting good governance practices, especially transparency in determining how and who is to participate, so as to avoid male-dominated cronyism common in local rural areas. In addition, sexual and reproductive health needs are taken into account during the needs assessment and local health plan phases, to ensure the availability of medicines and supplies in the social pharmacies. The increased availability, in turn, has encouraged women to use the public health system, given that the program requires that patients first visit a health center to obtain a prescription. If the prescription is not available through the public system, they can buy it at low cost at the social pharmacy.

### **DG Promising Practice #4. Increasing collaboration to improve medical supply distribution and women’s access to contraceptives.**

Social oversight of public services and collaboration across sectors and links in supply chains are helping to improve medical supply distribution and women’s access to contraceptives. These efforts are improving general health services, and provide an effective model of decentralization for other countries.

The DAIA (*Distribución Asegurada de Insumos Anticonceptivos*) contraceptive committee has existed for the last six or seven years, and is a small, motivated committee that includes the Institute of Social Services (IPS), Ministry of Health, CEPEP, private sector pharmaceutical associations, and donors. The committee is a multi-sectoral body that makes sure that each entity involved in the supply chain fulfills its role. The affiliation of each type of member creates a sense of ownership and accountability whereby a private sector distributor of contraceptives may coordinate with international donors to ensure that donations are available in health centers, but not private pharmacies, so as not to create disincentives to suppliers.

As a model, this USAID/Paraguay-supported activity is an excellent example of social oversight of public services, in collaboration with public and private actors, and has led to significant improvements in distribution. This includes the Ministry of Health agreeing by resolution to extend the limit on distribution amounts from two oral contraceptive cycles to six at a time, and 10 condoms to 60. This type of achievement was possible because of a committee that has much more validity than any individual contractor.<sup>75</sup> IPS authorities are now “on board” after participating in DAIA, and have established their own FP program. They are dedicating budget

funds to the purchase of contraceptives, and plan to amend the law to allow for importation of contraceptives as well.

To continue to build on this experience, an opportunity may exist to expand the DAIA committee's functions from a narrow focus on securing family planning (FP) supplies, to initiate discussion of SRH services more broadly in order to compensate for the now-defunct *Consejo Nacional de Salud Sexual y Reproductiva*. The committee may consider incorporating former members of the Council, such as women's and feminist organizations, and distinguish between full members and guest members, in order to remain agile and functional (rather than too large, which can stymie progress).

#### **2.2.4. Recommendations for Democracy and Governance and Incorporating Government Delivery of Health Services Programming**

The Mission's DG DO is likely to target the government's capacity to respond to citizens' needs through improved service delivery. The intermediate results for achieving such a DO may entail improving professionalization and impartiality in government, particularly within the justice sector; reducing corruption; enhancing service delivery, particularly healthcare; and strengthening citizen capacity to demand effective services and accountability.

The following four recommendations suggest ways to enhance achievement of the DG objective by more effectively stating and programming the intermediate results. Each recommendation includes potential supporting strategies and/or activities that promote gender equality and women's empowerment.

#### **DG Recommendation 1: To Strengthen Impartiality and Professionalism—Redress Gender Biases through Concrete Actions within Existing and Future Initiatives**

The impartiality and professionalism of public servants in government requires an ability to recognize colleagues and citizens as having equal value irrespective of sex, age, disability, or ethnicity. This means developing a culture of respectful relations. In Paraguay, in order for men and women within government ministries and offices to be professional and effective, they must work collaboratively. For them to deliver services effectively and efficiently, they must relate to all citizens of Paraguay in a respectful manner. Failure to address gender discrimination in government will be a failure to achieve professionalism and impartiality.

Addressing gender bias not only benefits women, but also models a new culture and attitudes for all demographic groups, such as young people, rural residents, or persons with disabilities. While redressing gender biases is a long-term effort, several measures can be taken in the shorter term to institutionalize and enforce gender equality in public service as a means to change cultural norms. These may include:

- Supporting national efforts on domestic violence by integrating domestic violence assistance training throughout capacity-building of both Judicial System and Public Health System employees, and improving statistics collection at Justices of the Peace and at local, regional and national Health System entities;
- Including gender training and domestic violence training within government curricula; and
- Linking existing gender training resources provided by Paraguayan institutions and other donors with USAID's partners and programs.

**DG Recommendation 2: To Improve Responsiveness to Citizen Needs—Collect Sex-Disaggregated and Qualitative Data**

Government services cannot respond to citizen needs without information about the range and variety of needs of both women and men. Sex-disaggregated data, once collected and analyzed, enables government to design policies, structure programs, and allocate resources. This not only benefits women, but also models good practice regarding responsiveness to citizen needs more broadly. In the case of health, it also responds to a Call of Action issued in October 2010 by the World Health Organization and Pan-American Health Organization, with USAID participation, for stronger evidence to improve women's health through gender and health statistics.<sup>76</sup> This may include:

- Assisting regional and national levels of Ministry of Health to collect data on domestic violence gathered at health centers;
- Collecting sex-disaggregated data, and conducting qualitative interviews, on complaints filed, judicial processes undertaken and sentences issued as part of monitoring effectiveness of judicial system;
- Supporting use of a standardized diagnosis form generated by the Ministry of Health;
- Incorporating sex-disaggregated data into any management systems that USAID provides or promotes for government entities; and
- Modeling the importance of sex-disaggregated data and analysis by requiring it in reporting to USAID.

**DG Recommendation 3: To Strengthen Citizen Demands for Services and Accountability—Leverage Women's Participation in both Civil Society and Public Sector Institutions**

To achieve sustained government accountability and services, the people of Paraguay must have the institutions and culture to demand them. Women's organizations, as well as mixed organizations of women and men working together, are among those that have the will and some skills to combat corruption and demand services. Investing resources in such organizations as they seek to hold government accountable will further USAID/Paraguay's DG objectives. This may require some proactive, purposeful efforts to engage some who need capacity-building.

For example, to ensure opportunities for civil society groups of indigenous people or people with disabilities, rather than issuing an open call for CSOs to apply for organizational strengthening funds, invite organizations by interests or location to ensure that there is strategic representation of even the weakest of civil society organizations, such as domestic workers' associations or sex workers. Further, as was discussed in the Gender Workshop conducted during the field work for this assessment, an invitation or publication of the call for proposals may not ensure access (the door may be open, but it does not guarantee that the weakest or traditionally marginalized CSOs will be able to cross the threshold). It may be necessary to engage USAID partners to reach out to prospective participants to ensure that they receive the information, to encourage larger CSOs to partner with smaller ones, or even to offer guidance in proposal preparation to increase access.

The resources required for incorporating attention to the gender obstacles and opportunities should not be great. As has been noted above, CEJ, CIRD and USAID/Paraguay's work with the Observatory of Justice have already been addressing the issue of gender bias while modeling the importance of data as the basis for planning and strengthening government. The MCC's work

with the Police, bringing in women police officers and encouraging a different culture and attitude toward women requiring protection, also provides experience. Most of what is needed to follow these recommendations can be integrated into USAID's work as long as it is explicitly included, and there are indicators by which to monitor work and outcomes. If there were access to additional resources, or an opportunity for collaboration, a project on Gender-Responsive Budgeting (GRB), which is often undertaken by UN WOMEN (formerly UNIFEM) or United Nations Development Programme (UNDP) (and possibly by the Spanish government) is an important way to engage women in civil society, foster transparency, hold government accountable, and encourage government-citizen engagement. It has also become a priority of the GOP, as indicated in the Finance Ministry's Guidelines for the Development of the National General Expenditure Budget.

#### **DG Recommendation 4: To Improve Government Delivery of Health Services— Engage Men in Sexual and Reproductive Health Programming**

In order to ensure that health services are delivered in the most efficient and effective manner possible, additional efforts must be made to engage men in design, use, and monitoring of sexual and reproductive health programming. Several USAID implementing partners have made efforts to engage men through inclusion of male-friendly and family-friendly images in IEC materials, and through research on their knowledge and use of services. These efforts should be continued and strengthened, with an aim to enhance service delivery, while strengthening both men's and women's capacity to demand effective services and accountability. In particular, USAID may consider promoting:

- Services that specifically seek to engage men both individually and as partners of the women who have traditionally received services
- Targeted sexual and reproductive health education programs, which promote paternal involvement, and family planning as men's shared responsibility.

#### **2.2.5. Illustrative Results and Indicators**

Table 2 presents potential results and indicators based on the recommendations made in the previous section. The numbering of the results is indicative and will depend entirely on the definition of the Development Objectives and Intermediate Results. In some cases, the results included in Table 2 may be sub-intermediate results.

**Table 2: Potential Results and Indicators (Output and Outcome): Democracy and Governance**

*\*Denotes Use of a USAID Standard Indicator*

<b>Result</b>	<b>Output Indicators</b>	<b>Outcome Indicators</b>
R[#1]: Gender-based constraints to justice with a focus on domestic violence removed	--Policies enacted (Y/N) --No. of complaints of gender-based violence --Complaint procedures and evaluations focused on removing gender bias and improving gender relations introduced --No. of people reached by a USG funded intervention providing GBV services*	--Levels of objectivity and impartiality by personnel within the Judiciary and Ministry of Health --Cases of domestic violence resolved/sentences issued --Percentage of target population that views GBV as less acceptable after participating in or being exposed to USG programming*

Result	Output Indicators	Outcome Indicators
R[#2]: Participation of Women in Judicial Sector Increased	--Policies enacted (Y/N)	--Women hired and promoted within target ministries
R[#3]: Government services, including recognition of and responsiveness to different needs of demographic groups, including by gender, age, ethnicity and ability improved	--Data collection systems requiring and including sex-disaggregated data introduced and used (Y/N) --Analyses and discussions of gaps reflected in data (Y/N) --Focus groups and meetings by government officials with representing different constituent or demographic groups held (Y/N) --RSH services include men and women (Y/N)	--Policies and resources targeted discrete demographic groups --Governmental services improved
R[#4]: Capacity of interest groups within civil society to hold government accountable and demand effective services strengthened	--No. of trainings of new civil society groups in advocacy --No. of trainings of larger civil society groups in gender analysis; --No. of new groups awarded small grants	--Strength of groups, based on index of capabilities --Media coverage of demands by women's groups, or groups addressing issues of importance to women.

### 3. ILLUSTRATIVE IMPLEMENTATION PLAN

This report concludes only the first phase of a process. More than generating a report as output, this gender assessment is organized to inform USAID/Paraguay's new strategy in order to have positive impacts on the Mission's DOs. It is recommended that USAID/Paraguay: (1) incorporate key findings into the analysis and planning of the Mission's CDCS and (2) deepen gender observation, analysis and innovation by USAID and its partners. Following are some suggestions for achieving those objectives – though USAID/Paraguay may identify others.

#### **Action Item 1: Ensure that USAID/Paraguay's CDCS Recognizes and Addresses Gender-related Obstacles or Opportunities**

Integrating gender into the CDCS not only fulfills a USAID policy directive but is important to achieving effective results. To ensure that the CDCS incorporates the findings in a way that is genuinely strategic, the Gender Team recommends three steps:

(1) Re-do the "Boulders and Bridges" exercise within a month of launching the CDCS process in earnest. The exercise in the Working Session of August 3, 2011 modeled the analysis and planning. As there was limited time that precluded completion, and as USAID was not yet fully into the CDCS process, there is a need to return to that process. Each team, DG and EG, should return to the exercise to complete it and to generate the specific analysis, commitments and plans for the CDCS.

(2) Designate two USAID staff to serve as gender readers/monitors. Their responsibility will be to ensure that the strategy itself, as well as the written version, clearly reflects consideration of the key questions: What gender gaps/issues threaten to impede accomplishment of the development objectives?; which gender-related circumstances offer opportunities to enhance

results – as a matter of strategy?; and how will USAID target or exploit them to reduce the gender gaps or strengthen the resources?

(3) Exchange information with other donors. USAID/Paraguay has limited resources, and cannot possibly address each obstacle/boulder that may slow or derail achievement of its objectives. In the course of incorporating this gender assessment into its strategic planning, however, USAID will identify those that cannot be ignored because they threaten results. How to deal with them depends on USAID's expertise and resources. It also, however, depends on whether others – be it the Government of Paraguay, civil society or other donors – are already targeting those impediments. If so, there may be opportunities for USAID to provide support (technical, not necessarily financial) or to partner with them. It is important to know how Paraguay's Minister for Women and key donors, such as the AECID or UNFPA, are addressing gender obstacles or opportunities. Although this gender assessment provides some such information, it would be useful for USAID to convene a meeting of donors through which it could report the gender obstacles (and opportunities) that are of concern regarding the USAID development objectives, and then ask donors to share information about their work relating to them. The *Mesa de Donantes de Paraguay* (Donors' Table of Paraguay) is an important initiative in which participation should continue and be strengthened, in order to coordinate efforts and use resources effectively. This space may be an opportunity to learn of and potentially collaborate with UNFPA and UN WOMEN on efforts to promote gender equality and women's empowerment, especially in relation to health and democracy.



A gender workshop was held with USAID/Paraguay and implementing partner organizations to refresh participants knowledge of gender and ways to take it into account throughout the project cycle.

## **Action Item 2: Build on the July 2011 Workshop, and Deepen Understanding and Commitment to Gender Integration**

As participants left the workshop, they expressed enthusiasm for doing more to incorporate gender analysis into their work – in order to achieve better results. While a one-off workshop can generate energy and interest, it is likely to dissipate with time. We recommend three steps to support ongoing gender integration:

(1) Send a notice from the Mission Director to the Chiefs and Deputy Chiefs of Party, and key government partners, to express her appreciation for their attendance and participation – and to remind them both of the USAID mandates for gender integration and of the expected opportunities to enhance their results.

(2) Collect and build upon the individual Action Plans disseminated at the end of the July 28 gender workshop. Those plans *may* (depending on how seriously and effectively the USAID partners used them) be useful in three ways: (1) They may suggest some actions that can be shared among the workshop participants, resulting in additional or improved commitments among them. (2) As they reflect only the ideas or commitments of those individuals who



attended the workshop, they may become bases for actions to be taken by the individuals' offices or organizations. (3) They may suggest small, cost-free but effective ways for USAID to support the broadening and deepening of gender analysis and gender integration. USAID's COTRs should be cognizant of the will and interest, and take measures to encourage and reward.

(3) Gather partners to highlight good practices and exchange of experiences with gender integration. Some of USAID's partners are already undertaking measures to observe gender dynamics (the "Four R's", roles, responsibilities, relations and respect), to analyze what they mean for program design and activity implementation, and to innovate by changing the standard ways in which they have been going about their work. There are opportunities to share those experiences among USAID's partners, for example by convening two to three partners' meetings to feature and discuss them. Another strategy is to provide opportunities for gender focal points to share strategies, across programs. For example, Cooperative Development Program of ACDI/VOCA (financed through USAID/Washington) has a gender strategy that is being actively implemented, as does [\*Fundación DeSdel Chaco\*](#) and *Fundación Saraki*.

(4) Consistent with the ADS, ensure that evaluation and selection criteria for USAID partners include specific expectations regarding inclusion of gender expertise and experience. Also require that all quarterly reports, audits and annual reviews report on intended and unintended positive impacts (on women or men, boys and girls, or gender relations), and on lessons learned regarding unintended but detected and remedied negative impacts.

(5) Take advantage of the fact that Peace Corps Volunteers (PCVs) in Paraguay have local experiences by which to observe and learn about gender relations. They may be able to provide information for USAID partners regarding social and culture practices.<sup>77</sup>

(6) Lastly, one way to follow up training or workshops is to identify opportunities to learn through on-the-job or learning by doing "accompaniment." To overcome the distrust between different levels of the cadastre system, GEAM has begun the "artisan's task"<sup>78</sup> of accompanying technical bureaucrats as they establish and improve procedures for transferring information. Similarly, CIRD staff accompany Ministry of Health personnel, who are not used to coordinating with other entities and forming alliances, as they go together to visit localities where the decentralized health committees function, thus overcoming elements of distrust and generating a different climate. To support better understanding by USAID staff, but also between and among USAID partners, there may be strategic opportunities for individuals to visit others' projects, and see the sorts of gender analysis or gender-related innovations that are being utilized.



## 4. CONCLUSIONS

Gender analysis is an important tool for informing and strengthening USAID/Paraguay's CDCS. It enables the Mission to recognize gender-based constraints that may impede achievement of country priorities and the empowerment of governments and multi-sector integrated development, and adopt promising practices that support the attainment of the results. Furthermore, gender analysis can identify opportunities to leverage USG resources and target non-project assistance tools (such as policy dialogue) to achieve sustainable development.

This gender assessment was conducted before the Mission fully entered the Parameter Identification phase in its development of the CDCS. Therefore, the team has focused this report on providing an assessment of the anticipated sectors.

The gender gaps, promising practices and recommendations are presented in Table 3 in summary format to assist the Mission in the planning process for the CDCS, and in some cases to integrate these recommendations as feasible into existing programs.

**Table 3: Summary of Gender Gaps, Promising Practices and Recommendations for USAID Priority Sectors**

Gender Gaps	Promising Practices	Recommendations
Sustainable and Inclusive Economic Growth, including Poverty Reduction (including natural resources management)		
<p>EG #1: Agricultural development programs focused on sales volume are less likely to benefit female small farmers and producers because they farm the smallest plots of land.</p>	<p>Rural female agriculture producers are forming organizations and associations with support from their communities, enabling them to assume leadership positions and increase their economic potential</p> <p>Gender integration is improving business productivity and the livelihoods of women and men</p>	<p>To Achieve More Inclusive Economic Growth—<b><i>USAID/Paraguay's Development Objective Should Explicitly Address Poverty Reduction</i></b></p> <p>To Improve Productivity and Increase Incomes among the Poor—<b><i>Collect and Analyze Sex-disaggregated Data (and correlate these data by characteristics, such as size of land holdings, age, and ethnicity)</i></b></p> <p>To Expand the Range of Economic Actors (including but not limited to women and young men and women), who contribute to Poverty Reduction—<b><i>Promote Equitable and Effective Access to, Use of and Decision-making over Productive Assets</i></b></p>

Gender Gaps	Promising Practices	Recommendations
EG#2: Female small producers receive disproportionately less technical assistance than male small producers	Gender roles are becoming more flexible and fluid, providing opportunities to expand and create more productive and efficient family farms.	To Ensure the Engagement and Effective Participation of Women and Youth in Agriculture and Economic Activities— <b>Address Gender-based Stereotypes and Biases within Extension Services and Communications</b>
EG#3: Women face greater time constraints due to their triple roles as economic actors, caregivers, and community members	Access to labor-saving technology decreases time burden of women's domestic tasks	
EG#4: The lack of sex-disaggregated data and analysis on how men and women use micro-credit, and the impact of micro-credit on their lives, limits effective design and delivery of lending products.	Flexible lending practices are increasing the potential to capitalize on women's economic productivity	To Improve Productivity and Increase Incomes among the Poor— <b>Collect and Analyze Sex-disaggregated Data (and correlate this data by characteristics, such as size of land holdings, age, and ethnicity)</b>
EG#5: Limited knowledge and data on gender-differentiated natural resource management and use (especially information about women's roles and priorities) precludes achievement of social inclusion and poverty reduction	Shared decision-making (inclusive of women and men) and context-based attention to gender roles and responsibilities is increasing the social and economic resilience of families and communities	To Improve Forest Management— <b>Improve Understanding of Land Use</b>
<b>Democracy and Governance (include health)</b>		
DG#1: The justice system lacks capacity to respond to women's domestic violence complaints	Strengthening the judiciary and the justice system's response to domestic violence is a tool to build rule of law	To Strengthen Impartiality and Professionalism— <b>Redress Gender Biases through Concrete Actions within Existing and Future Initiatives</b>
DG#2: Without sex-disaggregated data and analysis, the GOP's ministries and entities responsible for delivering services cannot target their resources properly – whether to women or men, boys or girls		To Improve Responsiveness to Citizen Needs— <b>Collect Sex-Disaggregated and Qualitative Data</b>

Gender Gaps	Promising Practices	Recommendations
DG#3: Gender-based segmentation in public sector institutions inhibit the GOP's capacity to respond to women's needs and fight corruption	Incorporating a gender perspective into organizational strengthening and reform efforts.	To Strengthen Citizen Demands for Services and Accountability— <b>Leverage Women's Participation in both Civil Society and Public Sector Institutions</b>
DG#4: Women disproportionately assume more supportive and auxiliary roles and fewer decision-making positions, which reduces their voice and the responsiveness of public institutions and civil society organizations to their needs.		
DG#5: GOP health policies tend to regard sexual and reproductive health as only a women's issue – thereby failing to reach men in health service delivery.	Securing women's representation and increasing the responsiveness of local health systems to women's needs and use of public health centers. Increasing collaboration to improve medical supply distribution and women's access to contraceptives	To Improve Health Service Delivery— <b>Engage Men in Sexual and Reproductive Health Programming</b>

While there are gender-related challenges in Paraguay, and this assessment has identified gender gaps and issues that could impede achievement of USAID's development objectives, it is important to recognize and build on changes and good practices that are already underway. Today in Paraguay gender roles and relations are dynamic and may instead help achieve USAID's objectives.

Furthermore, while there is work yet to be done by USAID and its partners, the Gender Team found that some USAID and MCC partners are already engaging in interesting, innovative work to achieve women's empowerment and gender equality.

The Mission may further leverage such good practices by taking measures to include gender criteria in its project design (including the identification of indicators), solicitation documents, and monitoring and evaluation, in accordance with ADS requirements, so that it can systematically capture information regarding positive results of the Agency's work in terms of gender equality and women's empowerment.

In order to build upon the innovative work underway, while taking into account budgetary constraints, the report also recommends several strategic (and low-cost) measures that can be taken, such as information-sharing among partners and with other donors, and collaboration with the Peace Corps. Such measures demonstrate how conducting gender analysis can improve USAID's development practice more broadly, since many of the recommended measures are means to increase aid effectiveness in general.

In summary, it is hoped that the data and analysis within this report, along with the capacity-building and thinking processes initiated through the Gender Workshop and Working Session, help USAID/Paraguay to engage in further thinking and analysis on the ways in which gender roles and relationships affect anticipated results, and more importantly, improve its results through strategic attention to gender equality and women's empowerment. This is not only an Agency directive, but a proven strategy to helping Paraguayans build a nation true to democratic principles and committed to improving the quality of all of its citizens – female and male.

## ANNEX 1: BIBLIOGRAPHY

AECID (2010). “El hambre tiene solución: Estrategia de Género.” Formulación del Convenio AECID 10-CO1-064, 2010.

Bareiro, Line. (2006). Discriminaciones y Medida Antidiscriminatorias: Debate Teórico Paraguayo y Legislación Comparada. Centro de Documentación y Estudios, Honorable Cámara de Senadores, United Nations Population Fund (UNFPA). Asunción, Paraguay

Caballero, Venus and Alba Gaona (2010). “Seguridad Alimentaria y Nutricional en Paraguay” Acción Contra el Hambre. August 2010.

CARANA Corporation. Paraguay Productivo Mid-term Gender Equity Assessment January 28, 2011-February 12, 2011. March 2011.

DGEEC, Secretaría de la Mujer y BID. 2009. Programa de apoyo a la lucha contra la trata de personas, especialmente mujeres, niñas y niños. Paraguay.

FAPI and UNDP (2009). “Propuesta de protocolo para un Proceso de Consulta y Consentimiento con los Pueblos Indígenas del Paraguay”, 2009.

Food and Agriculture Organization of the United Nations (2008). “Situación de las Mujeres Rurales en Paraguay.”

Food and Agriculture Organization of the United Nations - Food Security Statistics. Accessed 7/20/2011: (<http://www.fao.org/economic/ess/food-security-statistics/en/>)

Forum of indigenous women (2010). Excerpt from community forum of indigenous women September, 2010. Document not available for formal citation.

GTZ/MAG (1996). *Estudio Base de Identificación y Caracterización de la Población Meta del Proyecto Conservación de Suelos*. San Lorenzo.

IFAD (2000). Evaluation of Co-financed Credit Project of the Northeast Region of Paraguay (1993-1999).

Millennium Development Goals Indicators - UN. Accessed 7/6/2011: (<http://mdgs.un.org/unsd/mdg/Default.aspx>)

Ministerio de Educación y Cultura de Paraguay. (2010). Marco Rector Pedagógico para la Educación Integral de la Sexualidad. Asunción.

OECD (2011). “Gender Equality and Social Institutions in Paraguay.”

Organización Mundial de Salud (2011). Resumen, Informe Mundial sobre la Discapacidad. Apoyado por el y Banco Mundial. Ginebra, Suiza.

Paraguay Dirección General de Estadística, Encuestas y Censos (2009). Principales Resultados de la Encuesta Permanente de Hogares 2009: Pobreza y Distribución del Ingreso.

- Paraguay Instituto Nacional de Desarrollo Rural de la Tierra (INDERT 2008). Statistics. Accessed 7/26/2011: <http://www.indert.gov.py/index.php?a=historia>.
- Paraguay Ministry of Agriculture (2006). Statistical Unit of the Crédito Agrícola de Habilidadación, 2006.
- Paraguay Ministry of Agriculture (2008). National Agricultural Census, 2008.
- Paraguay Secretaría de La Mujer (2011). “Draft Plan of Action for Gender Integration in Natural Resource Management”
- PNUD (2009). Ampliando horizontes: Emigración internacional paraguaya. Asunción: PNUD, UNFPA, UNICEF, UNIFEM, OIM-Paraguay.
- Secretaría de la Mujer de la Presidencia de la República. (2008). III Plan Nacional de Igualdad de Oportunidades entre Mujeres y Hombres 2008-2017. UNFPA. Junio. Asunción, Paraguay.
- STP/DGEEC (2008). Encuesta de Hogares Indígenas.
- STP/DGEEC (2008). *Principales Indicadores de Empleo*. Documento. Asunción.
- STP/DGEEC (1999 al 2008). Encuesta Permanente de Hogares.
- USAID (March 2005) USAID/Paraguay Gender Assessment. Washington, D.C.
- USAID (December 2010). U.S. REDD+ Programs: Addressing Climate Change by Conserving and Restoring the World’s Forests. Washington, D.C
- World Bank Paraguay Country Brief. Accessed 7/6/2011:  
<http://web.worldbank.org/WBSITE/EXTERNAL/COUNTRIES/LACEXT/PARAGUA/EXTN/0,,contentMDK:20198432~pagePK:141137~piPK:141127~theSitePK:342833,00.html>
- World Bank (2010). *Explorando la Participación Laboral de la Mujer de Paraguay*. Draft version. Supported by Secretaría de la Mujer de la Presidencia de la República and DGEEC and Ministerio de Hacienda and Ministerio de Agricultura y Ganadería. April 2, 2010.

## **ANNEX 2: BASIC CONCEPTS**

### **Sex and Gender**

The terms "sex" and "gender" are often used interchangeably; however, in fact, they have different but related meanings.

- Sex is a biological construct that defines males and females according to physical characteristics and reproductive capabilities. USAID policy calls for the collection and analysis of sex-disaggregated data (male vs. female) for individual-level indicators and targets. Gender and sex are not synonyms.
- Gender is a social construct that refers to relations between and among the sexes, based on their relative roles. It encompasses the economic, political, and socio-cultural attributes, constraints, and opportunities associated with being male or female. As a social construct, gender varies across cultures, is dynamic and open to change over time. Because of the variation in gender across cultures and over time, gender roles should not be assumed but investigated. Note that "gender" is not interchangeable with "women" or "sex."

The definition for "sex" is, therefore, universal, while "gender" is a socially defined category that can change. This distinction is important since it means that gender differences and dynamics between men and women (and boys and girls) must be identified and analyzed since the way in which "masculinity" and "femininity" are expressed and understood differ among settings.

### **Gender Equality and Gender Equity**

Gender equality and gender equity have different meanings but are related terms. Gender equality is a development goal; gender equity interventions are the means to achieve that goal. Gender equality is a broad concept and a development goal. It is achieved when men and women have equal rights, freedoms, conditions, and opportunities for realizing their full potential and for contributing to and benefiting from economic, social, cultural, and political development. Equality does not mean that women and men become the same but that women's and men's rights, responsibilities, and opportunities do not depend on whether they are born male or female. It means society values men and women equally for their similarities and differences and the diverse roles they play. Gender equality is not a "women's issue" but should concern and fully engage men as well as women. It signifies the results of gender equity strategies and processes. Gender equity is the process of being fair to women and men. To ensure fairness, measures must often be available to compensate for historical and social disadvantages that prevent women and men from otherwise operating on an equitable basis, or a "level playing field." Equity leads to equality.

### **Gender Analysis**

Gender analysis refers to the systematic gathering and analysis of information on gender differences and social relations to identify and understand the different roles, divisions of labor, resources, constraints, needs, opportunities/capacities, and interests of men and women (and girls and boys) in a given context. USAID requires that the findings of a gender analysis are used to inform the design of country strategic plans, Assistance Objectives, and projects/activities. A gender analysis can be conducted at: the macro level, analyzing socio-cultural, economic, health, or demographic trends and legal policies and practices at the national or regional level; and/or at

the micro level, examining gender relations, roles, and dynamics at the community or household level within the context provided by the macro analysis. Taking a macro or micro focus depends on the purpose for which the analysis is being undertaken. For example, a gender analysis conducted to inform a country strategic plan will most likely assess the issues from a broader, more macro level, whereas a gender analysis conducted for the design of a project/activity may look at the issues from both a macro and micro perspective.

## **Gender Assessment**

A gender assessment involves carrying out a review, from a gender perspective, of an organization's programs and its ability to monitor and respond to gender issues in both technical programming and institutional policies and practices. USAID Missions often carry out a gender assessment of their portfolio to determine whether gender issues are being effectively addressed in Mission-supported programs and projects. A gender assessment is a very flexible tool, based on the needs of the Mission, and may also include a gender analysis at the country level. If a gender analysis is included in a gender assessment, this meets the ADS requirements. If a gender assessment reviews the internal policies and practices of the operating unit (e.g., USAID Mission), this is very similar to a gender audit. A gender audit addresses not only gender in programming issues but also in the practices and policies of the Mission as a whole, such as human resource issues, budgeting, and management, to provide a comprehensive picture of gender relations at several levels within the organization. Findings from a gender assessment have been used, for example, to inform a country strategic plan or a Development Objective and/or develop a Mission Gender Plan of Action or a Mission Order on gender.

## **Gender Gaps**

A gender gap represents the disproportionate difference between the sexes in attitudes and practices. A gender gap can exist in access to a particular productive resource (for example land), in the use of a resource (for example credit), or levels of participation (such as in government).

## **Gender Bias**

Gender bias refers to unequal and/or unfair treatment based on attitudes and expectations of what is appropriate for a man or a women; this includes prejudice in actions (such as, sex discrimination in employment, promotions, pay, benefits, technical assistance, and trainings) and the allocation of resources (such as income, food, nutrition, health care, land ownership, and education).

## **Gender-Based Constraints**

Gender-based constraints are factors that inhibit either men's or women's access to resources or opportunities of any type. They can be formal laws, attitudes, perceptions, values, or practices (cultural, institutional, political, or economic). Some examples include:

- Customary laws dictating that only men can own land is a constraint on agricultural production since it can prevent women from producing or marketing or obtaining credit.
- A law that prevents pregnant teenagers from attending school is a gender-based constraint since it disadvantages girls relative to boys in obtaining an education.
- An HIV/AIDS program that is located in an ante-natal clinic is a gender-based constraint if men are reluctant to get tested in this setting.



**Gender Integration**

Gender integration involves identifying and then addressing gender differences and inequalities during program and project planning, design, implementation, monitoring, and evaluation. Since the roles and relations of power between men and women affect how an activity is implemented, it is essential that project and activity planners address these issues on an ongoing basis. USAID uses the term gender integration in planning and programming. Conducting a gender analysis and/or gender assessment is the first step for ensuring successful gender integration into programs and policies.

## **ANNEX 3: SCOPE OF WORK**

### **USAID/Paraguay**

#### **Scope of Work (SOW) for the Mandatory Gender Assessment/Analysis at the Assistance/Development Objective Level**

##### **Background**

USAID/Paraguay is launching a new Country Development Cooperation Strategy (CDCS) process beginning in FY2012 and is developing a performance Management Plan (PMP) and Results framework to articulate this Strategy. Although USAID Paraguay is not a CDCS Pilot Mission it is beginning a significant new cycle of assistance instruments and is preparing a strategy for a period beginning in 2012. USAID/Paraguay is currently active in the following areas: Democracy and Governance; Economic Growth; 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. Updated Agency technical guidance (ADS 201.3.9.3) states:

Gender issues are central to the achievement of strategic plans and Assistance Objectives (AO) and USAID strives to promote gender equality, in which both men and women have equal opportunity to benefit from and contribute to economic, social, cultural, and political development; enjoy socially valued resources and rewards; and realize their human rights. Accordingly, USAID planning in the development of strategic plans and AOs must take into account gender roles and relationships. Gender analysis can help guide long term planning and ensure desired results are achieved. However, gender is not a separate topic to be analyzed and reported on in isolation. USAID's gender integration approach requires that gender analysis be applied to the range of technical issues that are considered in the development of strategic plans, AOs, and projects/activities.

Carrying out a gender assessment of current mission programs prior to the drafting of any Country Strategic Plan (CSP) will help to guide CSP design and formulation and ensure 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 CDCS that grows out of the current Interim Strategy and informs the new one.

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 (GOP) estimates that almost 40% of Paraguayan households live below the poverty line. Of this total, female-headed households fare worse than male-headed households. One of the greatest barriers to progress for all Paraguayans is their education level, particularly for women. Indicators clearly show that individuals with less schooling have lower incomes and more health issues. People in rural areas have less formal schooling.

Paraguay suffers from high fertility rates that further erode family incomes. Migration problems have also arisen during the last decade posing significant socio-economic problems to the GOP.

The problem, again, is most acute in rural areas. Poor women within the lowest quintile, less educated and Guaraní speaking have on average 4.1 children, though the national average is about 2.5 and only 2 for women in the cities. There exists a correlation between the number of years of schooling and the number of children a woman will have. For example, the fertility rate for women with over 6 years of formal education is 2.7 vs. 3.6 for women with 3 years or less of schooling. Women with partial high school education or who have a high school diploma have on average 2 children, respectively. Furthermore, maternal mortality is considered high in Paraguay with 127 deaths per 100,000 live births.

The last gender assessment was performed in 2005. USAID/Paraguay has attempted to comply with the requirements for gender integration, but over the five-year period since the last assessment, gender considerations have waned in the project planning and implementation phases. After the initial period of work with the gender consultants to provide gender training to the implementing partners, more emphasis was placed on the issue. Gender analysis, gender-specific indicators, and monitoring and evaluation were incorporated into new projects but this momentum was lost with the new activities starting in 2009 and 2010. The Gender Committee, created after this assessment, had limited success in carrying out the short and medium term recommendations of the 2005 assessment and no longer convenes.

This Scope of Work describes five interrelated tasks:

- 1) Reviewing of key gender issues and gender-based constraints for men and women in Paraguay as they relate to the Mission's key sectors and prospective Development Objectives;
- 2) Assess gender integration in ongoing activities and look for opportunities ('entry-points') to further integrate gender;
- 3) Analyze strengths and promising practices related to gender issues in ongoing activities of focused and concentrated Development Objectives;
- 4) Identify key opportunities for addressing critical gender issues that are common to all existing AOs (cross-cutting), with a focused look at the future Development Objective(s); and
- 5) Assess the institutional context (Government of Paraguay and other donors) for supporting gender integration in Paraguay.

## **Purpose**

The purpose of the Gender Assessment is to identify key gender-based opportunities and constraints that need to be addressed in USAID/Paraguay portfolio CDCS for FY 2012 - 2015, 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 process for the country strategy progresses. The assessment will highlight successful approaches and activities, identify new entry points for addressing gender issues and suggest how the Mission might take full advantage of connections among the existing AOs by using gender as a cross-cutting theme. Using a gender focus to identify and analyze common issues across existing and future AOs will

support USAID/Paraguay's cross-cutting themes (transparency and access to information, linkages and gender). Some common issues to focus on include economic development, decentralization and governance. Another cross-cutting issue is gender-based violence (GBV).

### **Scope of Activities**

The primary tasks of the contractor/consultant are to:

- A. Carry out a gender analysis on targeted topic areas as well as an assessment of the Mission's efforts to integrate gender into its ongoing and proposed programs. This effort will:
  - Review the Mission's on-going program portfolio for its attention to gender and to identify key gender-based constraints and, and assess potential gender issues in the upcoming Country Strategic Plan 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 opportunities and constraints related to the new assistance objectives.
  - Identify weaknesses and threats related to gender-based constraints and proposed entry points.
  - Provide statements of the key gender based-constraints relevant to each AO as well as for the humanitarian assistance program. Statements should incorporate critical Paraguayan issues such as trafficking, gender-based violence, adoption, disabilities and economic development.
  - Identify 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 will offer suggestions for how to analyze the potential impacts of USAID/Paraguay's future CDCS on the relative status of men and women in the country.
  - Identify local expertise on gender (e.g., NGOs, women's organizations, foundations, academics, research institutions, government ministries with particular emphasis to the Women's Secretariat ) that can be called on to provide in-depth technical assistance.
  - The assessment will be organized and shaped by:
    - ▶ USAID/Paraguay's Results Framework for the new Strategy period 2012 - 2015;
    - ▶ USAID/Paraguay's approach to integrating gender; and,
    - ▶ USAID/Paraguay's Gender assessment from 2005.
- B. Based on this assessment, prepare a gender assessment report (see outline below) that includes draft recommendations for integrating gender in Mission policies and activities including those which would be implemented under any new CDCS. These

suggestions should be practical and address the perspective of both technical and support offices.

- C. Consult with Mission staff, partners and knowledgeable observers, providing comments and recommendations to ensure adequate and appropriate Agency and Mission's approaches to integrating gender.

## **Assessment Methodology**

1. Comprehensive review and analysis of pertinent literature and documents, including, but not limited to such materials as:
  - USAID/Paraguay's new Strategy period 2012 - 2015, Operational Plans 2008/2009/2010, CDCS Guidance document, Performance Reports, and any preliminary results framework for the proposed CDCS;
  - Preliminary technical analyses for CDCS
  - 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 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 AO teams and other USAID/Paraguay staff involved in developing the CDCS. 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 AO teams or equivalents on specific sectors and areas of interest, to identify possible links to gender issues in each proposed AO 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 CDCS and results framework;
  - a presentation of the draft gender analysis (summary findings) to obtain initial 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 CDCS. Field visits to projects outside Asuncion will be arranged and scheduled during the TDY, as appropriate and feasible.

4. Hold a gender issues workshop in Spanish 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. Working sessions (materials prepared in English and discussions held in the appropriate language for each team) with USAID Mission staff that takes into account initial findings and begins with the starting point of the workshop to assist the Mission in how to take the results of the Gender Assessment to inform the CDCS.
6. Strategy Development. The Gender Assessment will be used as the basis for the Consultant to suggest ideas to be incorporated into the CDCS to ensure adequate and appropriate Agency and Mission approaches to integrating gender into programs. Specify analyses required and recommendations for each of the 4 current and proposed AOs (that have not yet been determined). Also specify issues that transcend AOs.

### Estimated Level of Effort

The team will be composed to three consultants and one local gender expert, with sector 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	Team Leader	Gender Specialist	Workshop Specialist	Local Consultant
Preparation for fieldwork	2	2	4	2
International travel	2	2	2	--
Fieldwork	12	12	(see below)	12
Workshop/Debriefing	3	3	7	3
Writing draft report	10	7	2	2
Finalizing report	2	1		--
TOTAL (in days)	32	27	15	19

### Performance Period and Schedule

The performance period is on or about the last week of June, 2011 through the first week of August, 2011. Two of the US-based consultants will arrive in Paraguay on or about the second full week of July, 2011 and depart the beginning of the fifth week of July, 2011. A third will arrive the second week. The draft report will be delivered to the Mission no later than September 9, 2011. The report would be finalized, based on Mission feedback and comments, and delivered no later than September 25, 2011.

The detailed schedule for the report preparation is as follows:

- During the out-briefing, 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 CDSC will be submitted to the Mission within 5 working days after receiving comments on the draft.

### **Team Qualifications**

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

### **Deliverables**

There is a single written deliverable expected from this SOW: The Gender Assessment. Drawing on data from interviews and secondary sources, the document 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.

### **Draft Template for a Country Gender Assessment Report**

*The gender assessment should be forward-looking, combining socio-economic and demographic analysis of the country from a gender perspective with the scope with the scope and aims of the anticipated Development Objectives (DOs) and the Mission plans to include in its strategy, which will guide its work during the next five years. **This outline has been adjusted per the original guidance to include the recommendations and illustrative indicators by Sector or DO.***

### **Acknowledgements**

### **Acronyms**

### **Executive Summary**

#### **1. Introduction**

Context of gender equality and women's empowerment (leadership, participation) in Country X: This section should provide a broad overview of the significant gender issues for Country X in economic growth, democracy and governance, health and education (emphasizing priorities of new education strategy, learning outcomes by Grade 3), using macro gender indicators to highlight the issues in each of these sectors. Second, this section should touch briefly on the public/policy framework in Country X that is important for helping the Mission to achieve its objectives on gender equality/women's empowerment.

#### **2. USAID Mission Strategic Priorities and Associated Gender Analysis (examples)**

- a. Economic Growth, including Feed the Future and Environment
- b. Democracy and Governance
- c. Global Health Initiative (combining BEST, PEPFAR, and PMI)
- d. Education (based on new USAID education strategy)

For each sector above:

- i. Start with USAID's strategic priorities for the sector, with a discussion of alignment with government priorities.
- ii. Provide more detail on the gender constraints/disparities as they relate to the strategic priorities identified in (i) above. Be specific about the gender gap(s) to be reduced.
- iii. What are the opportunities for redressing gender gaps in each strategic priority? What are the opportunities to promote leadership of women in each strategic priority?
- iv. Discussion of best or promising practices to address gender constraints/disparities and opportunities, based on: a) impact evaluations; (b) evidence project that is scalable or replicable with measurable/demonstrable results; and (c) other indicators of promise to produce demonstrable results. This may include government, other donor, civil society, or USAID/Country X evaluations or activities that have been examined for positive results.
- v. For each sector or proposed **DO**: provide recommendations (top line, followed by more detail), bounded by Mission priorities identified. Drawing from the analysis, identify:
  1. Potential results (and associated indicators) that could be incorporated into program planning and activity design.
  2. Potential supporting strategies and national resources, including activities or initiatives by other donors, host country government institutions, and civil society groups, and any potential areas of collaboration or partnership.
  3. Potential for specific activities, as related to gender equality in the country program and the possible need to target particular issues relating to gender equality and women's empowerment.
  4. Resources required to strengthen the gender equality dimensions of the country program, including human resources, training needs, and additional planning/design tools.
  5. Anticipated areas of resistance or constraints, and how to cope with such.

### **3. Illustrative Implementation Plan**

Propose illustrative steps for the Mission to implement the results of the country gender assessment into its strategic plan (CDCS), including steps to build the Mission's capacity to address gender equality and women's empowerment.

### **4. Conclusions**

#### **Annexes**

1. Bibliography
2. Basic concepts
3. Scope of Work
4. Methodology
  - a. Objectives
  - b. Gender assessment team and methodology
  - c. List of key informants
5. Gender Experts and Organizations in Country X



## ANNEX 4: METHODOLOGY

The purpose of the Gender Assessment is to identify key gender-based opportunities and constraints that need to be addressed in USAID/Paraguay's portfolio, and to make recommendations on how Paraguay can achieve greater gender integration in its programs.

The gender assessment team was composed of four members:

- Sonia Brucke, Gender Researcher and Field Team Lead
- Marcia Greenberg, Gender Training Specialist
- Jessica Menon, Gender Specialist
- Allison Petrozziello, Gender Researcher

The assessment methodology followed that which was laid out in the SOW in Annex 3: literature review; meetings and discussions with USAID/Paraguay AO teams; interviews with implementing partners, gender experts, project beneficiaries and other donors; gender issues workshop with USAID/Paraguay and partners; gender integration working session for USAID/Paraguay staff; and strategy recommendations.

Specifically, the team carried out the following:

- Comprehensive literature review covering all works listed in the bibliography;
- 8 meetings with USAID/Paraguay AO team staff;
- In-briefing via teleconference with USAID/Paraguay Mission;
- Out-briefing meeting with USAID/Paraguay Mission director;
- 3 Government of Paraguay meetings;
- 16 interviews with implementing partners;
- 3 field visits and focus groups with project beneficiaries;
- 1 meeting with Paraguayan research institute;
- 2 meetings with U.S. Government institutions;
- 1 consultation with WID/GAD committee of U.S. Peace Corps;
- 2 meetings with other donors who are financing work on gender issues;
- 1 gender training workshop with USAID/Paraguay and implementing partners (32 participants: 12 men and 20 women);
- 1 gender integration working session with USAID/Paraguay staff (24 participants: 15 men and 9 women); and
- Internal strategy meetings.

### Key Informants

Date	Organization	Name	Position
7/18/2011	USAID/Paraguay	Enrique Villalba	Program Officer
7/18/2011	USAID/Paraguay	Steven Hendrix	Assistant Mission Director
7/18/2011	USAID/Paraguay	Mike Kaiser	Economic Growth Team Leader
7/18/2011	USAID/Paraguay	Michael Eschleman	Democracy Team Leader
7/18/2011	USAID/Paraguay	Alfonso Velasquez	Rule of Law Lead, Democracy Team

Date	Organization	Name	Position
7/18/2011	USAID/Paraguay	Eduardo Bogado	Good Governance Lead, Democracy Team
7/18/2011	CIRD (Information & Resources Center for Development)	Agustín Carrizosa	Executive President
7/18/2011	CIRD (Information & Resources Center for Development)	Álvaro Caballero	General Coordinator
7/18/2011	CEJ (Centro de Estudios Judiciales)	María Victoria Rivas	Executive Director
7/18/2011	USAID/Paraguay	Alex Lane	Health Acting Team Leader
7/19/2011	Dirección General de Estadística, Encuestas y Censos	Zulma Sosa de Servín	General Director
7/19/2011	Secretaría de la Mujer	Gloria Rubin	Minister
7/19/2011	Secretaría de la Mujer	María Gloria Báez Recalde	Director of International Relations
7/19/2011	GEAM	Jorge Abbate	Executive Director
7/19/2011	GEAM	Carmen Romero	Program Coordinator
7/19/2011	GEAM	Mercedes Argaña	Coordinator, Civil Service Promotion Project
7/19/2011	GEAM	Romy Vaesken	Consultant
7/19/2011	Semillas para la Democracia	Marta Ferrara	Executive Director
7/19/2011	Semillas para la Democracia	Gustavo Candia	Project Coordinator
7/19/2011	ACDI/VOCA (Northern Zone Initiative)	Juan Pablo Fernández	Communications Officer
7/19/2011	ACDI/VOCA (Northern Zone Initiative)	Aldo Cáceres	Economic Development Coordinator
7/19/2011	ACDI/VOCA (Northern Zone Initiative)	Braulio Heyn	Local Governance Coordinator
7/19/2011	ACDI/VOCA (Northern Zone Initiative)	Sara Benitez	Volunteer Coordinator and Gender Focal Point
7/20/2011	Fundación Paraguaya	Maria Jose Murto	Entrepreneurship Trainer
7/20/2011	Project Ikatu, Emboscada, microcredit solidarity group supported by Fundación Paraguaya	Focus group with solidarity group members	
7/20/2011	Fundación Paraguaya	Fabiola Stefania Cantero Díaz	Advisor, Women's Microcredit Committee
7/21/2011	Secretaría de la Mujer	Celsy Campos	FAO Gender focal point
7/21/2011	Centro de Documentación y Estudios	Clyde Soto	Directora Area Mujer
7/21/2011	CIRD (Information & Resources Center for Development)	Rubén Gaete	Coordinator Health Decentralization Project
7/21/2011	Fundación Saraki	Raúl Montiel Álvarez	President

Date	Organization	Name	Position
7/21/2011	Fundación Saraki	Diana Elizeche	Accessibility Coordinator
7/21/2011	Fundación Saraki	Noelia Errecarte	Coordinator, Effective Labor Inclusion Program
7/22/2011	SHOPS project (Strengthening Health Outcomes through the Private Sector), Abt Associates	Martha Mérida	Project Director
7/22/2011	U.S. Embassy	Matt Steele	Political and Economic Section, International Narcotics and Law Enforcement Department
7/22/2011	CIRD (Information & Resources Center for Development)	Dr. Carlos Rodríguez	Coordinator, Health Information System Strengthening Project
7/22/2011	Wildlife Conservation Society	Francisco Fracchia	Paraguay Country Director
7/22/2011	Wildlife Conservation Society	Angel Brusquetti Rolon	Sustainable Development Officer
7/22/2011	Wildlife Conservation Society	Juana De Egea	Monitoring and Evaluation Official
7/25/2011	Panaderia El Progreso, Belen, Concepcion, project supported by ACIDI/VOCA	Focus group with committee/bakery members (6 women, 5 men)	
7/25/2011	Mesa Coordinadora de Mujeres del Departamento Canindeyu, sesame producer association, in Colonia Britez Cue	Focus group	
7/27/2011	Jhpiego, MCHIP (Maternal and Child Health Integrated Program)	Jhalily Hermosilla	Program Coordinator
7/27/2011	Jhpiego, MCHIP (Maternal and Child Health Integrated Program)	María S. Peña	Community Intervention Manager
7/27/2011	Jhpiego, MCHIP (Maternal and Child Health Integrated Program)	Dr. Mercedes Portillo	Neonatal Health Manager
7/28/2011	Fundación Desde el Chaco	Shady Ruiz Díaz	Communications Officer
7/29/2011	ACDI/VOCA	Amelia Moro	Cooperative Development Program Director and Gender Focal Point
7/29/2011	Peace Corps/Paraguay	Donald Clark	Country Director
7/29/2011	Peace Corps/Paraguay	Dee Hertzberg	Deputy Director

Date	Organization	Name	Position
7/29/2011	Peace Corps/Paraguay	Giselle Pasamonte	Peace Corps Volunteer Coordinator and WID/GAD Committee Coordinator
8/1/2011	Moises Bertoni	Yan Speranza	Executive Director
8/1/2011	Moises Bertoni	Maria del Carmen Fleytas	Program Coordinator
8/1/2011	USAID/Paraguay	Shirley Zavala	Environment Officer
8/1/2011	USAID/Paraguay	John Macy	Economic Development Officer
8/2/2011	Paraguay Productivo	Reinaldo Penner	Director
8/2/2011	Paraguay Productivo	Francisco	Micro-credit Officer
8/2/2011	Paraguay Productivo	Magno	Agronomist
8/2/2011	Paraguay Productivo	Mirtha Ramirez	GDA Alliance Team Leader
8/2/2011	Paraguay Productivo	Venus Caballero	Gender Specialist Consultant
8/2/2011	John Snow, Inc.	Bernardo Uribe	DELIVER Project, MCC Threshold Program Director
8/2/2011	John Snow, Inc.	Carolina Vera	Medical Advisor, DELIVER Project
8/2/2011	AECID	Sandra Bosch	
8/2/2011	UNFPA	Mirtha M. Rivarola	Gender and Adolescence Official

## **ANNEX 5: GENDER EXPERTS AND ORGANIZATIONS IN PARAGUAY**

### *Gender Experts*

Venus Caballero gender and agriculture specialist with 30 years experience, Ingeniero Ecologo Humano, Asesor Metodologo de Planificacion, Genero, Agricultura Familiar y Etnicidad, [vencaba@yahoo.com](mailto:vencaba@yahoo.com), +595 21 908407

Celsy Campos, FAO gender focal point based at the Secretaria de la Mujer. Excellent resource related to agriculture, labor, assets, resources and women in Paraguay.

Sonia Brucke, gender specialist with more than 15 years of experience in democracy and governance issues. [soniabrucke@hotmail.com](mailto:soniabrucke@hotmail.com), +595 0981 145819

The following is a list of organizations compiled by the Centro de Documentación y Estudios (CDE) that can serve as a reference for the Mission.

### **ORGANIZACIONES GUBERNAMENTALES**

#### **CÁMARA DE SENADORES**

##### **Comisión de Equidad, Género y Desarrollo Social**

Mirtha Vergara de Franco

Tel: 414 5116 - 414 5166

Email: [equidad@senado.gov.py](mailto:equidad@senado.gov.py)

Avda. de la República y 14 de mayo

Asunción

#### **CÁMARA DE DIPUTADOS**

##### **Comisión de Equidad Social y Género**

Rosa Merlo Drews

Tel: 414 4835/6

Email: [cequidad@camdip.gov.py](mailto:cequidad@camdip.gov.py)

Avda. de la República y 14 de mayo

Asunción

#### **EMERGENCIAS MÉDICAS**

##### **Unidad de Atención a Víctimas de Violencia Intrafamiliar**

Jazmín Burgos

Tel: 203 113 - 204 800

RM: 611 500

Gral. Santos y T. S. Mongelós, 4º Piso

Asunción

#### **FISCALÍA GENERAL DEL ESTADO**

##### **Área Tutelar – Departamento de la Mujer**

Soledad Caballero

Tel: 391 538

Ministerio Público

4ª Proyectada 489 c/ México

Asunción

**SERVICIO DE APOYO A LA MUJER (SEDAMUR)**  
**Secretaría de la Mujer – Presidencia de la República**

Graciela Zelaya  
Atención de 7:00 a 13:00 hs  
Tel: 450 036/8  
Email: zelaya@mujer.gov.py  
Edificio AYFRA, Bloque B, 13º Piso  
Pdte. Franco y Ayolas  
Asunción

**POLICÍA NACIONAL**  
**Departamento de Asuntos Familiares**

Crio. Ppal. Miguel Ángel Vaesken  
Tel: 224 237  
Azara 1079 c/ Brasil  
Asunción

**PRESIDENCIA DE LA REPÚBLICA**  
**Secretaría de la Mujer**

María José Argaña de Mateu  
Tel: 450 036/8  
Fax: 450 041  
Email: ministra@mujer.gov.py  
Edificio AYFRA, Bloque B, 13º Piso  
Pdte. Franco y Ayolas  
Asunción

**SECRETARÍA TÉCNICA DE PLANIFICACIÓN (STP)**  
**Departamento Social – Área Mujer**

Marta Dávalos  
Tel: 450 422 - 444 017 Interno 234  
Email: martadavalos@yahoo.com  
Edificio AYFRA, Bloque B, 4º Piso  
Pdte. Franco y Ayolas  
Asunción

**GOBERNACIONES**

**SECRETARÍA DE LA MUJER DE AMAMBAY**

Liliana Paniagua  
Tel: (036) 72 214 - 72 173 - 71 425  
14 de Mayo y Tte. Herrero  
Pedro Juan Caballero

**SECRETARÍA DE LA MUJER DEL ALTO PARANÁ**

Nancy Martínez de Vera  
Tel: (061) 508 688 / 518 109 / (0983) 625 361  
Avda. Gral. B. Caballero 706 y Rogelio Benítez  
Ciudad del Este

**SECRETARÍA DE LA MUJER DE BOQUERÓN**

Elena Varela  
Tel: (0491) 32 051/4 - (0491) 32 018  
Avda. Hindenburg  
Casilla de Correo 145  
Mariscal Estigarribia

**SECRETARÍA DE LA MUJER DE CAAGUAZÚ**

Ninfa Flores  
Tel/Fax: (0522) 42 209 / 42 393  
Mcal. López y Eugenio A. Garay (Municipalidad de Caaguazú)  
Bernardino Caballero esquina San Lorenzo (local de la Gobernación, sin teléfono)  
Caaguazú

**SECRETARÍA DE LA MUJER DE CAAZAPÁ**

Adela Sarubi de Martínez  
Tel: (054223) 2777 / 2386  
Fax: (054223) 2399  
Mcal. Estigarribia c/ Pedro N. Ciancio  
Caazapá

**SECRETARÍA DE LA MUJER DE CANINDEYÚ**

Antonia Ortiz de González  
Tel/Fax: (046) 242 311 / 242 394  
Mcal. López esq. Las Residentas  
Salto del Guairá

**SECRETARÍA DE LA MUJER DE CENTRAL**

Emilia Alfaro de Franco  
Tel: (0291) 32 639 / 32595 / 32 591/2  
De la Candelaria 807 c/ J. G. Rodríguez de Francia y Gabriel Casaccia  
Areguá

**SECRETARÍA DE LA MUJER, NIÑEZ Y ADOLESCENCIA DE CONCEPCIÓN**

María del Carmen Guggiari  
Tel/Fax: (031) 42 207 / 42 718  
Email: gobercon@rieder.net.py  
Casilla de Correo 21  
Avda. Carlos Antonio López 444 c/ Brasil  
Concepción

**SECRETARÍA DE LA MUJER DE GUAIRÁ**

Ana María Brítez de López  
Tel: (0541) 40 814 / 43 274  
Gral. Díaz y San Roque González  
Villarrica  
Área Mujer, Centro de Documentación y Estudios (CDE) – Asunción, Paraguay

**SECRETARÍA DE LA MUJER DE ITAPÚA**

Delcy Santacruz  
Tel: (071) 202 054 Interno 111 - (071) 205 727 - (0985) 702 562

Mcal. López 327 e/ Antequera y J. G. Rodríguez de Francia  
Encarnación

**SECRETARÍA DE LA MUJER Y DE LA INFANCIA DE ÑEEMBUCÚ**

Isabel Arrúa  
Tel: (086) 32 210 - 32 334  
Fax: (086) 32 301  
Avda. Mcal. López y 14 de Mayo  
Pilar

**SECRETARÍA DE LA MUJER DE PARAGUARÍ**

Graciela Baruja  
Tel: (0531) 32 211 - 32 148  
Asunción y Gral. Morínigo  
Paraguarí

**SECRETARÍA DE LA MUJER DE PRESIDENTE HAYES**

Liza Ferreira de Gómez  
Tel/Fax: (02626) 2403  
Cnel. Escurra y Laudo Hayes  
Villa Hayes

**MINISTERIOS**

**MINISTERIO DE AGRICULTURA Y GANADERÍA (MAG)**

**Dirección de Extensión Agraria (DEAG)**

**Área Promoción de la Mujer**

Blanca Portillo  
Tel: 584 572 Interno 130  
Ruta Mcal. Estigarribia Km 11  
San Lorenzo

**MINISTERIO DE AGRICULTURA Y GANADERÍA (MAG)**

**Dirección de Género y Juventud Rural**

Clotilde Romero  
Tel: 450 466  
Pdte. Franco 475 y 14 de Mayo  
Asunción

**MINISTERIO DE JUSTICIA Y TRABAJO (MJT)**

**Dirección de Promoción de la Mujer Trabajadora**

Graciela Azcona  
Tel: 498 339  
Fax: 450 519  
Paraguarí 671 y Herrera  
Asunción

**MINISTERIO DE SALUD PÚBLICA Y BIENESTAR SOCIAL**

**Dirección de Bienestar Social**

**Departamento Mujer**

María Teresa Silva



Tel: 555 272 / 559 780  
Email: jrpo10@rieder.net.py  
Avda. Eusebio Ayala casi Callejón Juan Porta Melgarejo (Hogar Santa Teresita)  
Asunción

## **MUNICIPALIDADES**

### **INTENDENCIA MUNICIPAL DE ASUNCIÓN**

#### **Dirección de Políticas de Género**

Gladys López de Gauto  
Tel/Fax: 613 670  
Email: genero@mca.gov.py  
Bloque C, 5º Piso  
Mcal. López y Capitán Bueno  
Asunción

### **JUNTA MUNICIPAL DE ASUNCIÓN**

#### **Comisión de Equidad de Género**

Nicolás Chase  
Tel: 609 133  
Fax: 663 701 / 608 744  
Email: cequidad@jma.gov.py  
Mcal. López y Cap. Villamayor  
Asunción

### **SECRETARÍA DE LA MUJER DE FERNANDO DE LA MORA**

Carmen Smith  
Tel: 500 007/9 Interno 252  
Fax: 507 804  
Ruta Mcal. Estigarribia c/ Capitán Montiel  
Fernando de la Mora

### **SECRETARÍA DE LA MUJER DE SAN LORENZO**

Alberta de Oviedo  
Tel: 582 817 - 582 271 Interno 109  
Tel/ Fax: 582 271  
Avda. España y San Lorenzo  
San Lorenzo

## **IONG´S (ORGANIZACIONES NO GUBERNAMENTALES)**

\* Perteneciente a la Coordinación de Mujeres del Paraguay (CMP)

### **ADAP (ASOCIACIÓN DE ABOGADAS DEL PARAGUAY)\***

Sara Centurión de Radice  
Tel: 424 124/9 Interno 2186 - (0981) 412 948  
Email: sararadice@hotmail.com  
Edificio del Poder Judicial  
M. R. Alonso y Testanova, 10º Piso  
Asunción

**AIMEPA (ASOCIACIÓN INTERNACIONAL DE MUJERES EMPRESARIAS Y PROFESIONALES DE AMÉRICA)**

Luz María Menocchio de López

Tel/Fax: 222 893 - 229 078/9

Email: luzlopez86\_9@hotmail.com / allopez@conexion.com.py

Perú 1019 c/ Artigas

Asunción

**AIMEPA Filial San Lorenzo**

Tel: 571 959

J. G. Rodríguez de Francia 554

San Lorenzo

**AIREANA – GRUPO POR LOS DERECHOS DE LAS LESBIANAS**

Rosa Posa

Tel: (0981) 984 024

Email: aireanaparaguay@hotmail.com

Asunción

**ALTER VIDA (CENTRO DE ESTUDIOS Y FORMACIÓN PARA EL ECODesarrollo)\***

**Programa de Género**

María Molinas / Elba Nuñez

Tel: 298 842/3

Fax: 298 845

Email: gea@altervida.org.py

Itapúa 1372 e/ Primer Pde. y Río Monday

Asunción

**APE (ASOCIACIÓN PARAGUAYA DE ENFERMERAS)**

María Luisa de Velázquez

Tel: 212 350

Fax: 211 284

Edificio Miers, 1º Piso, Of. 3 y 4

Eligio Ayala 1191 esq. Constitución

Asunción

**APEP (ASOCIACIÓN PARAGUAYA DE EMPRESARIAS, EJECUTIVAS Y PROFESIONALES)**

Natividad Fernández de Fontclara

Tel/Fax: 452 725

Email: apeg@telesurf.com.py

Edificio México, Entrepiso, Ofic. E

México 513 e/ Cerro Corá y Azara

Asunción

**APREVIM (ASISTENCIA PARA LA REHABILITACIÓN DE LA VIOLENCIA MASCULINA)**

Ismael Gaona

Tel: 507 831 - 419 2827

Email: aprevim@skytel.com.py

Mariscal López 1451

Fernando de la Mora

**ASOCIACIÓN PARAGUAYA DE MUJERES DE CARRERAS JURÍDICAS**

Amparo Paciello

Tel: 226 642 - 226 762

Email: apaciello@estudiopaciello.com.py

José Berges casi Brasilia, Edif. Puerto Madera (Estudio Jurídico Paciello)

Asunción

**BASE ECTA (BASE EDUCACIÓN, COMUNICACIÓN Y TECNOLOGÍA ALTERNATIVA)**

**Área de Promoción y Desarrollo Rural**

Elsa Zaldívar

Tel/Fax: 580 239 - 576 786

Email: basecta@basecta.org.py

Avda. Defensores del Chaco 350 e/ España y Cnel. Romero, 1º Piso, Of. 2 y 3

San Lorenzo

**BECA (BASE EDUCATIVA Y COMUNITARIA DE APOYO)\***

Norma Benítez

Tel: 557 190

Tel/Fax: 556 990

Email: beca@sce.cnc.una.py

Alcides González 1144 e/ Encarnación y Pilar

Asunción

**CDE (CENTRO DE DOCUMENTACIÓN Y ESTUDIOS)\***

**Área Mujer**

Myrian A. González

Tel: 225 000 / 204 295

Fax: 213 246

Email: cde@cde.org.py / amujer@cde.org.py

Cerro Corá 1426 c/ Paí Pérez

Asunción

**CECTEC (CENTRO DE EDUCACIÓN, CAPACITACIÓN Y TECNOLOGÍA CAMPESINA)**

**Programa de Género y Desarrollo Rural**

Elizabeth Duré

Tel/Fax: 209 217 / 490 264

Email: cectec@cectec.org.py

Casilla de Correo 1730

Manuel Domínguez 1048 c/ EE UU

Asunción

**CECTEC – Itapúa**

Tel: (0764) 20 018

Ruta VI Km. 101,5 – Colonia Pirapey

Itapúa

**CEDAI (CENTRO DE ASISTENCIA INTEGRAL)**

Susana Torres

Atención de 7 a 12:00 horas

Tel/Fax: 905 971  
Email: susjor@pla.net.py  
Casilla de Correo 1730  
Cnel. Oviedo 853 esquina Aquidabán  
Villa Cerro Corá - Lambaré

**CEFIM (CENTRO DE FORMACIÓN INTEGRAL DE LA MUJER)**

Isidora Guzmán  
Tel: 618 0329  
Luis Migone Battilana esq. Para Para' í  
Asunción

**CEPEM (CENTRO PARAGUAYO DE ESTUDIOS DE LA MUJER)**

Olga Caballero  
Tel: 441 044 / 605 274 (particular)  
Fax: 445 245  
Email: aquiolga@highway.com.py  
Universidad Católica de Asunción  
Independencia Nacional y Comuneros  
Asunción

**CEPEP (CENTRO PARAGUAYO DE ESTUDIOS DE POBLACIÓN)**

Cinthia Prieto  
Tel: 226 195 / 220 847 / 201 567  
Email: cepep@cepep.org.py  
Perú 1284 casi Ana Díaz  
Asunción

**CFA (COORDINADORA DE FUNCIONARIAS DE ANDE)**

Francisca Manfredi  
8  
Tel: 211 001  
Kubitschek 390 esq. 25 de Mayo  
Asunción

**CIMPAR (COORDINADORA INTERPARTIDARIA DE MUJERES DEL PARAGUAY)**

Ligia Prieto de Centurión  
Tel/Fax: 204 490  
Email: promur@rieder.net.py  
Casilla de Correo 1718  
Kubistchek 750 c/ Adela Speratti  
Asunción

**CÍRCULO DE ABOGADAS DEL PARAGUAY\***

Graciela Mendoza  
Tel/Fax: 424 124/9 Interno 2554  
Email: mgmendoza@sce.cnc.una.py  
Edificio del Poder Judicial  
M.R. Alonso y Testanova - PB  
Asunción

**CLADEM-PARAGUAY (COMITÉ DE AMÉRICA LATINA Y EL CARIBE PARA LA DEFENSA DE LOS DERECHOS DE LA MUJER)**

María del Carmen Pompa

Tel/Fax: 424 124/9 Interno 2554 / 310 603 (particular)

Email: clademparaguay@cladem.org

Sede de reuniones - local del Círculo de Abogadas del Paraguay

Edificio del Poder Judicial, M.R. Alonso y Testanova - PB

Asunción

**CLUB SOROPTIMISTA INTERNACIONAL**

Aurora Aguilar de Barrios

Tel/Fax: 604 607 - 612 367

Email: abarrios@rieder.net.py

RI 3 Corrales 1155 c/ Facundo Machain

Asunción

**CMP (COORDINACIÓN DE MUJERES DEL PARAGUAY)**

Tel: 440 885 / 443 734

Email: mujeres\_py@yahoo.com / cpes@cpes.org.py

Casilla de Correo 2536

Sede de reuniones – local del CPES

Eligio Ayala 973

Asunción

**CNT (CENTRAL NACIONAL DE TRABAJADORES)**

**Coordinadora de Mujeres**

Amalia Romero / Yolanda Aveiro

9

**DIRECCIONARIO / INFORMATIVO MUJER – DICIEMBRE DE 2004**

Área Mujer, Centro de Documentación y Estudios (CDE) – Asunción, Paraguay

Tel: 444 084

Fax: 492 154

Email: cnt@telesurf.com.py

Piribebuy 1078 c/ Hernandarias

Asunción

**COLECTIVO DE MUJERES 25 DE NOVIEMBRE\***

Cristina Román

Tel/Fax: 451 933

Email: colmu@quanta.com.py

Edificio 14 de Mayo, 5º Piso, Ofic. 518

14 de Mayo 150

Asunción

**COMUCOR (COORDINACIÓN DE MUJERES DE CORDILLERA)**

María Teresa Vergara / Ramona Peralta

Tel: (0529) 20 043 / (0516) 262 125

Ruta 2 Mariscal Estigarribia c/ Ramal Piribebuy

Cordillera

**CONAMURI (COORDINADORA NACIONAL DE MUJERES TRABAJADORAS RURALES E INDÍGENAS)**

Julia Franco  
Tel/Fax: 490 203 - (0522) 41 133  
Email: conamuri@rieder.net.py  
Yegros 1041 e/ Rca. de Colombia y Tte. Fariña  
Asunción

**COMEP LTDA. (COOPERATIVA DE MUJERES EMPRESARIAS, EJECUTIVAS Y PROFESIONALES DEL PARAGUAY)**

Josefina Duarte de Benítez  
Tel/Fax: 449 866 / 446 179  
Email: comep@quanta.com.py  
Alberdi 1236 c/ Ygatimí  
Asunción

**CONPACOP (CONFEDERACIÓN PARAGUAYA DE COOPERATIVAS)  
Comité Nacional de Mujeres Cooperativistas**

Juana Diarte  
Tel/Fax: 214 746 / 229 360  
Email: cnmc@highway.com.py  
Edif. Carmen I, 3º Piso  
José Asunción Flores 3481 c/ Solar Guaraní  
Asunción

**COORDINADORA DE AMAS DE CASA**

Sara Servián  
Tel: 751 077  
Email: amasdecasa@3sector.org  
Saavedra e/ Nanawa y Baldivian  
Mariano Roque Alonso

**CPES (CENTRO PARAGUAYO DE ESTUDIOS SOCIOLÓGICOS)  
GEMPA (GRUPO DE ESTUDIOS DE LA MUJER PARAGUAYA)\***

Graziella Corvalán  
Tel: 440 885 / 443 734  
Fax: 446 617  
Email: cpes@cpes.org.py  
Eligio Ayala 973  
Asunción

**CUERPO DE PAZ**

**Comité de Mujeres de Desarrollo y Género**

Josefina Ríos  
Tel: 600 155  
Fax: 606 650  
Email: jríos@py.peacecorps.gov  
Chaco Boreal 162 c/ Mariscal López  
Asunción

**CUT (CENTRAL UNITARIA DE TRABAJADORES)**

**Secretaría de la Mujer**

Rita Álvarez

Tel: (0961) 766 713

Email: cut\_paraguay@hotmail.com

Herrera e/ Tacuary y Estados Unidos

Asunción

**EPA (ESCRITORAS PARAGUAYAS ASOCIADAS)**

Maybell Lebrón

Tel: 603 488

San Rafael 1045

Asunción

**FETRABAN (FEDERACIÓN DE TRABAJADORES BANCARIOS)**

**Comisión de Mujeres**

Romina Ricciardi

Tel/Fax: 214 130

Pettirossi 194 y Constitución

Asunción

**FNC (FEDERACIÓN NACIONAL CAMPESINA)**

**Secretaría de la Mujer**

Adelaida Quiroga / Teodolina Villalba

Tel/Fax: 512 384 / 555 525

Email: fncampesina@uole.com

Ñangapiry 1196 esq. Cacique Cará Cará

Asunción

**FORO DE MUJERES DEL MERCOSUR – CAPÍTULO PARAGUAY**

Ivonne Lugo

Tel: 211 001

Email: ivonne\_lugo@ande.gov.py

España 625 casi San José, Sala 11

Asunción

**FUNDACIÓN KUÑA ATY\***

Gloria Rubín

Tel: 208 641

Fax: 226 793

Email: katy@conexion.com.py

Celsa Speratti N° 3865 c/ Cap. Cañizá

Asunción

**GAG-L (GRUPO DE ACCIÓN GAY-LÉSBICO)**

Mercedes Vera

Alberdi 720 casi Haedo

Tel: 440 956

Email: gagl\_py@hotmail.com

Asunción

**GRUPO LUNA NUEVA**

Natalia Cerdido  
Tel/Fax: 444 105 / 452 938  
Email: lunanue@supernet.com.py  
Gral. Díaz 765 e/ Ayolas y O'Leary  
Asunción

**JOC (JUVENTUD OBRERA CRISTIANA)**

**Albergue para jóvenes trabajadoras “Ñande Róga Guazu”**

Ana Cabrera / Sandra Ruiz Díaz  
Tel/Fax: 525 502  
Email: joc@sce.cnc.una.py  
Ñanduti 4080 c/ Chiripa  
Barrio San Pablo  
Asunción

**KUÑA ROGA\***

Alicia Stumps  
Tel: (071) 204 640 / (0985) 770 424  
Email: kunaroga@hotmail.com  
Galería Florida, local 68, 1º Piso  
Juan León Mallorquín e/ Tomás Romero Pereira y Villarrica  
Encarnación

**LIGA PARAGUAYA DE LOS DERECHOS DE LA MUJER**

Virginia Nuñez de Páez  
Tel: 491 953  
Ayolas 1136 c/ Ygatimí  
Asunción

**MCNOC (MESA COORDINADORA NACIONAL DE ORGANIZACIONES CAMPESINAS)**

**Secretaría de Mujeres**

Ester Leiva  
Tel: 550 598  
Ñeembucú 3192 c/ Paraíso, Barrio Terminal  
Email: mcnoc@hotmail.com  
Asunción

**MCP (MOVIMIENTO CAMPESINO PARAGUAYO)**

**CMC (COORDINACIÓN DE MUJERES CAMPESINAS)**

Tel: 420-203 - (0522) 41 133  
Email: coordimujerescampesinas@hotmail.com  
Ntra. Sra. de la Asunción (B° San Francisco)  
Caaguazú

**MUJERES DEMOCRÁTICAS DEL SUR**

Esperanza Iwasiuten de Szopa  
Tel: (071) 202 931 – 204 106  
Avenida Caballero 749  
Encarnación



**MUJERES POR LA DEMOCRACIA\***

Teresita Silvero Salgueiro  
Tel/Fax: 496 631  
Email: mxd@highway.com.py  
Edificio Colón 1, Torre 2, 4º Piso, Dpto. G  
El Paraguay Independiente y Colón  
Asunción

**OLT (ORGANIZACIÓN DE LUCHA POR LA TIERRA)**

**Secretaría de la Mujer**

Ester Leiva  
Tel: 940 906  
Villa Bonita  
Villa Elisa

**PROCI (PROMOCIÓN CAMPESINA INTEGRAL)**

**Secretaría de la Mujer**

Alicia Amarilla  
Tel: (0971) 439 260  
Repatriación  
Caaguazú

**PROMU (ASOCIACIÓN PARA LA PROMOCIÓN DE LA MUJER ARTESANA Y OBRERA)**

Marta Nettl de Turrini  
Tel/Fax: 229 786  
Email: efaes@telesurf.com.py  
Prof. Ramírez c/ Juan de Salazar  
Asunción

**PROMUR (CENTRO DE PROMOCIÓN DE LA MUJER)**

María Inés Ferreira de Marín  
Tel: 214 854  
Tel/Fax: 204 490  
Email: promur@rieder.net.py  
Kubistchek 750 e/ Herrera y Celsa Speratti  
Asunción

**RMMP (RED DE MUJERES MUNICÍPES DEL PARAGUAY)**

Nelly Servín de Insfrán  
Tel: 663 891/2 int.163 / (086) 30 050 / 30 450  
Fax: 610 573  
Municipalidad de Asunción  
Junta Municipal, 1º Piso, Mcal. López y Cap. Villamayor  
Asunción

**RMP (RED DE MUJERES POLÍTICAS)**

Cristina Muñoz  
Tel/Fax: 450 397  
Email: paix@pla.net.py  
Nuestra Señora de la Asunción 760, 4º Piso B  
Asunción

**SEFEM (SERVICIOS DE FORMACIÓN Y ESTUDIOS DE LA MUJER)**

Cinthia Fernández  
Tel/Fax: 223 081  
Email: sefem@sce.cnc.una.py  
Defensa Nacional 699 c/ Tte. Morales  
Asunción

**SINTRADOP (SINDICATO DE TRABAJADORAS DOMÉSTICAS DEL PARAGUAY)**

Amalia Romero  
Tel: 907 585  
Hogar María de la Esperanza  
Sagrada Familia 1339  
Lambaré

**TATA RENDY**

Adriana Irún  
Tel: 422 456 / (0981) 229 646  
Colón esquina Ygatimí  
Parroquia Cristo Rey  
Email: tatarendy01py@yahoo.com  
Asunción

**UMPA (UNIÓN DE MUJERES PARAGUAYAS)**

Ligia Prieto de Centurión  
Tel/Fax: 222 539  
Email: ligia@telesurf.com.py  
Pitiantuta 923 c/ Libertad  
Asunción

**UNIÓN DE AMAS DE CASA DEL PARAGUAY**

Gladys Rolón de Figueredo  
Tel: 603 155 / 226 932 (martes y jueves a la tarde)  
Fax: 662 511  
Alborno 1905  
Asunción

**PARTIDOS POLÍTICOS**

**ANR (ASOCIACIÓN NACIONAL REPUBLICANA - PARTIDO COLORADO)**

**Comisión de la Mujer**

Nicasia Maldonado viuda de Solaeché  
Tel: 452 546 / 451 751  
25 de Mayo 842 c/ Tacuary  
Asunción

**ANR (ASOCIACIÓN NACIONAL REPUBLICANA - PARTIDO COLORADO)**

**Comité Central de la Mujer Colorada**

Lilian Samaniego  
Tel: 452 747 / 452 546  
25 de Mayo 842 c/ Tacuary, 2º Piso  
Asunción

**PDC (PARTIDO DEMÓCRATA CRISTIANO)**

**Central Femenina**

Angela Gómez de Téllez  
Tel/Fax: 420 434  
Email: cyng@conexion.com.py  
Dupuis 962 c/ Colón  
Asunción

**PEN (PARTIDO ENCUENTRO NACIONAL)**

**Secretaría de la Mujer**

Tel: 213 549 - 223 510  
Email: parenac@pla.net.py  
Herrera N° 2282 esq. Vice Pte. Sánchez  
Asunción

**PLRA (PARTIDO LIBERAL RADICAL AUTÉNTICO)**

**Departamento de la Mujer**

Nidia Ofelia Flores Coronel  
Tel: 201 337  
Azara 2486 c/ Gral. Santos  
Asunción

**PRF (PARTIDO REVOLUCIONARIO FEBRERISTA)**

**Coordinadora de Mujeres Febreristas**

Ana Saccomani de Adorno  
Tel/Fax: 494 041  
Manduvirá 552  
Asunción

**PPQ (PARTIDO PATRIA QUERIDA)**

**Secretaría de la Mujer**

Ana María Mendoza de Acha  
Tel: 664 800 / 1  
Email: movimiento@patriaquerida.org  
Avda. Santa Teresa esq. Herminio Maldonado  
Asunción

**PPS (PARTIDO PAÍS SOLIDARIO)**

**Secretaría de Género**

Carmen Colazo  
Tel: 391 271  
Email: pps@conexion.com.py  
Avda. Quinta 545 c/ México  
Asunción

**SECCIONES FEMENINAS DE DIARIOS**

**ABC**

**Suplemento Nosotras**

Alicia Murto / Cecilia Medina

Tel: 491 160  
Fax: 443 354  
Email: amurto@abc.com.py  
Yegros 745  
Asunción

**LA NACIÓN**

**Suplemento Eva**

Gloria Ocampos  
Tel: 512 520  
Fax: 512 535  
Email: lanacion@conexion.com.py  
Zabala Cué e/ Segunda y Tercera  
Fernando de la Mora

**NOTICIAS EL DIARIO**

**Cartera de Mujer**

Mabel Lezcano  
Tel: 292 721/4  
Fax: 292 841  
Email: redaccion@diarionoticias.com.py  
Avda. Artigas y Brasilia  
Asunción

## ANNEX 6: ENDNOTES

- <sup>1</sup> Employment data are from 2006-2008 data from International Labour Organization accessed from the World Bank Database, 2011. <http://datos.bancomundial.org/indicador/SL.AGR.EMPL.ZS/countries>; Agricultural sector data are from 2010. See United Nations Food and Agricultural Organization data accessed from the World Bank Database, 2011. <http://datos.bancomundial.org/indicador/NV.AGR.TOTL.ZS/countries>.
- <sup>2</sup> World Bank Database, 2011.
- <sup>3</sup> World Bank Database, 2011.
- <sup>4</sup> The statistic of 90% of exports is widely cited. See: <http://www.fao.org/ag/AGP/AGPC/doc/Counprof/Paraguay/paraguay.htm>.
- <sup>5</sup> “Paraguay has highest economic growth in 20 years” in Infosur Hoy, 7/1/2011. [http://www.infosurhoy.com/cocoon/saii/xhtml/en\\_gb/features/saii/features/main/2011/01/07/feature-01](http://www.infosurhoy.com/cocoon/saii/xhtml/en_gb/features/saii/features/main/2011/01/07/feature-01)
- <sup>6</sup> Banco Central de Paraguay, Informe de inflación-setiembre de 2011. [http://www.bcp.gov.py/attachments/article/1035/Resumen\\_Prensa\\_IPC\\_Setiembre\\_2011.pdf](http://www.bcp.gov.py/attachments/article/1035/Resumen_Prensa_IPC_Setiembre_2011.pdf)
- <sup>7</sup> Secretaria de la Mujer de la Presidencia de la República. UNFPA (June 2008). “III Plan Nacional de Igualdad de Oportunidades entre Mujeres y Hombres 2008-2017.”
- <sup>8</sup> Interview with Clyde Soto, CDE, 21 July 2011.
- <sup>9</sup> CLADEM (2007). “Violencia Doméstica en la lupa de los derechos humanos: Nudos y desafíos desde la experiencia de CLADEM Paraguay.”
- <sup>10</sup> CEPEP (2010). “Características de la violencia de pareja en el Paraguay: Resumen de investigación en base a dos encuestas nacionales.” OMS y CEPEP. Paraguay.
- <sup>11</sup> “Gender Equality and Social Institutions in Paraguay,” <http://genderindex.org/country/paraguay> accessed September 8, 2011.
- <sup>12</sup> The current Law establishes measures for the immediate protection of victims, free assistance, and the obligation of the State to follow through on the application of the law. It also tasks Justices of the Peace with receiving complaints and immediately applying protection measures. Yet it is limited insofar as it does not establish penal sanctions, and is therefore more preventative than punitive.
- <sup>13</sup> World Health Organization (2005).
- <sup>14</sup> OMS and CEPEP (2010). “Resumen de investigación a base a tres encuestas nacionales. Descenso de la fecundidad e intenciones reproductivas de mujeres en Paraguay.”
- <sup>15</sup> USAID Proyecto DELIVER (June 2010). “Experiencias Exitosas: Cuatro Años en Paraguay. Orden de Trabajo 1.”
- <sup>16</sup> Interview with Martha Merida, SHOPS project (Strengthening Health Outcomes through the Private Sector), Abt Associates, 22 July 2011.
- <sup>17</sup> Ministerio de Salud Pública y Bienestar Social (2001). “Perspectivas y Necesidades de Servicios de Salud Reproductiva para Hombres.” Engender Health, USAID, CEPEP.
- <sup>18</sup> Statistic reported during the XX Congreso Iberoamericano de Mujeres Empresariales. La Nación, 13 October 2011 [Accessed: XX Congreso Iberoamericano de Mujeres Empresariales].
- <sup>19</sup> FAO (2008). Situación de las Mujeres Rurales en Paraguay.
- <sup>20</sup> World Bank (2011). *Migration and Remittances Fact Book 2011*. Migration and Remittances Unit. Compiled by Dilip Ratha, Sanket Mohapatra, and Ani Silwal. Washington DC.
- <sup>21</sup> PNUD (2009).
- <sup>22</sup> This is according to census data from the primary destination countries, and DGEEC surveys, cited in PNUD 2009
- <sup>23</sup> DGEEC, Secretaria de la Mujer and BID 2009.
- <sup>24</sup> Venus Caballero y Alba Gaona (August 2010). “El hambre tiene solución: Estrategia de Genero.” Formulación del Convenio AECID 10-CO1-064. Seguridad Alimentaria y Nutricional en Paraguay: Acción contra el hambre.
- <sup>25</sup> GTZ/MAG (1996). Estudio Base de Identificación y Caracterización de la Población Meta del Proyecto Conservación de Suelos. San Lorenzo.
- <sup>26</sup> World Bank (April 2, 2010). Explorando la Participación Laboral de la Mujer de Paraguay. Draft version.
- <sup>27</sup> INDERT (2008).
- <sup>28</sup> FAO (2008). Obra citada.
- <sup>29</sup> OECD (2011). Gender Equality and Social Institutions in Paraguay. [Accessed July 11, 2011]
- <sup>30</sup> Ministry of Agriculture, National Agricultural Census (2008).
- <sup>31</sup> World Bank (April 2, 2010). “Explorando la Participación Laboral de la Mujer de Paraguay.”
- <sup>32</sup> World Bank (April 2, 2010). “Explorando la Participación Laboral de la Mujer de Paraguay.”
- <sup>33</sup> FAPI and UNDP (2009). “Propuesta de protocolo para un Proceso de Consulta y Consentimiento con los Pueblos Indígenas del Paraguay.”

- <sup>34</sup> Data from Living Standards Measurement Studies from 2000. See Deere, Carmen Diana, Gina Alvarado, and Jennifer Twyman, March 2010. "Poverty, Headship, and Gender Inequality in Asset Ownership in Latin America." Michigan State University, Center for Gender in Global Context.
- <sup>35</sup> In a previous version of the project, *Paraguay Vende* (2003-2007), indicators included measurements of additional sales, exports, jobs in person days, and new investments supported by companies with which USAID had partnerships.
- <sup>36</sup> Data collected from focus group discussions with more than 100 project beneficiaries conducted during the gender assessment of PyP in February 2011, indicated that very few beneficiaries had less than 5 hectares of land, with many above 10 hectares, and some with 20 to 40 hectares (which is considerably large when project goals are to reach small producers with the intention of poverty reduction).
- <sup>37</sup> El hambre tiene solución: Estrategia de Género. Formulación del Convenio AECID 10-CO1-064. Seguridad Alimentaria y Nutricional en Paraguay Agosto 2010. Acción contra el hambre. Documento elaborado por Venus Caballero y Alba Gaona.
- <sup>38</sup> Interview with Clyde Soto of Centro de Estudios Sociologicos, and Celsy Campos of FAO, July 21, 2011.
- <sup>39</sup> CARANA Corporation. Paraguay Productivo Mid-term Gender Equity Assessment January 28, 2011- February 12, 2011. March 2011.
- <sup>40</sup> CARANA Corporation. Paraguay Productivo Mid-term Gender Equity Assessment January 28, 2011- February 12, 2011. March 2011.
- <sup>41</sup> Interview with Moises Bertoni staff, August 1, 2011.
- <sup>42</sup> Interview with Moises Bertoni staff. August 1, 2011.
- <sup>43</sup> Focus group with female micro-entrepreneur beneficiaries of Ikatu Project (Fundación Paraguaya) in Emboscada, July 20, 2011.
- <sup>44</sup> Interview with Celsy Campos, FAO/ Secretaria de la Mujer, July 21, 2011.
- <sup>45</sup> Focus group with female micro-entrepreneur beneficiaries of Ikatu Project (Fundación Paraguaya) in Emboscada, July 20, 2011.
- <sup>46</sup> Cultural constraints should also be considered. However, FAO and gender experts in Paraguay believe that costs are more of a barrier to technology uptake than is cultural reluctance.
- <sup>47</sup> CARANA Corporation. Paraguay Productivo Mid-term Gender Equity Assessment January 28, 2011- February 12, 2011.
- <sup>48</sup> Interview with Paraguay Country Director of WCS, Francisco Fracchia, July 22, 2011.
- <sup>49</sup> Interviews during the assessment revealed that in families where only men are involved in production and management, families earn Gs. 10,000 per day (about US\$2.5), whereas families with female involvement earn Gs. 20,000 per day.
- <sup>50</sup> CARANA Corporation. Paraguay Productivo Mid-term Gender Equity Assessment January 28, 2011- February 12, 2011.
- <sup>51</sup> Interview at Secretaria de la Mujer.
- <sup>52</sup> CARANA Corporation. Paraguay Productivo Mid-term Gender Equity Assessment January 28, 2011- February 12, 2011.
- <sup>53</sup> IFAD co-financed Credit Project of the Northeast Region of Paraguay (1993-1999). Project member which received support from PROCASUR (regional capacity building initiative). A 2000 study (IFAD) of gender issues found a wide difference in rural women's participation in technical assistance vs. credit.
- <sup>54</sup> CARANA Corporation. Paraguay Productivo Mid-term Gender Equity Assessment January 28, 2011- February 12, 2011.
- <sup>55</sup> CARANA Corporation. Paraguay Productivo Mid-term Gender Equity Assessment January 28, 2011- February 12, 2011.
- <sup>56</sup> Interview with Amelia Moro, Director of Cooperative Development Program (ACDI/VOCA) project July 29, 2011.
- <sup>57</sup> Focus group with Comité de Productores "El Progreso" in Belen (Concepcion) as part of the Northern Zone Initiative Project, July 25, 2011.
- <sup>58</sup> "Paraguay ante el comité CEDAW", 5 October 2011, <http://www.mujer.gov.py/paraguay-ante-el-comite-cedaw-n44>
- <sup>59</sup> "Paraguay ante el comité CEDAW", 5 October 2011, <http://www.mujer.gov.py/paraguay-ante-el-comite-cedaw-n44>
- <sup>60</sup> CLADEM (2007). VIOLENCIA D O M É S T I C A en la lupa de los derechos humanos: Nudos y desafíos desde la experiencia de CLADEM Paraguay.
- <sup>61</sup> Arrúa, Mirna. Obstáculos para el acceso a la justicia de la mujer víctima de violencia en el Paraguay. Citado en Informe Sombra CEDAW: Vigilancia ciudadana sobre los derechos humanos de las mujeres en Paraguay. CLADEM Py, CMP y CDE. Asunción. 2005.
- <sup>62</sup> Interview with GEAM, 19 July 2011.
- <sup>63</sup> Personal communication with Dr. Carlos Rodríguez, CIRDA Health Information Systems Project.
- <sup>64</sup> Interview with Celsy Campos, FAO gender focal point of the Women's Secretariat, 21 July 2011.
- <sup>65</sup> Interview with Carmen Romero, Mercedes Argaña and Romy Vaesken of GEAM, 19 July 2011.

<sup>66</sup> Soto, Clyde, Line Bareiro and Lilian Soto. 2003. *Mujeres y hombres líderes: Vivencias y opiniones de la población*. Serie Liderazgo Femenino en Paraguay. Secretaría de la Mujer, CDE.

<sup>67</sup> Interview with Carmen Romero, Mercedes Argaña, Romy Vaesken and Jorge Abbate of GEAM, 19 July 2011.

<sup>68</sup> Interview with Celsy Campos, FAO gender focal point of the Women's Secretariat, 21 July 2011.

<sup>69</sup> Ministerio de Salud Pública y Bienestar Social. 2001. *Perspectivas y Necesidades de Servicios de Salud Reproductiva para Hombres*. Engender Health, USAID, CEPEP.

<sup>70</sup> Interview with Bernardo Uribe and Carolina Vera of John Snow, MCC Threshold DELIVER project, 2 August 2011; and interview with Martha Merida, SHOPS project (Strengthening Health Outcomes through the Private Sector), Abt Associates, 22 July 2011.

<sup>71</sup> Interview with María Victoria Rivas, Director of CEJ, 18 July 2011.

<sup>72</sup> An important document that CEJ uses to guide their work in increasing access of marginalized populations to the justice system is the Brasilia Regulations regarding Access to Justice for Vulnerable People, adopted in the Ibero-American Judicial Summit of 2008.

<sup>73</sup> USAID has been supporting the decentralization of the health system in Paraguay for the last 10 years, with impressive results: 1) developing models of community financing to complement funds from central government (pilot project); 2) strengthening the capacity of the central government to drive the process; and 3) disseminating the experience so that it is expanded.

<sup>74</sup> According to program data prepared by CIRD Health Decentralization Project Coordinator Ruben Gaete, in Fram, for example, where 58% of council members are women, there has been a 339% increase over a ten-year period of women's visits to the health center for prenatal check-ups.

<sup>75</sup> Interview with Bernardo Uribe of John Snow, MCC Threshold DELIVER project, 2 August 2011.

<sup>76</sup> See ECLAC, <http://www.eclac.org/oig/noticias/noticias/0/42260/Call.pdf>. Visited 8 August 2011. Document states: "The participants in a global Policy dialogue for better evidence to improve women's health through gender and health statistics (Washington, DC, 25-27 October 2010), call upon all countries and partners to take action to improve gender and health statistics and reduce gender and health inequities" and proceeds to lay out guiding principles and actions that should be put into effect.

<sup>77</sup> More generally, PCVs may serve as community organizers and connectors in communities where USAID has projects. Peace Corps Director expressed interest in this strategy, which they implemented in the Dominican Republic by putting a clause in counterparts' contracts tasking them with identifying PCVs in project sites and collaborating.

<sup>78</sup> Interview with Jorge Abbate of GEAM, 19 July 2011.