



FINAL EVALUATION OF PROJECT N° 00092546

***"SUPPORT FOR THE COMPLETION OF THE
REDD+ PREPARATION PHASE IN
PARAGUAY".***

***MARTIN DELLAVEDOVA, International Evaluator
PAOLA VACCOTTI, National Evaluator***

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Project Title

Support for the finalization of the REDD+ readiness phase in Paraguay

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Prepared by

Martin Dellavedova - International Evaluator (Evaluation Team Leader)

Paola Vaccotti - National Evaluator

Eric Müller - Associate Evaluator

Micaela Toledo - Associate Evaluator

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ABBREVIATIONS AND ACRONYMS

ARP	Rural Association of Paraguay
ASP	Protected Wildlife Areas
BUR	Biennial Update Report
CNCC	National Climate Change Commission
CPAP	Country Program Action Plan 2013-2018
ENBCS	National Forestry Strategy for Sustainable Growth
ETN	National Technical Team
FAPI	Federation for the Self-Determination of Indigenous Peoples
FCPF	Forest Carbon Partnership Fund
FECOPROD	Federation of Production Cooperatives
FNC	National Peasant Federation
FNC	National Farmers Federation
FPIC	Free, Prior and Informed Consent
FVC	Green Climate Fund
GDP	Gross Domestic Product
GHG	Greenhouse Gases
GEF	Global Environment Facility
IAP	IAP Chaco Integrated Approach to Support the Reduction of Deforestation in Commodity Production Project
IFN	National Forest Inventory
INDERT	National Institute of Rural and Land Development
INDI	Paraguayan Indigenous Institute
INFONA	National Forestry Institute
MADES	Ministry of Environment and Sustainable Development
MAG	Ministerio de Agricultura y Livestock
NDC	Nationally Determined Contributions
PAM	Policies, Actions and Measures
PBCS	Program Forest for Sustainable Growth
NDP 2030	National Development Plan 2030
PMU	Project Management Unit
PPRs	Payment for Results
PRODOC	Project Document
REDD+	Reducing Emissions from Deforestation and forest degradation
SDGs	Sustainable Development Goals

SIAM	Environmental Information System
SIS	Safeguards Information System
SNIF	National Forest Information System
SNMF	National Forestry Monitoring System
STP	Technical Planning Secretariat
TC	Technical Committee
ToR	Terms of Reference
ToC	Theory of Change
UN REDD	United Nations Collaborative Programme on Reducing Emissions from Deforestation and forest Degradation
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
USCUSS	Land Use, Land Use Change and Forestry
WWF	World Wildlife Fund

EXECUTIVE SUMMARY

The current situation in Paraguay indicates that economic, institutional and political factors underlie the direct causes of deforestation. These causes can be summarized as the expansion of agriculture and cattle ranching, the extraction of timber resources, the extension of infrastructure and the use of forest biomass as a source of energy. Given this situation and given that the country has experienced one of the highest deforestation rates in the Latin American region in recent years, the political leaders of the environmental sector in the country have decided to promote REDD+ readiness in Paraguay, in order to address the challenges of deforestation, as well as to contribute to global efforts to mitigate climate change under the UNFCCC.

This consultancy aims to evaluate: i) the performance of the Forests for Sustainable Growth project in terms of its relevance, effectiveness and efficiency (outcomes, outputs); ii) sustainability and scaling up of results; iii) potential impact; as well as compliance with the mandate of UNDP's evaluation policy, on the contributions of development results to human development.

The analysis of the design shows a close alignment with the country's policies at the national, regional and international levels. It shows relevance and consistency with the preceding UN-REDD project, involving different actors from the public and private sectors, NGOs, civil society and particularly disadvantaged groups. Through the activities and actions undertaken, the PNBCS has been able to generate complete products, designed with an inclusive approach, considering the strengthening and participation of social groups that depend directly or indirectly on forestry activities.

The changes in the national and international context triggered by the COVID-19 pandemic have increased the relevance of the project. In the face of humanitarian and economic crises such as the present one, the "primarization" of the economy threatens forests and forest resources, which is why greater government support for the project is necessary to combat poverty and inequality in a non-traditional way.

The PNBCS has achieved a high level of compliance with the indicators of the Results Framework, most of which have reached their objective by the project's closing date. Of the expected results, highly satisfactory levels have been achieved for Outcome 1 and 2, while Outcome 3 has been rated as satisfactory mainly due to the complications faced by the PMU team in reaching the field due to the sanitary measures imposed as a result of the COVID-19 pandemic.

Despite this, the country's readiness phase as part of the REDD mechanism has been completed. This readiness process started with the support of UN System agencies (FAO, UN Environment, UNDP) and the Forest Carbon Partnership Facility (FCPF) in July 2011, and after almost 10 years the country has complied with the 4 pillars of the Warsaw Framework, as: (i) it has a Forestry Strategy for Sustainable Growth; (ii) it has submitted its Forest Emissions Reference Level and Technical Annex, with an additional one in the process of submission to the United Nations Framework Convention on Climate Change; (iii) the National Forest Monitoring System has been strengthened and institutionalized ensuring consistency between national reports to international agencies; and (iv) the Safeguards Information System is linked to the Environmental Information System.

As a consequence of having achieved the expected results during the country's readiness phase as part of the REDD+ mechanism, Paraguay has accessed the results-based payment for a value of USD 50 million, through the REDD+ window of the Green Climate Fund (GCF), at the last Board meeting of the year, which took place from November 12 to 14, at its permanent headquarters located in Songdo, South Korea. This payment corresponds to the

reduction of emissions from deforestation amounting to 23 million tons of CO2 equivalent, achieved during the period 2015-2017. Although REDD+ readiness processes culminate with access to climate finance, as this project did not contemplate a specific outcome associated with payment for results, it can be said that this has been an outcome not directly foreseen. However, this fact has demonstrated that efforts to prepare the country to access funds for payment for results have borne fruit. Although this is a pilot test for the country, the mechanisms for the correct use of the resources obtained and the creation of a legal framework that provides security to all the actors involved in the process still need to be adapted.

The management of project funds by the PMU has been correct and consistent with the results achieved to date. At the time of the final evaluation, 97% of the total budgeted funds have been executed. Thus, UNDP's commitment to the project has been demonstrated, which is reflected in the efficiency with which the budget has been managed over the four years of the project's duration.

As presented throughout the document, the evaluation of the implementation of the components is satisfactory and highly satisfactory, reflecting the efficient work carried out in the development of strategies, tools, instruments and constant training processes that formed a solid basis for the implementation of the ENBCS.

Since neither institutional sustainability nor financial and technical sustainability are guaranteed, it is concluded that the overall sustainability of the project is moderately likely. This is mainly because to achieve it, policy decisions must be taken to increase the institutional capacity of MADES and the other institutional actors involved (mainly INFONA and INDI). To contribute to sustainability, part of the resources available in the first Payment by Results project should be used to generate permanent institutional capacities in the next two to three years.

This project has sought to enhance the role of national technicians from government institutions, and in particular MADES, INFONA and other national institutions, through capacity building, thus partially ensuring the sustainability of post-project results. In addition, it has generated a large number of policy instruments, documents and consultancies to support the country in its REDD+ objectives. However, the systematization and registration of these products, as well as their socialization and friendly communication, has not been optimal and there is a real risk that the institutions that should continue with the actions of this project will not be able to appropriate these valuable resources. Ultimately, it remains that the products of this project are translated into actions in each of the supported organizations, always seeking a more sustainable growth at the national level.

The participatory processes led by MADES, together with other national government institutions, the private sector, the financial sector, civil society, academia, peasant organizations, indigenous peoples, women's groups and young people, have made it possible to build a National Forestry Strategy for Sustainable Growth and its Implementation Plan, rescuing national information from each of the sectors and translating it into a public policy document constructed in a participatory manner.

Various national institutions from all sectors of society have contributed to the achievement of the results presented at the close of this project. It is important to mention that UNDP has carried out intense efforts to ensure the participation and inclusion of all economic and social sectors, although sometimes this has not been achieved. After all, the process of designing the ENBCS has been as participatory as possible, given the economic and social context of Paraguay and the struggle of interests among the main sectors.

During the last year of implementation, one of the greatest health, economic and social crises on record was experienced as a result of the pandemic caused by COVID-19, which generated

great uncertainty in all sectors and required the redirection of public resources to the health system. This new context implied a great challenge for the execution of the project, preventing the visit to indigenous communities (due to demanding national sanitary restrictions) and forcing the adoption of virtual work and consultation instruments, which in many cases meant a limitation for people with limited access to technological resources and internet. In spite of this, the PBCS achieved practically all its objectives, generating a solid base of strategic knowledge, tools, mechanisms and instruments that will serve for the implementation of the ENBCS.

Beyond the progress made, there remain several challenges that transcend the actions of the project and that will have to be considered, for the implementation of the ENBCS such as:

- A definition of carbon rights and a possible REDD+ benefit sharing scheme for the different relevant stakeholders,
- Achieving greater involvement of the agricultural and livestock sector, two very important sectors due to their relationship with USCUS and land tenure, both determining factors for the creation of a benefit sharing system to be defined.

In the last four years, important results have been generated that will serve as a basis for the generation of public policies to strengthen environmental management and promote sustainable growth. The actions of the Forests for Sustainable Growth project will continue with the implementation of the various initiatives that are currently underway and with those that will be initiated as a result of the products generated by the project. Initially, the project will have continuity with the arrival of the REDD+ results-based payments project in Paraguay that will be implemented by UNEP in coordination with other UN agencies.

Table 1. FCPF Project Overview.

Project Title			
Support for the Completion of the REDD+ Readiness Phase in Paraguay			
Project Results	<p>Outcome 1: Paraguay positioned for effective REDD+ Implementation and access to climate finance.</p> <p>Result 2: Framework for future REDD+ implementation in a developed Paraguay.</p> <p>Result 3: Enabling conditions created for future implementation of prioritized ENBCS Maps in Paraguay</p>		
Approval date	September 2017	Mid-term evaluation date	June 2019
Administrative closure date	September 2020	Operational Closure date	June 2021

SECTION 1: LIMITS AND SCOPE

1.1. Political and legal contextualization

The political scenario in Paraguay has been occupied by the Colorado Party, whose presence was uninterrupted from 1947 until 2008, when the elections were won by Fernando Lugo. After the impeachment to which he was subjected in 2012, he resigned and his term was completed by his vice president (belonging to the Partido Liberal Radical Auténtico - PLRA).

The 2013 elections were won again by the Colorado Party (National Republican Association - ANR), whose candidate Horacio Cartes proposed a policy oriented to macroeconomic growth and the development of the country's infrastructure. During 2018 he was succeeded by Mario Abdo Benítez, who won by a narrow margin over his main opponent (Coalition of PLRA, Frente Guasú and other minority and progressive parties). The current president's campaign was oriented to respect institutionalism, educational transformation, improvement of public health, the fight against poverty, and macroeconomic stability.

A month before the current president took office, the Executive Power had enacted the law that elevated the Secretariat of Environment (SEAM) to the Ministry of Environment and Sustainable Development (MADES). This denotes the political effort to give greater importance to the treatment of problems related to the environment and development. From that moment on, MADES became the body in charge of enforcing the environmental institutional framework defined by the National Environmental System (SISNAM)¹ and of acting as co-executor of legal bodies in the areas of forestry, public health, phytosanitary activities, indigenism, etc., with an impact on the environmental dimension.

In addition to MADES, there are other agencies and institutions in Paraguay that are directly linked to forestry activities:

- National Forestry Institute (INFONA), enforcement authority of Forestry Law No. 422/73 and Law No. 536/95 on the Promotion of Afforestation and Reforestation.
- Instituto Nacional de Desarrollo Rural y de la Tierra (INDERT), responsible for the application of the Agrarian Statute and coadjuvant authority in environmental management.
- Instituto Paraguayo del Indígena (INDI), an autonomous entity in charge of the policy for Indigenous Peoples. Despite its relevance with respect to the appropriate management of forestry issues², it faces major budgetary and institutional capacity restrictions to fulfill the purposes for which it was created.
- Ministry of Agriculture and Livestock (MAG), since it plays a preponderant role in the development of the country's agricultural sector.
- Municipal Governments, in charge of land use planning (Law No. 3966/09).
- The Paraguayan Institute of Agricultural Technology (IPTA), created by Law No. 3788/09, which develops forestry research policies and programs, is also linked to environmental issues.

In the legal sphere, the institutional body related to forestry is the Environmental Prosecutor's Office, which reports to the Attorney General's Office (Public Prosecutor's Office). Its functions are related to the investigation of crimes defined in Law No. 716/96 and Law No. 1160/97 Penal Code. In the Legislative Branch, there are commissions related to environmental issues

¹ Created by Law No. 1561/100 of 2000.

² Mainly because a very significant amount of forests are owned by indigenous communities.

in the Chamber of Senators and the Chamber of Deputies, as well as a Bicameral Commission "National Commission for the Defense of Natural Resources" (CONADERNA)³.

In relation to the institutional framework of regional and international instruments, Paraguay has made important commitments through its adherence to conventions and agreements, and is also committed to several free market processes and regional agreements, including commitments within MERCOSUR and the agreements approved at the Earth Summit in Rio de Janeiro, such as the Rio Declaration on Environment and Development, the Convention on Biological Diversity, the Convention on Climate Change and the Principles on Sustainable Management and Development of Forests and the REDD+⁴ Mechanism.

1.2. Economic Context

Paraguay has a sound macroeconomic framework based on fiscal rules, inflation targets and a flexible⁵ exchange rate regime. Thanks to its history of prudent macroeconomic policy, the Paraguayan economy is expected to withstand relatively well the response measures to the COVID-19 crisis, although it should be noted that it is not exempt from the vulnerability generated by the internal economic slowdown (due to forced social isolation) and external (due to the fall in global economic activity and that of its main trading partners). In addition, the country's heavy dependence on agricultural exports means that the level of activity, employment levels and poverty are variables subject to fluctuations in commodity markets and adverse weather conditions. Despite this, growth is projected to return to 4% average annual growth and inflation to the midpoint of the target range for the period 2021-22 (considering the global economic recovery and consistent local macroeconomic policies).

The agro-export production model, supported by the business sector and the State, for the production of commodities and livestock for export (such as soybeans and beef, respectively), has generated strong pressure on native forests and indigenous territories. This model uses as input a large part of the country's resources, including land, water, public and private capital. As a result, Paraguay has positioned itself as a major exporter of agricultural and livestock products, while at the same time advancing over territories destined for small-scale agriculture, peasant and indigenous land (6% of the country's agricultural surface) and areas of great interest for soil and biodiversity conservation.

An analysis of the dynamics of land use change in Paraguay allows us to understand why it has always depended on natural resources (mostly in natura). Not having a sea coast, the country has focused on the agricultural and forestry sectors as engines of economic growth, following the production patterns set by international market prices. Thus, the country went from being a cotton producer in 1960 to being dedicated, since 1990, to the production and export of soybeans⁶, meat and charcoal. In addition, population factors have played an important role in deforestation.

However, since Paraguay has initiated the REDD+ process, policies are being developed and implemented to reduce productive pressure on forests and mitigate the effects of climate change. The REDD+ mechanism integrates and complements processes already underway in the country. Its objective is to strengthen forest governance in order to ensure the rights of communities and indigenous peoples whose economic livelihoods and social development

³ National Strategy of Forests for Sustainable Growth.

⁴ National Forest Strategy for Sustainable Growth.

⁵ World Bank, 2020. Paraguay: general overview. Retrieved from: <https://www.bancomundial.org/es/country/paraguay/overview>

⁶ The National Wheat Plan also boosted soybean production, as a complementary crop, since it was planted in spring and summer. In 2012, Paraguay was even ranked as the fourth largest soybean producer in the world (FAOSTAT, 2016).

depend on forests, promote access and equitable distribution of benefits, promote sustainable forest management and biodiversity conservation.

1.3. Regional Contextualization of the REDD+ Program

Under the United Nations Framework Convention on Climate Change (UNFCCC), the Reducing Emissions from Deforestation and Forest Degradation (REDD+) mechanism is defined as a forest-based approach to climate change mitigation that aims to provide developing countries with positive incentives to reduce emissions from deforestation and forest degradation so that they can sustainably manage their forests, as well as conserve and enhance their forest carbon⁷ stocks.

Forests provide forest resources, food and have significant implications for climate. However, forest cover has been reduced by half over the last three centuries as a result of human actions. If this trend continues, more than 4 million people who depend on forest goods and services will see their livelihoods⁸ compromised. In addition, forest degradation and deforestation generate carbon emissions into the atmosphere, one of the gases that contribute most to the greenhouse effect and global warming.

In addition to avoiding forest degradation and deforestation, other actions can be taken to mitigate climate change. The main ones are: a) afforestation, reforestation or restoration of forest areas, which will allow the capture of a greater amount of CO₂; b) conservation of the carbon stored in their biomass, and c) substitution of fossil fuels for forest products for electricity generation⁹. Additionally, forestry activities have the potential to contribute to rural poverty reduction by providing incentives to forest-based communities, helping to conserve biodiversity and promoting the sustainability of vital ecosystem¹⁰ services.

As mentioned above, REDD+ envisions the payment for results program as an economic incentive to countries that make efforts associated with emissions reductions. To access them, countries must have¹¹ :

- A national strategy or action plan
- An assessed forest reference emission level and/or forest reference level
- A national forest monitoring system
- A system for providing information on how safeguards are addressed and respected.
- Results-based actions must also be fully measured, reported and verified (MRV).

REDD+ is currently present in 20 countries in Latin America and the Caribbean: Argentina, Belize, Brazil, Chile, Colombia, Costa Rica, Cuba, Dominican Republic, Ecuador, El Salvador, Guyana, French Guyana, Honduras, Mexico, Nicaragua, Panama, Paraguay, Peru, Suriname and Uruguay. However, the state of progress in each of the countries is uneven, as shown in

⁷ UN-REDD Programme Collaborative Workspace. The REDD+ initiative and the UNFCCC. Extracted from: [REDD+ Academy - UN-REDD Programme Collaborative Online Workspace](https://www.un-redd.org/).

⁸ Sanhueza, J.E and Antonissen, M (2014). REDD+ in Latin America. Current status of strategies to reduce emissions from deforestation and forest degradation. Retrieved from: https://repositorio.cepal.org/bitstream/handle/11362/36810/1/S2014280_es.pdf

⁹ Sanhueza, J.E and Antonissen, M (2014). REDD+ in Latin America. Current status of strategies to reduce emissions from deforestation and forest degradation. Retrieved from: https://repositorio.cepal.org/bitstream/handle/11362/36810/1/S2014280_es.pdf.

¹⁰ Sanhueza, J.E and Antonissen, M (2014). REDD+ in Latin America. Current status of strategies to reduce emissions from deforestation and forest degradation. Retrieved from: https://repositorio.cepal.org/bitstream/handle/11362/36810/1/S2014280_es.pdf

¹¹ Retrieved from: <https://redd.unfccc.int/>

Table 2. The information submitted by the countries¹² to the UNFCCC is compiled here in terms of: the National Strategy, Safeguards, MRV and results-based payments and Forest Reference Levels and Forest Reference Emission Levels. Paraguay is one of seven countries that has submitted all relevant information, which is on par with others that have initiated REDD+ implementation earlier.

Table 2: Comparison of documentation submitted to the UNFCCC.

<u>Country</u>	<u>National Strategy</u>	<u>Safeguards</u>	<u>REDD+ MRV and results-based payments</u>	<u>Forestry reference levels and forestry reference emission levels</u>
Argentina	Yes	Yes	Yes	Yes
Brazil	Yes	Yes	Yes	Yes
Chile	Yes	Yes	Yes	Yes
Colombia	Yes	Yes	Yes	Yes
Costa Rica	Yes	Yes	Yes	Yes
Ecuador	Yes	Yes	Yes	Yes
El Salvador	No	No	No	Yes
Guyana	No	No	No	Yes
Honduras	No	No	No	Yes
México	Yes	Yes	No	Yes
Nicaragua	No	No	No	Yes
Paraguay	Yes	Yes	Yes	Yes
Perú	No	Yes	No	Yes
Suriname	Yes	No	No	Yes

Source: Prepared by the authors based on REDD+ UNFCCC.

¹² Documentation on the 4 selected criteria is available for 14 of the 20 countries mentioned above, which does not imply that REDD+ is absent in the remaining 6 countries.

1.4 REDD+ Project in Paraguay

The project Support for the Completion of the REDD+ Readiness Phase in Paraguay (hereinafter, the Project) aims to achieve the completion of the REDD+ readiness phase based on the results of the UN-REDD National Program and the guidelines of the UNFCCC and the Green Climate Fund (GCF)¹³. It is expected to improve capacity to reduce greenhouse gas emissions and participate in REDD+ incentive mechanisms. The project is implemented through UNDP, under the leadership of the Ministry of Environment and Sustainable Development (MADES) and in coordination with other relevant entities such as the National Forestry Institute (INFONA) and the Paraguayan Indigenous Institute (INDI).

The Project's intervention strategy is based on two elements:

- On the use of the Warsaw Framework for REDD+ as a reference to complete the readiness phase for the future implementation of REDD+ in Paraguay and the consideration of the characteristics of the REDD+ Payments for Results (PPRs) pilot program for REDD+ in the GCF. In particular, elements should be identified to address land use change patterns, linked to deforestation, forest degradation and, in parallel, economic growth.
- In the observation of relevant national instruments aimed at achieving the country's sustainable development. In this regard, it is worth highlighting the importance of the National Development Plan 2030, which promotes economic development together with the conservation and protection of Paraguay's forests, considering the improvement of living conditions by contributing to poverty reduction.

Paraguay has been a member of the FCPF (Forest Carbon Partnership Facility) since 2008. Two years later, it requested the implementation of this program through UNDP, the amount of which was approximately USD 3.8 million. From that moment on, the preparation phase of the RPP (Readiness Preparation Proposal) - Project Idea began, which would culminate in 2014 after the process of preparation and validation of the aforementioned document. In April 2015 the FCPF confirmed the allocation of the grant with the review of the RPP.

Between May and July 2016, missions were carried out to assess the progress of the ONUREDD+ NCP, its Policies, Actions and Measures (PAM's) and to plan the preparation of the FCPF project document. In September 2017, the project document (PRODOC) was signed, prepared based on the information provided by the various stakeholders consulted during this process and the final results of the UN-REDD+ NCP. The launch of the Project took place in October 2017 and both the kick-off workshop and the first meeting of the Project's technical committee were executed in November and December 2017, respectively.

In August 2018, the National Forest Strategy for Sustainable Growth (ENBCS) was presented. This instrument is the result of a participatory process of socialization and consultation with key stakeholders where 306 representatives participated, 46% women, from the public and private sectors, indigenous peoples, peasant organizations, academia, finance and civil society, based on their respective participation plan which was agreed with the members of the Technical Committee of the Project¹⁴. The implementation plan has identified the activities to be developed, the actors involved, the sources of financing, the associated costs, the

¹³ Forests for Sustainable Growth Project - implementation of the grant approved by the Forest Carbon Partnership Facility - FCPF. UNDP. Retrieved from: <https://www.py.undp.org/content/paraguay/es/home/projects/proyecto-bosques-para-el-crecimiento-sostenible---implementacion.html>

¹⁴ Forests for Sustainable Growth Project - implementation of the grant approved by the Forest Carbon Partnership Facility - FCPF. UNDP. Retrieved from: <https://www.py.undp.org/content/paraguay/es/home/projects/proyecto-bosques-para-el-crecimiento-sostenible---implementacion.html>

implementation deadlines, the potential for emission reductions and the mechanism for monitoring, reporting and verification of mitigation activities¹⁵.

¹⁵ Implementation Plan for the National Forest Strategy for Sustainable Growth (ENBCS).

SECTION 2: EVALUATION METHODOLOGY AND ANALYSIS APPROACH

2.1. Purpose of the evaluation

The purpose of this evaluation is to assess:

- (i) the performance of the Forests for Sustainable Growth project in terms of its relevance, effectiveness and efficiency (outcomes, outputs);
- (ii) sustainability and scaling up of results;
- (iii) potential impact; as well as compliance with the mandate of UNDP's evaluation policy, on the contributions of development results to the human development theme.

It is also expected to:

- Conduct a final independent evaluation of the project design and implementation, in terms of relevance, effectiveness, efficiency and sustainability.
- Analyze the achievements vis-à-vis the project's Logical Framework and Results Framework indicators.
- Provide information on the status of project implementation with evidence and objective information to enable UNDP, the Government of Paraguay and other stakeholders to make informed decisions and reposition future projects and projects strategically.
- Draw lessons that can improve the sustainability of benefits from this project to help improve overall UNDP programming.
- Apply a participatory and consultative approach to ensure participation of government counterparts, in particular staff from MADES, MRE, INFONA, STP, INDI, IPTA, MAG, INDERT, Supreme Court of Justice, Public Ministry, Senatur, local governments (governorates and municipalities), civil society organizations, indigenous peoples, peasant organizations, academia, production guilds, financial sector, UN Agencies and key stakeholders.
- Provide evidence-based information that is credible, reliable and useful.

2.2. Evaluation criteria and standards

The methodology for this evaluation is **mixed methods with an implementation outcome evaluation approach**, referring to the direct and immediate effects produced by the intervention in relation to the objectives proposed in the design. "Outcome evaluation aims to determine whether the desired effects have been achieved and not others, and whether the results can be attributed to the program with a reasonable degree of certainty" (Rebolleso, E. et al. (2008) in *Evaluación de Programas de Intervención Social*, Madrid).

Public policies can be defined, following Tamayo (1997), as the "set of objectives, decisions and actions carried out by a government to solve the problems that at a given moment citizens and the government itself consider to be a priority". The sequential approach to public policy suggested by Lasswell (1962) breaks down the public action cycle into five phases:

Identification of the problem, formulation of alternatives to solve it, adoption of a concrete alternative, implementation of the alternative and evaluation of results. The implementation phase comprises, therefore, the implementation of operational plans, administrative actions (procedures), benefits, services or instruments of economic or non-economic promotion, investments, as well as the resources available for the implementation of public policy (AEVAL, 2015).

Implementation evaluation is then understood as: "that evaluation that systematically analyzes the operational dimension of public action, through its deployment and implementation through activities and measures, as well as the analysis of internal mechanisms (internal operation

and organization) and resources made available by the organizations responsible for carrying them out, in order to reach an evaluative judgment, based on evidence, on such deployment and implementation"¹⁶.

The initial motivation for the development of evaluation techniques and methods was to provide useful information for decision-making on public policies and social programs. Over the years, the objectives and methods of evaluation have diversified and have become a discipline within the framework of the social sciences. With this concept in mind, the results of the evaluation will be understood as the effect caused by the actions, products and services that were generated through the intervention to achieve the proposed objectives. This type of evaluation aims to qualitatively and quantitatively value the importance of this intervention.

Consequently, it is based on participatory techniques with a qualitative approach accompanied by quantitative techniques, in order to evaluate the criteria proposed in this evaluation. A set of scripts based on the ToR questions was designed as a road map for information gathering, seeking to respond to the objectives of the evaluation.

In this evaluation, the predominant analysis is qualitative with a participatory approach and quantitative analysis is used in cases where it is complementary and essential for reaching conclusions. This is called Mixed Methods (MM) methodology. Mixed methods evaluations seek to integrate social science disciplines with a predominantly quantitative and predominantly qualitative approach to theory, data collection, analysis and interpretation. The aim is to increase the reliability of data and the validity of findings and recommendations, as well as to broaden and deepen understanding of the processes through which the outcomes and impacts of a project or intervention are achieved, and how these are affected by the context in which it is implemented.

Mixed methods answer evaluation questions through creative ways of combining different evaluation frameworks, tools and techniques. Some benefits of using this methodology are:

- **Triangulation of evaluation findings.** This allows for increasing the validity or credibility of assessment findings by comparing information obtained from different data collection methods (e.g., comparing responses to survey questions with the interviewer's direct observations). When estimates from different sources converge and agree, it increases the validity and credibility of the findings or interpretation. When different estimates contradict, the researcher continues to explore to understand the reason for the contradictions.
- **Complementarity.** Allows the completeness of the evaluation findings to be extended through results from different methods that broaden and deepen the understanding gained.
- **Initiation.** Allows for generating new insights into the evaluation findings through results from different methods that diverge and thus require reconciliation through additional analysis, reformulations, or a change in perspective.
- **Value diversity.** Allows a wider variety of values to be incorporated through the use of different methods that themselves propose different values. This encourages greater awareness of the value dimensions of the evaluation.

The documentary and/or desk analysis facilitated a better understanding of the context in which the project is implemented, as well as a general mapping of the implementation process and identification of key aspects that were taken into account during the virtual fieldwork. For example, it facilitated the identification of actors, helped to select the purposive sample of

¹⁶ Institute for the Evaluation of Public Policies, Secretary of State for Territorial Policy and Public Function. Guide for the evaluation of public policy implementation (2020). Ministry of Territorial Policy and Public Function. Government of Spain.

people interviewed and/or surveyed. For the qualitative analysis, the data collection strategy foresaw the realization of: (i) virtual personal interviews and (ii) virtual focus groups with key stakeholders grouped according to similarity criteria.

The **quantitative analysis** was based on both primary and secondary information. With regard to secondary quantitative information, available information linked to: (i) administrative records, (ii) own existing databases, (iii) official statistics, (iv) other available sources of information.

The 'i' was used to size the sampling. Theoretical sampling does not have a size defined by probabilistic calculations, but by theoretical criteria of saturation of the categories investigated, which are exhausted until the additional data collected does not add significant information to what is already available. Saturation means "that no additional information will be found by which the researcher can develop properties of the category. As he sees similar examples over and over again the researcher gains empirical confidence that a category is saturated. The criteria for determining saturation are then the combination of the empirical limits of the data, the integration and density of the theory, and the theoretical sensitivity of the analyst" (Glaser, B. and Strauss, A. 1969). This means that the number of interviews and focus groups can be decreased or increased according to the needs identified by the evaluator in the process of data collection and analysis.

SECTION 3: DATA ANALYSIS AND EVALUATION FINDINGS

3.1. Relevance of the design.

Table 3. Evaluation of relevance of the design.

Component	Valuation
Design appraisal	Relevant

Summary

The design is aligned with the country's national, regional and international policies. It shows relevance and consistency with the project that preceded¹⁷ it, involving different actors from the public and private sectors, NGOs, civil society and, in particular, disadvantaged groups. Through the activities and actions undertaken, it has been able to generate complete products, designed with an inclusive approach, considering the strengthening and participation of social groups that depend directly or indirectly on forestry activities.

The changes in the national and international context triggered by the COVID-19 pandemic have increased the relevance of the project. In the face of humanitarian and economic crises such as the present one, the "primarization"¹⁸ of the economy threatens forests and forest resources, which is why greater government support for the project is necessary to combat poverty and inequality in a non-traditional way.

Development

The project design is relevant to the following international and national policies and priorities:

- Through Law No. 251, Paraguay approves the Convention on Climate Change adopted during the United Nations Conference on Environment and Development.
- Paraguay, through the NDCs submitted to the UNFCCC, commits to contribute to climate action by reducing emissions by 20% with respect to the BAU scenario by 2030. In addition, by adopting the current UNFCCC guidelines it has been able to access PPRs.
- The 20x20 Initiative was launched in 2014 during COP 20 and supports the Bonn Challenge¹⁹. Paraguay is part of the 17 Latin American countries that have committed to address land degradation, with the support of civil society.
- Through National Law No. 6125, Paraguay ratified the Kigali Amendment (Montreal Protocol), through which it commits to develop a Work Plan to implement measures to gradually reduce the consumption of Hydrofluorocarbons (HFCs), to counteract the negative impacts of their use, and to enhance mechanisms to take advantage of the positive impacts.

¹⁷ The Joint National Program on Reducing Emissions from Deforestation and Forest Degradation (PNC UN REDD+), which began in June 2011 and ended in January 2016, made it possible to generate the necessary conditions for the Forests for Sustainable Growth Project to take place. It was supported by FAO, UNDP and UN Environment.

¹⁸ When we speak of primarization of the economy, we are describing an economic model oriented to produce raw materials among others: agricultural, livestock, mining, and extractive production.

¹⁹ This challenge represents the global effort to restore 150 million hectares of deforested and degraded land by 2020 and 350 million hectares by 2030.

- The MADES will seek opportunities for South-South collaboration as part of REDD+ related initiatives involving Paraguay and UNDP. Enriching experiences will be taken from those countries that are implementing actions with FCPF funding.

The Project is aligned with the National Development Plan 2030²⁰ of the Republic of Paraguay, in its three strategic axes and essentially in the following strategies:

Axis 1 Poverty reduction and social development.

- Strategy 1.1. Equitable Social Development
- Strategy 1.4. Adequate and sustainable habitat

Axis 2 Inclusive economic growth

- Competitiveness and innovation
- Valorization of environmental capital Strategy 2.4.

Axis 3 Paraguay's insertion in the world

- Strategy 3.2. Attraction of investment, foreign trade and country image
- Strategy 3.4. Sustainability of the global habitat

The design of the current Project was consistent with the PNC UN-REDD+ Project, given its capacity to capitalize on previous²¹ achievements and lessons learned and optimize the use of new resources, avoiding duplication of efforts and activities among the intervening authorities. It is based on two pillars: on the Warsaw Framework for REDD+, in order to complete the readiness phase for REDD+ implementation; and on the relevant national instruments aimed at achieving the country's sustainable development, mainly the NDP 2030.

Paraguay's economic growth over the last 20 years has been driven by the primary sector (specifically the agricultural subsector²²). The expansion of agriculture and livestock, timber extraction, illegal crop plantations, the extension of infrastructure, as well as institutional, political and economic factors, are the main drivers of deforestation and forest degradation. In fact, the region has one of the highest deforestation rates in the world²³. These activities harm groups of people whose livelihoods depend directly or indirectly on forests, compromise the potential for future growth, and set the stage for the generational transmission of poverty. For this reason, the project design includes activities aimed at avoiding deforestation and forest degradation and promoting the conservation, protection, reforestation and rational use of native forests.

The design contemplated the participation of disadvantaged social groups (indigenous communities, women and youth) applying gender and intercultural approaches. In addition, in order to achieve consensus on the policies and measures proposed by the project, different organizations from the public and private sectors, NGOs and civil society are involved, as this was one of the recommendations of the UN-REDD+ NCP that was successfully incorporated into the results framework. Other recommendations, such as combining the objectives of research, instrumentalization and strengthening of central government institutions with dialogue with key stakeholders at the central, regional and local levels, government, private and third sector, or the effective promotion of sustainable agricultural activities, did not receive the same participation.

²⁰ <https://www.stp.gov.py/pnd/wp-content/uploads/2014/12/pnd2030.pdf>

²¹ Some achievements are: a first approximation of a National REDD+ Strategy, called "National Forest Strategy for Sustainable Growth"; the design and implementation of a national forest and environmental monitoring system (NFMS); the development of a reference level of emissions from deforestation (NREF) at the national level; a first approximation of the national interpretation of the REDD+ safeguards; as well as the proposed design of the social and environmental safeguards information system (SIS).

²² Soybeans and beef are responsible for 25% of GDP.

²³ NASA studies have shown that between 1987 and 2012, forests in Paraguay lost almost 44,000 km² due to conversion to cropland and pastureland, an area similar to that of Honduras.

Regarding the treatment of the gender approach, it can be considered that from PRODOC itself, the project incorporates a cross-cutting approach as an evaluative process of the implications for men and women of the actions that are planned, including those of a normative type, policies or programs in all areas and at all levels. In analyzing the Project, products and indicators were incorporated that point more to gender equity than to equality, the former being understood as fairness in the treatment of women and men, according to their respective needs, their cultural, ethnic, social, class or other differences. Equity is a means to achieve equality, the latter being the incorporation of the aspects of analysis of inequalities, providing mechanisms for their transformation towards an equitable distribution of powers and spaces for the participation of men and women. Gender equality is aimed at promoting the full participation of women and men in society.

The Project does not explicitly identify strategic gender interests based on their position of social subordination. These interests challenge the sexual division of labor, power and control, as well as roles and norms defined according to traditional parameters. The design is based on gender roles as a set of behaviors, attitudes and values that society establishes as appropriate or inappropriate for each gender, and which it transmits as a teaching to people according to their gender, so that they adopt them and make them their own.

It is important to differentiate data disaggregated by sex from gender indicators, and in the case of this Project, what is included is disaggregated data, since gender indicators have the function of showing social changes in terms of gender relations over time and the contribution of the intervention to these changes, something that has not been included in the life of this particular Project.

The context framing the Project in 2017 has changed significantly, especially during 2020 because of the COVID-19 pandemic. Faced with a crisis of such magnitude, which puts the health and survival of the population at risk, the pressure on forests increases due to the "primarization" of the economy (subsistence agriculture, extraction of forest products, among others). Another alternative is the production chain of illegal crops, which has a negative impact on forests and society. This context demands a greater presence of the State, which through the support to the Project and especially to the ENBCS, will be able to fight poverty and inequality from a non-traditional alternative to address social problems.

3.2. Relevance

For the purposes of this evaluation, the category of relevance is understood as the degree to which a development initiative and its expected outputs and outcomes are in line with national and local policies and priorities, as well as with the needs of the beneficiaries. It also considers the extent to which the initiative responds to UNDP's human development and corporate plan priorities in the areas of women's empowerment and gender equality.

Relevance assessment.

Tabla 4. Pertinence assessment

Component	Valuation
Design appraisal	Relevant

Summary:

The project is relevant in the original context and even more so in the "new normal" following the COVID-19 pandemic. Its implementation is in line with the current regulations in the country and contributes to the achievement of national (PND 2030) and international (SDGs) goals. In addition, it has been able to incorporate the gender perspective in a cross-cutting manner in the design of actions and measures. However, the communication of the activities involved in the Project and its results, presents opportunities for improvement.

Development:

The Project was relevant at the country level, given its adaptation and coherence to national policies in areas ranging from energy to forest resources. The most relevant policy instruments are mentioned below:

- The Project's intervention strategy is aligned with the National Development Plan 2030 (NDP 2014/2030). It is a priority for the country to promote sustainable development, making forest conservation and protection compatible with the country's economic and social development in pursuit of poverty reduction. In particular, the actions undertaken by the ENBCS take as cross-cutting themes poverty reduction and social development, inclusive economic growth and the insertion of Paraguay in the world from the NDP 2030. These objectives are harmonious with those sought by Paraguay's NDCs.
- The Project responds to the National Climate Change Program, which consists of two instances; a National Climate Change Commission (made up of more than 20 institutions from various sectors) and a National Climate Change Office (in charge of climate change management at the sectoral and national level) but also aligns with Law N°5875/2017 "National Climate Change" which formalizes the National Climate Change Policy, the Climate Change Plan and the Climate Change Commission, hierarchizing the Climate Change Office at the level of Directorate and executive instance of the National Policy.
- In addition, Paraguay has ratified the requirements of the UNFCCC since 1993. In October 2016, by Law N°5681/16, it joined the Paris Agreement, respecting and incorporating into the project, both its guidelines and those of the Kyoto Protocol.
- The framework for action in relation to climate change includes strategic inputs, such as the National Environmental Policy, the National Climate Change Policy, the National Climate Change Mitigation Plan, the National Forestry Policy, the Strategic Agrarian Framework and the National Energy Policy.
- Through the Project, and the ENBCS in particular, Paraguay contributes to the achievement of goals 7, 8, 12, 13 and 15²⁴ of the 2030 Agenda (SDGs).

The process of building the strategy was led by the Secretariat of the Environment (SEAM), now the Ministry of Environment and Sustainable Development (MADES), the National Forestry Institute (INFONA) and the Federation for the Self-Determination of Indigenous Peoples (FAPI). However, the proposal is national in scope and involves institutions that participate in the development of the public sector (at different levels), private sector, productive business, peasant organizations, indigenous peoples and NGOs. It is worth mentioning briefly the role of the members of the Technical Committee, in charge of making relevant decisions within the Project:

²⁴ SDG 7 Affordable and clean energy, SDG 8 Decent work and economic growth, SDG 12 Responsible production and consumption, SDG 13 Climate action, SDG 15 Life of terrestrial ecosystems.

- SEAM (currently MADES): in charge of the conservation of natural resources and their ecological management. It is the environmental law enforcement authority and leads the Project Board, as well as being the Institutional Focal Point.
- MAG: National Mandate on agricultural production. Provides technical assistance to the Technical Commission.
- INFONA: National Mandate on conservation and use of forest resources. It is the enforcement authority of the Forestry Law and the Protective Forest Restoration Law. It is a member of the Technical Commission and provides advice on forestry matters.
- Technical Planning Secretariat: Government entity in charge of planning, coordination, evaluation, design, and to promote actions aimed at sustainable development. It provides technical assistance and is part of the Technical Committee (the Ministry of Finance and the Ministry of Public Works and Communications are also involved).
- INDERT: Facilitates small farmers' access to land and investments and provides technical assistance. Provides guidance in the planning and implementation of activities aimed at small farmers and is part of the Technical Committee.
- ARP and UIP: Participate in the Technical Committee through the National Climate Change Commission.
- Moisés Bertoni Foundation, Guyra Paraguay, WWF and Instituto de Desarrollo: They are advisors to the National Climate Change Commission, and therefore participate in the Committee through it.
- MAG, INFONA, production guilds and MADES will work on the development and incentive of productive processes through the implementation of agroforestry and forest management models, with the support of the Sustainable Finance Roundtable (and member financial institutions), the Central Bank of Paraguay and the Development Finance Agency.

In addition, other institutions and actors such as INDI or Departmental Governments of priority areas (Itapúa, Caazapá, etc.) also participate. Therefore, the opinions of the different sectors were taken into account, through consensus, in the project, reinforcing its relevance to the Paraguayan context.

The gender perspective was included in the project, given that relations between men and women play a key role in terms of access to biological resources, their use and management within protected areas and in production zones. The aim is to achieve cross-cutting gender equality in the Project's interventions²⁵, encouraging women's participation in the actions involved, recognizing and respecting the different gender roles that men and women play. The statements of the PND 2030 and the National Equal Opportunities Plan (PNIO), together with the actions of the Women's Secretariat, were expected to guide the project.

There are opportunities for improvement in communication (both intra- and inter-ministerial, as well as communication to the public) of the strategy and the results achieved. Key consultancies (those that have generated relevant products for the Project), carried out within the framework of the Project are not systematized in an accessible way, making it difficult to search and make them available. Although MADES and INFONA have websites where they communicate project progress or relevant news to stakeholders, a communication strategy for development could have generated greater reach and understanding of the benefits of the implementation of the strategy and other instruments generated under the Project. The implementation of the Communication Strategy designed in the last stage of the project will be fundamental to achieve greater dissemination, adapted to each type of information user.

3.2.1. Results and contribution to objectives

²⁵ This will be quantified through a monitoring and evaluation plan that includes gender-disaggregated indicators.

Project Theory of Change

The theory of change (ToC) of this Project is based on two elements: first, the use of the Warsaw Framework for REDD+ as a reference to finalize the REDD+ readiness phase; and second, to address certain structural aspects that create a better environment for the future implementation of REDD+. During the implementation of the Project, it was also sought that the REDD+ readiness phase in Paraguay would lay the foundations in the country to contribute to achieving the strategic objectives of the PND 2030.

The current situation in the country indicates that economic, institutional and political factors underlie the direct causes of deforestation. These causes can be summarized as the expansion of agriculture and livestock, timber extraction, the extension of infrastructure and the use of forest biomass as a source of energy. Given this situation and given that the country has experienced one of the highest deforestation rates in the Latin American region in recent years, the political leaders of the environmental sector in the country have decided to promote REDD+ readiness in Paraguay, in order to address the challenges of deforestation, as well as to contribute to global climate change mitigation efforts under the UNFCCC.

The ultimate goal of the Project is to help Paraguay finalize its REDD+ readiness phase and create the conditions for future implementation. Although the definition of when a country is ready for REDD+ implementation cannot be determined precisely, the Warsaw Framework for REDD+ can be used as a reference to establish milestones to be reached gradually. Additionally, other pilot REDD+ implementation schemes at the international level, as well as the new emerging guidelines for accessing climate finance for REDD+, can be observed as a frame of reference for finalizing the REDD+ readiness phase in Paraguay.

In this sense, the change expected with the execution of this project was to position Paraguay for effective REDD+ implementation and access to payments for results. In the medium and long term, it was expected that the intervention of this project would contribute to a reduction in GHG emissions from deforestation, without compromising the ability to maintain economic growth in the sectors related to deforestation. These objectives are consistent with the three strategic axes of the PND 2030 (poverty reduction and social development; inclusive economic growth; and Paraguay's insertion in the world); as well as with the corresponding axes and strategic lines, defined under the cross-cutting axis "environmental sustainability" of the PND 2030 (adequate and sustainable habitat; valorization of environmental capital; and sustainability of the global habitat). The implementation of this Project sought that the relevant results and products always keep a precise alignment with these axes of the PND 2030.

At the operational level, the Project has defined three expected results, described below, with which the change described above was expected to be achieved:

1. Paraguay is positioned for effective REDD+ implementation and access to climate finance. To achieve this result, it was necessary to finalize the preparation of the "National Forest Strategy for Sustainable Growth", which basically involved developing a process of socialization and consultation with different relevant stakeholders, so as to have a first final version of the Strategy agreed with the relevant parties. Likewise, it was necessary to take actions to improve the NREF submitted by the country to the UNFCCC, taking as a basis the recommendations issued by the UNFCCC panel of experts that reviewed the NREF during 2016. In the same way, some of these recommendations have to do with improving data capture of the NFMS, which in this project was added to the strengthening of human and technological capacities for its maintenance.

This result also included progress towards the design and implementation of the SIS, which included the assembly of a safeguards compliance system, as well as protocols for the

capture, processing and reporting of information on how Paraguay is respecting and addressing the Cancun safeguards for REDD+ and the submission of the first summary of information to the UNFCCC.

2. Framework for future REDD+ implementation developed. Compliance with the four Cancun pillars is not sufficient to enable effective REDD+ implementation. It is necessary to take gradual actions that allow for a progressive implementation of REDD+. In this sense, this output was expected to develop an implementation framework for REDD+ that will facilitate its future implementation. With the activities of this project, it was sought to contribute particularly with the elements of an implementation framework that will allow the implementation of the ENBCS in the short term. Several elements are required for this purpose. This project has prioritized support to the process for the formal adoption of the NBSAP; the development and implementation of a communication and capacity building plan; the implementation of relevant institutional arrangements; the development of a financing strategy; the development and submission of a concrete financing proposal; and the design and implementation of a financial mechanism to facilitate the flow of resources for REDD+ implementation.

3. Enabling conditions created for the future implementation of prioritized MAPs. Envisioning the implementation of prioritized REDD+ MAPs in the near future, the Project contributes by creating conditions that allow for their implementation in a gradual and orderly manner. To this end, the Project has planned to contribute by creating certain conditions that address some institutional and capacity building aspects to facilitate the future implementation of MAPs. The enabling conditions related to capacity building that this project promotes address the following aspects: improving control, monitoring and oversight; effective implementation of the environmental services regime; replacement of forest biomass as an energy source; and improving knowledge about productive alternatives. The instruments expected to be supported by the project to address institutional aspects include: the development of a consensual protocol for Free Prior and Informed Consent; the development of reports on the exchange of knowledge on sustainable management of the environment; and the development of instruments to facilitate the implementation of land use planning (policy framework, procedures, etc.).

3.3. Effectiveness

For the purposes of this evaluation, the category of effectiveness is understood as a measure of the degree to which the initiative has achieved the expected results (outputs and outcomes) and the degree to which progress has been made in achieving those outputs and outcomes. This section analyzes the effectiveness of the project from the perspective of the achievement of the three outcomes included in the project results framework. First, a qualitative analysis is made of the outputs contained in each outcome, followed by a detailed analysis of its indicators, explaining the results obtained in each of them. Annex V provides a more detailed analysis of compliance with each of the indicators.

The scale to be used is as follows:

- Highly satisfactory (HS): The project had no deficiencies in the achievement of its objectives.
- Satisfactory (S): There were only minor deficiencies.
- Moderately Satisfactory (MS): There were moderate shortcomings
- Moderately Unsatisfactory (MU): The project had significant deficiencies.
- Unsatisfactory (U): The project had significant deficiencies in achieving its objectives.
- Highly Unsatisfactory (HU): The project had severe deficiencies.

Table 5. Results framework assessment.

No. Of indicator	Component/ Subcomponent/ Key Performance Indicators	Evaluación
OUTCOME 1: Paraguay is positioned for effective REDD+ implementation and access to climate finance.		HS
1	OUTPUT 1: ENBCS agreed upon by relevant government and civil society institutions.	HS
1.1	Number and percentage of viable strategic options and/or PAMs with a gender perspective that have been identified for REDD+ implementation in Paraguay.	HS
1.2	Paraguay's NBSAP implementation plan finalized and agreed upon.	HS
1.3	Number of national, provincial and local institutions that have participated in the development and validation of the NBSAP, including their implementation plan (disaggregated by type of organization and sector) and percentage of these that focus on marginalized groups.	HS
1.4	Percentage and number of women, men and youth (15-24 years old) that have participated in the development and validation of the ENBCS, including its implementation plan (disaggregated by sex and age group).	HS
1.5	Percentage and number of gender indicators included in the results and monitoring framework of the ENBCS.	HS
2	OUTPUT 2: Relevant institutions have information and capacities to improve their reference level of emissions from deforestation, following suggestions from the UNFCCC technical assessment.	HS
2.1	REDD+ Technical Annex 2015-2017, prepared for submission to UNFCCC	HS
2.2	Government officials and other relevant stakeholders with the capacities to continuously improve the reference level of emissions from deforestation (sex-disaggregated data)	HS

2.3	Government officials trained to estimate deforestation emissions following relevant methodological protocols, to be presented in the next biennial update report in 2017 (sex-disaggregated data).	S
3	OUTPUT 3: Relevant institutions have the capacities to maintain the forest monitoring system	HS
3.1	Actors of relevant public entities with the capacities to maintain the forest monitoring system.	HS
3.2	Number of strata with improved information for the estimation of anthropogenic GHG emissions and/or removals for the USCUS sector.	HS
4	OUTPUT 4: Information system on social and environmental safeguards developed, operational and with a gender focus.	S
4.1	Proposed summary of information on Paraguay's approach to REDD+ social and environmental safeguards to be submitted to the UNFCCC.	HS
4.2	Number and percentage of women, men and youth (15-24 years old) who have been consulted on the SIS and MACR (data disaggregated by sex and age group).	MS
4.3	Civil servants of relevant entities with the capacities to maintain Paraguay's SIS (data disaggregated by sex)	MS
4.4	Module on the portal of the national environmental information system, or equivalent, with information on how Paraguay respects and addresses REDD+ safeguards.	HS
4.5	Measures from the MGAS resulting from the SESA integrated into Paraguay's ENBCS and/or SIS	HS
4.6	a. Accessible and functioning REDD+ consultation and complaints handling mechanism (MACR) b. Número de personas informadas sobre la existencia y capacitadas en el uso del MACR. b. Number of people informed about the existence and trained in the use of the MACR.	MU

OUTPUT 2: Policy instrument(s) adopting the NBSAP; legal and institutional arrangements; proposal for leveraging resources; financial mechanism; and communication and capacity building plans developed.		HS
5	OUTPUT 5: National Forestry Strategy for Sustainable Growth officially adopted	HS
5.1	Public policy instrument(s) formally adopting the National Strategy on Forests for Sustainable Growth and/or associated PAMs	HS
6	OUTPUT 6: Relevant institutions have instruments and tools necessary for the implementation of the NBSAP and/or PAMs	S
6.1	Number of legal and institutional arrangements developed for NBSAP implementation	HS
6.2	Financing strategy for the implementation of the NBSAPs and/or PAMs developed	HS
6.3	Concrete proposals for leveraging financial resources for REDD+ and/or PAMs implementation submitted to relevant financial entities	HS
6.4	Financing mechanism for the implementation of the NBSAP and/or PAMs developed	HS
6.5	a. Number of communication and capacity building plans to support the implementation of the NBSAPs and/or GAPS developed, with a gender perspective. b. Number of women, men and youth (between 15 and 24 years old) benefiting from the communication and capacity building plans aimed at supporting the implementation of the NBSAP and/or PAMs (data disaggregated by sex and age group).	S
6.6	Number and percentage of women, men and youth (aged 15-24) involved in the development and validation of communication and capacity building plans to facilitate the implementation of the ENBCS and/or PAMs (data disaggregated by sex and age group)	S
6.7	Percentage of recommendations from marginalized groups (e.g. women, youth, Indigenous Peoples - including their representative organizations) integrated into communication and capacity building plans to facilitate the implementation of the NBSAP and/or PAMs.	MS

OUTPUT 3: Enabling conditions created for future implementation of prioritized PAMs in Paraguay.		S
7	OUTPUT 7: Relevant institutions strengthen their capacities for effective control, monitoring and enforcement of the legal framework that prevents conversion of use.	MS
7.1	Number of public officials of relevant entities, women and men, with strengthened capacities on the legal framework applicable to crimes in the forestry and environmental sector (data disaggregated by sex).	S
7.2	Number of judicial files with prioritized information for the detection and follow-up of crimes related to illegal land use change systematized and available in digital format.	HS
7.3	Number of relevant public entities at the local level that have received equipment to improve their capacity to monitor and control environmental crimes related to illegal land use change.	U
8	OUTPUT 8: Potential beneficiaries and relevant institutions strengthen their capacities for the effective implementation of the Law on Valuation and Remuneration of Environmental Services.	HS
8.1	Diagnostic of the land tenure situation in indigenous communities, with a gender focus, developed in prioritized sites.	HS
8.2	Number of potential beneficiaries informed about Paraguay's environmental services regime (data disaggregated by sex, age group and interest group).	HS
8.3	Percentage of potential beneficiaries that understand the ESR (disaggregated data by sex, age group and interest group)	U
8.4	Number of hectares of indigenous communities' lands with potential to be integrated into the RSA identified.	HS
8.5	Number of new or adjusted legal and technical instruments that strengthen the capacity to implement the environmental services regime.	HS
9	OUTPUT 9: Relevant institutions and potential beneficiaries have the necessary instruments for the future implementation of prioritized PAMs.	S

9.1	Number and percentage of women, men and youth (15 - 24 years old) who have benefited from information on alternative mechanisms to replace biomass as an energy source (data disaggregated by sex and age group).	HS
9.2	Number and percentage of women, men and youth (15-24 years old) who have received training and technical assistance on productive alternatives at the farm level to promote rooting and prevent displacements that generate deforestation (disaggregated data by sex and age group).	HS
9.3	Number and percentage of training events designed and implemented using a gender perspective to facilitate the implementation of PAMs (disaggregated data by type of event).	U
9.4	Proposed regulation of Decree 1039/18 for the implementation of free, prior and informed consent.	S
9.5	Technical documents (report of knowledge exchanges and publications) on ancestral knowledge for the development of livelihoods and environmentally-friendly production	HS
9.6	Number of technical documents/tools that facilitate the future implementation of land-use planning activities consistent with PAMs for REDD+	HS

Unexpected results

As in any intervention, there are occasions when results occur that were not foreseen at the time of project design. These results can be defined as an externality of the intervention, which can be positive or negative.

The main objective of the PBCS was to prepare the country for its participation in REDD+ so that the country is better prepared to face the phase of accessing the Carbon Fund's Payments for Results, although this objective exceeds those of this project. However, although it was not in the plans, Paraguay has accessed the results-based payment for USD 70 million, through the REDD+ window of the Green Climate Fund (GCF), at the last Board meeting of the year, which took place from November 12 to 14, at its permanent headquarters in Songdo, South Korea. This payment corresponds to the reduction of emissions from deforestation amounting to 23 million tons of CO2 equivalent, achieved during the period 2015-2017.

This result, which was not directly anticipated, demonstrates that efforts to prepare the country to access funds for payment for results have borne fruit even earlier than planned. Although this is a pilot test for the country, it remains to adapt the mechanisms for the correct use of the resources obtained and the creation of a legal framework that provides security to all the actors involved in the process.

Thanks to the contributions and achievements of the PBCS, Paraguay has reached an optimal level of preparedness to be able to access PPRs.

3.3. Efficiency

In the framework of this evaluation, efficiency is understood as the measurement of inputs or resources to identify whether they have been economically converted into results. An initiative is efficient when it uses resources appropriately and economically to generate the desired outputs.

The agreement signed between UNDP and MADES established a total amount of USD 4,104,000 for the execution of the project, which would be contributed in its entirety by the FCPF.

Financial information on the project is presented below.

Table 7: Budget and level of execution as of February 2021 (expressed in USD)

Component	PRODOC Approved Budget (A)	Cumulative Funds Used (02/07/2021)			Fondos disponibles (A-B)	Execution Rate
		Committed Funds	Executed Funds	Total (B)*		
Project Initiation	160,000	0	152,859	152,859	7,141	96%
OUTCOME 1 Paraguay positioned for effective REDD+ implementation and access to climate finance.	973,940	521	968,437	968,958	4,982	99%
OUTCOME 2 Framework for future REDD+ implementation in Paraguay developed.	696,000	29,526	902,853	932,379	-236,379	134%
OUTCOME 3 Enabling conditions created for future implementation of prioritized MAPs in Paraguay.	1,315,700	52,754	1,026,671	1,079,425	236,275	82%
Costs associated with project implementation	654,360	38,748	503,598	542,346	112,014	83%
Total	3,800,000*	121,549	3,554,418	3,675,967	124,033	97%

* GMS costs equivalent to 8% of the total amount budgeted are not included.

Source: Own elaboration based on financial reports.

As can be seen in the table above and in the following table, the management of project funds by the PMU has been correct and consistent with the results achieved to date. At the time of the final evaluation, 97% of the total budgeted funds have been executed. Thus, UNDP's commitment to the project has been demonstrated, which is reflected in the efficiency with which the budget has been managed over the four-year duration of the project.

Analyzing by component level, a budget under-execution is observed in all cases, except for Outcome 2, which shows a budget over-execution of 34%, equivalent to USD 236,379. In any

case, this deviation has not compromised the Project's overall budget and has been financed by the savings generated in the other components.

In summary, it can be affirmed that the Project's budget management has been correct. During this process, UNDP has demonstrated a serious commitment to minimize costs, absorbing part of these costs with its structure and equipment. It has been evident that UNDP's vision was to achieve the greatest possible impact with the least possible use of resources.

3.4. Sustainability

Sustainability analysis attempts to measure the degree to which the actions and effects of initiatives temporarily funded by a donor institution continue after external financial assistance has ended. The idea of "sustainability" includes more than one concept. For this reason, and within the framework of this project, a distinction can be made between institutional sustainability, financial sustainability and technical sustainability.

Table 8. Sustainability assessment.

Componente	Valuation
Valuation	Moderately Likely

The sustainability strategy of the Project depends on the integration of the expected results in the ENBCS. As presented throughout the document, the evaluation of the implementation of the components is satisfactory and highly satisfactory, reflecting the efficient work done in the development of strategies, tools, instruments and constant training processes that formed a solid basis for the implementation of the ENBCS, so it can be said that sustainability is moderately likely.

The following is a detailed evaluation of financial, institutional and technical sustainability.

3.4.1. Financial sustainability

The main results of the project's actions are related to the development of regulatory, administrative and institutional instruments and the strengthening that this development gave to the concretion of the process for the completion of the REDD+ readiness phase.

In order to ensure the sustainability of the processes, special attention should be paid to the development of the implementation framework for the actions contained in the ENBCS. This will make it possible to define possible sources of funding (public and cooperation resources) in order to continue with the follow-up activities established in this Project, beyond the Project, and within the framework of positioning the country towards the implementation of REDD+ and access to PPRs.

In the short term, financial sustainability is assured, given that Paraguay has accessed the results-based payment of USD 70 million through the REDD+ window of the Green Climate Fund (GCF) at the last Board meeting of the year, which took place on November 12-14 at its permanent headquarters in Songdo, South Korea. This payment corresponds to the reduction of emissions from deforestation amounting to 23 million tons of CO₂ equivalent, achieved during the period 2015-2017.

To ensure financial sustainability, it is necessary to strengthen the work with the SFM so that there are specific financial products that induce producers to adopt better practices. In this regard, it should be remembered that the lack of coordinated work with all sectors, and mainly with the most important sectors such as agriculture and livestock, has prevented the implementation of a large-scale project financed by the Dutch Development Bank (FMO), which had planned the creation of a specific fund for green financial products.

3.4.2 Institutional sustainability

Institutional sustainability refers to the chances that the institution that has been financed circumstantially with donor funds will last over time and continue to develop activities with similar objectives to those of the evaluated project. These possibilities are closely linked to the strength of the institution and the existence of long-term political and strategic will, and also require that during the execution of the project there has been explicit learning (technologies, developments, documents) and implicit learning (incorporated in the human resources) that will not leave the institution after the donated funds are withdrawn.

Within this framework, it can be said that the institutional strengthening actions developed during the project significantly increased the institutional capacities of MADES. However, it is important to call attention to the cancellation of the contracts of the project's technical staff, which hinders the sustainability of the actions. The tacit and explicit knowledge incorporated by the technicians during project execution is a continuously growing capital that is part of the intangible assets of the institutions and should receive, consequently, the care assigned to all capital goods.

In the same sense, according to what was reported by most of the actors interviewed, MADES does not have the necessary equipment and resources to guarantee an adequate control of deforestation in the whole Paraguayan territory, not even working together with INFONA. Providing MADES with the necessary personnel, equipment and resources must become a political priority if the Paraguayan government hopes to continue complying with the guidelines of the UNFCCC and other international actors.

Regarding the other institutional actors involved, the governance of the project took place through the formation of a Technical Committee of which numerous actors were invited to participate, including:

- National Institute for Rural and Land Development (INDERT).
- Governor's Office of Caazapá
- Ministry of Environment and Sustainable Development - DPE (Strategic Planning Directorate) ● Ministry of Environment and Sustainable Development - DPE (Strategic Planning Directorate)
- Ministry of Environment and Sustainable Development - DNCC (Directorate of Climate Change)
- Paraguayan Institute of Agricultural Technology (IPTA)
- Environmental Prosecutor's Office - Public Prosecutor's Office
- Paraguayan Institute of Indigenous People (INDI)
- Technical Secretariat of Planning (STP)
- INFONA
- Ministry of Agriculture and Livestock-Vice Ministry of Livestock
- Supreme Court of Justice
- Ministry of Social Development
- Governor's Office of Boquerón

In addition, invited institutions were also incorporated such as:

- Federation of Production Cooperatives
- Rural Association of Paraguay
- Union of Production Guilds
- Federation for the Self-Determination of Indigenous Peoples
- ROAM
- WWF
- Moisés Bertoni Foundation
- GUYRA

Most of the institutions and organizations had an active participation in the project cycle. However, it is important to keep in mind that the project was designed in collaboration with the relevant government institutions under the coordination of MADES, so that the activities and results should also have been appropriated by these institutions to facilitate the sustainability of the Project. The latter has yet to materialize, since there is not enough political commitment to achieve the definitive strengthening of MADES (beyond the projects financed by international cooperation), which would allow the implementation of the ENBCS to be a national priority and involve all the other institutions involved.

3.4.3. Technical sustainability

Regarding capacity building of strategic partners and key actors, as mentioned above, the emphasis was placed on strengthening MADES as the focal point for climate change issues, but the capacity building needs of INFONA and INDI were also considered. To this end, numerous professionals were hired (with funds from the BCS Project), who performed various tasks within the institutions, training the institutions' technicians, although most of these professionals were not incorporated into the institutions once their work was completed. This implies that the contribution to institutional strengthening has been attempted through the training of technicians from public agencies, allowing capacities to remain as long as these human resources continue in the institutions.

However, in order to strengthen technical sustainability, the institutions still need to commit themselves to prioritize their work teams by establishing selection processes that reward technicians trained in environmental and social issues.

A separate comment deserves the National Directorate of Climate Change of MADES, which has been strengthened thanks to its hierarchization in Law No. 5875/2017, which gives it the responsibility of being the executive body of the National Policy on Climate Change. In any case (and even more so), this Directorate must be strengthened both in its quality human and financial resources.

In conclusion, it is possible to state that neither institutional sustainability nor financial and technical sustainability are guaranteed, because they all depend on political decisions to increase the institutional capacity of MADES and the other institutional actors involved (mainly INFONA and INDI). To contribute to sustainability, part of the resources available in the first Payment by Results project (USD 50 million) should be used to generate permanent institutional capacities in the next two to three years.

SECTION 4. CONCLUSIONS AND RECOMMENDATIONS

4.1. Conclusions

Analyzing the execution of the PNBCS, it is possible to affirm that the challenge of completing the REDD+ readiness phase has been met, because the work of the team hired by UNDP under the direction of MADES has achieved most of the goals established in the indicators of the Results Framework, demonstrating that the continuity of the projects can be achieved, based on the foundations installed by the UN REDD project.

The main objective of the Forests for Sustainable Growth Project has been to strengthen Paraguay's national capacities to effectively participate in the REDD+ mechanism, a mechanism of the United Nations Framework Convention on Climate Change, and this objective has been met.

With the implementation of the PNBCS, the country's readiness phase as part of the mechanism for reducing emissions from deforestation and forest degradation has been completed. This readiness process started with the support of the United Nations System agencies (FAO, UN Environment, UNDP) in July 2011, and after almost 10 years the country has complied with the 4 pillars of the Warsaw Framework, as it has a Forest Strategy for Sustainable Growth; has submitted its Forest Emissions Reference Level and Technical Annex, with an additional one in the process of submission to the United Nations Framework Convention on Climate Change; the National Forest Monitoring System has been strengthened and institutionalized, ensuring consistency between national reports to international organizations; and the Safeguards Information System is linked to the Environmental Information System.

This project has sought to enhance the role of national technicians from government institutions, and in particular MADES, INFONA and other national institutions, through capacity building, thus partially ensuring the sustainability of post-project results. In addition, it has generated a large number of policy instruments, documents and consultancies to support the country in its REDD+ objectives. However, the systematization and registration of these products, as well as their socialization and friendly communication, has not been optimal and there is a real risk that the institutions that should continue with the actions of this project will not be able to appropriate these valuable resources. Ultimately, it remains that the products of this project are translated into actions in each of the supported organizations, always seeking a more sustainable growth at the national level.

The participatory processes led by MADES, together with other national government institutions, the private sector, the financial sector, civil society, academia, peasant organizations, indigenous peoples, women's groups and young people, have made it possible to build a National Forestry Strategy for Sustainable Growth and its Implementation Plan, rescuing national information from each of the sectors and translating it into a public policy document constructed in a participatory manner.

Various national institutions from all sectors of society have contributed to the achievement of the results presented at the close of this project. It is important to mention that UNDP has carried out intense efforts to ensure the participation and inclusion of all economic and social sectors, although sometimes this has not been achieved. After all, the process of designing the ENBCS has been as participatory as possible, given the economic and social context of Paraguay and the struggle of interests among the main sectors.

During the last year of implementation, one of the greatest health, economic and social crises on record was experienced as a result of the pandemic caused by COVID-19, which generated great uncertainty in all sectors and required the redirection of public resources to the health

system. This new context implied a great challenge for the execution of the project, preventing the visit to indigenous communities (due to demanding national sanitary restrictions) and forcing the adoption of virtual work and consultation instruments, which in many cases meant a limitation for people with limited access to technological resources and internet. In spite of this, the PBCS achieved practically all its objectives, generating a solid base of strategic knowledge, tools, mechanisms and instruments that will serve for the implementation of the ENBCS.

Due to the characteristics of the project, its objectives and expected results, the application of magnifying glasses is of utmost importance so that the gender approach and the inclusion of indigenous communities are reflected throughout the project cycle, from its design, implementation and even its evaluation.

In relation to the gender approach, the ENBCS includes its guidelines through the participation of women in all areas of decision-making about the forest (due to their dependence on it as a means of livelihood and roots) and from their particular role with respect to men; it also seeks to guarantee equitable access to services such as specialized education about the forest (knowledge of legislation, good environmental and energy practices, etc.), land and financial or investment credit. Specifically, the following MAPs were included with the objective of strengthening women's capacities: sustainable production systems, sustainable forest management, rooting policies, development of capacities for environmental regulation, control, monitoring and penalization. In all cases, the policies are aimed at strengthening the capacities of women in their communities.

Regarding the quantitative indicators disaggregated by sex, in general, there was greater participation of women when it was for spaces for reflection and socialization. However, when the call was related to training on productive alternatives or issues related to payment for environmental services and was directed to indigenous communities and disadvantaged sectors, the minimum objective of 30% of women's presence was reached, but the difficulty that these women (indigenous and rural) have for active participation in spaces of these characteristics continues to be visualized, possibly due to the burden of care tasks and responsibilities around their homes.

When it came to participation in technical training spaces, although a minimum of 30% of women's participation was sought, in most cases, women outnumbered even the number of male participants.

Regarding the inclusion of indigenous communities in the Project cycle, FAPI representatives have been constantly participating in the Project Committee itself.

The expansion of participation to include the voices of other indigenous communities (13 indigenous peoples in total in the country) should have been led by INDI as a member of the Technical Committee, but no efforts were made in this regard.

The referents of indigenous peoples and communities have stated that, although they are currently convened by the State, donors and NGOs for the different processes of design, socialization and validation, most of the times this happens, specific characteristics and situations of this particular group are not taken into account, which require an adaptation in terms of the way of communicating and the timing of the processes.

Regarding MADES and UNDP, referents of indigenous organizations have stated that relations have not always been positive, but that a relationship based on trust and respect has been built (especially UNDP) based on the fulfillment of objectives and expectations both in the BCS Project and in previous projects related to environment and sustainability.

In terms of its linkage with the BCS Project, one benefit has been to materialize the strategy with the linkage of forest monitoring and reference levels, as well as the awareness and application of safeguards.

Beyond the advances, several challenges remain to be faced that transcend the Project's actions and should be considered, for the implementation of the ENBCS such as:

- A definition of carbon rights and a possible REDD+ benefit sharing scheme for the different relevant stakeholders,
- Achieving greater involvement of the agricultural and livestock sector, two very important sectors due to their relationship with USCUS and land tenure, both determining factors for the creation of a benefit sharing system to be defined.

In the last four years, important results have been generated that will serve as a basis for the generation of public policies to strengthen environmental management and promote sustainable growth. The actions of the Forests for Sustainable Growth project will continue with the implementation of the various initiatives that are currently underway and with those that will be initiated as a result of the products generated by the project. Initially, the project will have continuity with the arrival of the REDD+ results-based payments project in Paraguay that will be implemented by UNEP in coordination with other UN agencies.

4.2. Recommendations

The following recommendations are intended to contribute to the implementation phase of the ENBCS, presenting a series of suggestions that can be included in a timely manner, before starting this process.

Recommendations for effective Communication for Development:

- It is recommended to promote communication mechanisms among all stakeholders by implementing the proposed Communication Strategy (already developed by the project). In addition, the development of material in native languages is suggested in order to achieve greater ownership by indigenous peoples, including them with respect and transparency to generate spaces of trust and commitment between parties. Due to the limitations regarding reading and writing skills present in indigenous communities, it is necessary in some cases to use specific tools such as audiovisual material with a particular narrative, so that the message reaches the expected recipients correctly.
- In countries where there are low levels of industrialization and the economy is characterized by a high dependence on the primary sector, it is necessary for REDD+ projects to promote partnerships with the main actors in this sector (livestock, agriculture, mining, etc.). There is a real risk that without the support of these vital sectors for the country's economic growth and development, REDD+ initiatives will not achieve the desired sustainability. In order to promote joint work with these sectors, the strategies to be addressed should focus on common objectives and interests, and then, once dialogue has been established and work spaces have been strengthened, negotiation rounds can be held to allow for a constructive approach to the problem.
- Political will is a preponderant factor and must be used in favor of the project. In this sense, UNDP and those responsible for the project must convince the MADES authorities that the products generated by this initiative are excellent tools for implementing a REDD+ policy at the national level, and thus increase the positive image of the current political administration. UNDP and the technical managers within MADES must demonstrate to the Minister that the political risks involved in the design of this type of strategy have already been assumed by the PMU, and that in this instance there are great possibilities of appropriating the results.

Recommendations to increase the impact of future projects:

- UNDP is characterized by its role as a facilitator of spaces for dialogue, reflection and coexistence. It is important to deepen and strengthen these capacities through the generation of spaces where key actors from different sectors participate. As an example: it is recommended to avoid planning activities with key actors, separating them by area of belonging (public sector, private sector, NGOs, indigenous peoples, etc.) as was done during project implementation, and to promote meeting spaces among them to generate empathy, collective construction and transmission of knowledge.
- In order to achieve continuous momentum in REDD+ initiatives, it is recommended to promote selection processes within the beneficiary institution (in this case MADES) that facilitate the hiring of technicians trained in REDD+ and who remain after project implementation is completed.
- To minimize the recession in decision-making on the technical and operational processes required by the project caused by changes in authorities, the PMU should constantly accompany technicians and MADES authorities, seeking to maintain the interest of the institution to achieve continuity of activities.
- To maximize the impact of REDD+ activities currently carried out by public and private actors, it is recommended to strengthen coordination procedures between relevant public institutions. For this task, MADES could be in charge of organizing efforts to ensure the correct implementation of the ENBCS. For this purpose, a firm political decision is needed, which grants MADES the role of the ENBCS implementer and provides it with the necessary resources (financial, technological and personnel) to ensure adequate fulfillment of this task.
- The option of including the preparation of strategic documents among the activities of the implementation team can be analyzed, since in practice they have proven to work with greater efficiency and quality than some of the external foreign companies contracted.
- It is necessary to systematize the consultancies that have generated key products, by year, consultant, topic, among other important criteria, so that the relevant actors become aware of these products and they can be used to strengthen capacities. It is necessary to improve the availability of information and better communicate its existence and main results, in order to make better use of the consultancies carried out.
- The current health crisis has taught us the need to include a feasibility and risk analysis, as well as a matrix with contingency strategies, in all UNDP projects.

Recommendations for addressing cross-cutting approaches:

- It is necessary to effectively implement a gender approach, for which greater focus should be placed on the type of activity implemented and the real impact that these efforts generate on the beneficiaries. It is recommended that greater emphasis be given to activities that reduce the existing gaps between men and women, and that efforts should not be limited to meeting a certain quota of female participation in certain events, but should consider aspects related to gender roles, both to increase positive impacts and to neutralize possible negative impacts.

- For a correct approach to gender issues, it is necessary to incorporate gender specialists to guide the PMU in the design process (for the incorporation of a cross-cutting gender approach that is not limited to quantitative compliance measures) and implementation, while strengthening the gender approach capacities of partner institutions in order to give continuity to the project's actions by incorporating this approach.
- For new interventions, it is suggested that a baseline with a gender approach be drawn up, including a gender analysis based on a diagnosis of the different conditions, needs, levels of participation, access to resources and development, control of benefits, power in decision-making, between women and men within their assigned gender roles. To incorporate specific gender indicators, both qualitative and quantitative, linked to identification, participation, objectives, results and impacts, strategy, activities and budget.
- In order to guarantee the care of forests, it is necessary to work with their inhabitants. The inclusion of indigenous communities in REDD+ processes requires not only meeting with their members and representatives, but they must also be consulted to ensure the correct application of safeguards, guaranteeing the inclusion of the particular viewpoint and analysis of the communities themselves. It is recommended that initiatives of this type be supported by INDI, which should be strengthened to act as a guide in working with the communities.
- It is recommended to increase efforts to include organizations representing indigenous communities in the processes of construction and implementation of REDD+ activities. In addition, it is necessary to create spaces for dialogue and discussion between community representatives and other social and economic sectors, constantly ensuring compliance with regulations on free, prior and informed consent.
- It would be desirable to take into consideration a greater number of organizations or institutions representing the indigenous communities. This would enrich the spaces for dialogue and generate synergies that would be difficult to achieve with the individual participation of the FAPI.
- It would be desirable to generate a program or provide a space for exchange where representatives of indigenous communities that receive payment by results can transmit their experience to other communities.
- Alternative incentive mechanisms should be explored to reward indigenous communities for meeting the conditions for accessing payments for environmental services. One possible instrument is to direct the purchase of certificates that public entities must make when executing public works with environmental impact. In this case, it would be desirable that a percentage of these resources be allocated to the purchase of certificates from indigenous communities.
- Map the actions of the ENBCS and the PAMs on indigenous territories, and carry out a risk analysis. For due to the lack of titling and demarcation of territories, discrepancies and claims may arise from indigenous peoples who have aspirations over territories that could be within their ancestral claims. This problem is already present in other countries in the region and has generated serious problems, such as, for example: complaints of disrespect or misapplication of the Free, Prior and Informed Consultation (FPIC).

- It would be advisable for UNDP to promote the creation of an indigenous land titling program, such as the one successfully developed by UNDP in the Republic of Guyana. Such a program should achieve the titling of 100% of the indigenous territories, defining recognized areas of the communities, and also areas intended by them, for future definition.

Recommendations for institutional strengthening:

- To achieve real involvement and commitment from the Central Government it is necessary to provide MADES with greater implementation power. This young ministry should increase its participation in real decision-making spaces as a key advisor on environmental and sustainability issues that affect economic, social, country image and environmental variables, on which the President of the Republic relies, and become the authority that guides the design and implementation of public policies with a REDD+ approach.

- A relevant and unexpected achievement of the BCS Project was the generation of the "digital dossier" in MADES. It is recommended to raise awareness within the institution regarding the importance of transparency and speed that the digital file brings to the processes.

- It is necessary to influence the provision of a budget to INDI in accordance with its needs, so that the agency really watches over the rights of the indigenous communities, who are usually overwhelmed by the initiatives that claim the resources of their territories.

- It is recommended that the planning directors of the different public institutions involved in the ENBCS work together and in a synergic manner, seeking to strengthen programs that are being implemented. It is considered favorable to have multisectoral teams, where the Planning Directors of the different institutions (STP, MADES, MAG, etc.) can agree on common objectives and communicate jointly.

- Thanks to UN support to MADES, multiple projects are under implementation that should work in a synchronized manner. It is important to strengthen the strategic vision on the part of MADES, for which it would be desirable to establish a common results framework for all UN projects (FAO, UNICEF, UNDP, UNCTAD, among others) managed by MADES. It is the responsibility of MADES to shift the focus of projects towards a general strategy, as in the case of the ENBCS.

- It is recommended to improve MADES enforcement, given that the productive sector does not perceive environmental judgments as a major difficulty.

- It is recommended that a MADES team be trained in Human Rights and Safeguards, in order to provide greater transversality in the treatment of safeguards.

- For initiatives of this type, all necessary actions should be taken to enable the physical presence of the PMU at MADES, including setting up its operational offices in the institution. Coexistence generates links that can contribute to the appropriation and sustainability of the project, and to the institutionalization of the whole process.

- The Paraguayan government has a very important commitment through the investment of financial resources for the granting of scholarships for higher education (master's and doctoral degrees) in the best universities in the world (BECAL Program). It is important to encourage the training of high-level professionals (especially public sector officials) in environmental sustainability issues, guaranteeing their subsequent labor reinsertion for the benefit of the country.

- The COVID context revealed institutional weaknesses, essentially in terms of services and territorial reach. It is important to influence the insertion of the risk management approach in all the institutions where UNDP works.

Recommendations for sustainability:

- It is recommended to strengthen ties with the Mesa de Finanzas Sostenibles (MFS), establishing a joint work agenda including MADES, the Central Bank of Paraguay (BCP), the Superintendence of Banks, INFONA, the Mesa Paraguaya de Carne Sostenible (MPCS), among other actors. With a strengthened SFM it will be possible to create green financial products that encourage producers to adopt sustainable practices. This will break with the conception that productive activities and care for the environment are two opposing forces.

- The MSF is a strategic actor for reaching productive sectors. It is made up of local banking entities, public banks, non-bank financial entities and second-tier public banks, which manage access to close to 90% of the national credit portfolio. Considering these characteristics, it is important that it be invited to participate in the entire cycle of future projects, from the very definition of the problem to the design of the interventions to provide a view from its expertise.

- The environmental sustainability projects carried out by UNDP and the United Nations System in general should consider the inclusion and participation of the existing sectoral roundtables, such as the Soybean Roundtable and the Sustainable Meat Roundtable.

- It is recommended that the REDD+ Roundtable be promoted, which should become a discussion platform for organizations interested in REDD+ issues in Paraguay, based on free participation, transparency, good faith and commitment of its members. The REDD+ Paraguay Roundtable should have an advocacy role, a consultative role and an informative role on the national REDD+ process. It should stand out for offering a space for multilevel articulation (central and local governments) and multi-actor (public sector, private sector, civil society, cooperation agencies, etc.) contributing to the design and implementation of policies with a REDD+ approach.

- In order for the country to continue developing its REDD+ policy and move closer to payment for results, it is necessary to create a legal framework that provides clarity and security on land tenure. This is an indispensable condition for identifying the parties involved in the implementation of REDD+ activities, while allowing for the internalization of the benefits generated and vindicating the rights of indigenous peoples. The incorporation of tenure arrangements for REDD+ into national policy frameworks will enable the arrival of new international funds for results-based payments and eliminate the risk of litigation.

- In order to prevent influence over the monitoring of conservation agreements signed by the private and public sector, it is recommended to support a network of local civil society actors to report on what is happening on the ground, from the grassroots. This creates a win-win solution that is beneficial not only for companies, investors and civil society organizations, but also for the local population whose homes are on the same source of natural resources.

The tool should work in two innovative ways: first, it would allow the local population affected by the operations of a company, economic sector or public entity to be heard directly, as the voice of local civil society organizations, community groups, consultants, experts or students are in an ideal position to assess the situation and priorities on the ground. This democratizes the verification process by asking local people to send environmental and social signals on

positive and negative issues on the ground. Through these signals, information can be received from diverse voices over a considerable geographic range and over time.

Then, once the signals are collected in a given area, the tool should identify the priorities of the local population and carry out in-depth monitoring projects. These projects should be carried out in collaboration with civil society organizations and local experts, who are well placed to understand the day-to-day dynamics that can lead to positive change. The reports resulting from in-depth monitoring projects should be used to inform companies, civil society organizations and communities of the realities they face. In this way, they can form the basis for collaborative work to address problems and identify opportunities to improve practices.

For more details, it is recommended to visit the experience of the NGO Earthworm Foundation in Indonesia and Liberia (<https://www.kumacaya.org/index.php>).

- Prepare a study and carry out a high-level visit to the best Latin American experiences of environmental funds and lessons learned in the region, which will allow MADES to learn about the operation of other agencies.

- With a view to improving the articulation of the initiatives implemented by the different UN Agencies in Paraguay, it is recommended to unify the inter-agency vision, integrating the view of different experts to strengthen initiatives and enhance joint work. Although there is evidence of a cross-cutting approach within UNDP to the projects executed by the Program, it is suggested that this same approach be adopted in a cross-cutting manner among UN System agencies.

- Paraguay's access to PPR funds is a great step forward in terms of REDD+, however, due to the fact that the country is still in the implementation phase, doubts have begun to arise about the need to review the country's NREFs, since according to experts, these could be oversized.

4.3. Lessons learned

Due to the difficulty generally observed in understanding REDD+, its potential and limitations, it is necessary to have trained technicians in charge of promoting this type of initiative in the public agencies where they work. This would reduce efforts by the PMU to sensitize technicians when there are changes in personnel in the agencies that act as focal points for the project.

The contracting of teams for the execution of consultancies that require technical but also strategic specialties should consider the formation of multidisciplinary teams that include local personnel who have worked in REDD+ and know not only the objectives and progress of the projects, but also the social, economic, environmental and above all political context of the country, so as not to duplicate efforts and to work within a broad vision framework.

The gender approach goes far beyond the fulfillment of a quota of female participation in certain events and training. This perspective must generate concrete instances to improve the existing conditions of gender inequality and achieve the effective empowerment of women. In some cases, these instances should be designed and implemented by specialists in addressing these approaches.

The design of a REDD+ strategy at the national level requires the inclusion of all economic and social sectors. In Paraguay, the importance of indigenous communities in REDD+ is mainly due to the fact that they are the owners of large tracts of land distributed in 13 departments of the country and in Asunción. Including communities in the process of building the national strategy requires adapting the message to the language of each community. It is also necessary to establish spaces for dialogue between community representatives and other

social and economic sectors, while ensuring compliance with regulations on free, prior and informed consent.

Including FAPI in the discussion of the ENCBS is a step forward in relation to the traditional way in which public policies are designed; however, it is not enough to guarantee the inclusion of all indigenous communities in REDD+ processes.

The INDI has turned out to be a weaker institution than expected during the design phase of the PBCS document. Although the project has carried out activities aimed at strengthening it, the complexity of the work carried out by this institution, together with the need to cover communities scattered throughout Paraguayan territory and the lack of a budget in line with its functions, have resulted in major complications in achieving a real presence and results at the field work level.

The strengthening of a Sustainable Finance Roundtable is of greater importance than it is usually assigned. The existence and proper functioning of this type of organization allows for the commitment of the financial system to the promotion of sustainable finance and the development of green financial products. The MFS makes it possible to coordinate and strengthen links with key actors in the private sector that have an impact on the promotion of sustainable development.

In order to ensure the continuity of REDD+ initiatives and that the country continues to build on what has been achieved, it is necessary to have the real involvement and commitment of the Central Government. Only by incorporating the issue into the public agenda will it be possible for the Paraguayan government to allocate sufficient resources to achieve REDD+ objectives.

Generally, in countries where there are low levels of industrialization and the economy is characterized by a high dependence on the primary sector, natural resources (including forest resources) are under constant stress. In these cases, the unions and associations that bring together rural producers tend to accumulate a high degree of power over other economic and social sectors. This privileged situation often gives them the power to veto certain policies and initiatives that they consider a "threat", which they may find impossible to implement because they do not have the support of the key sector. It is necessary to break with the idea that working with certain traditional sectors implies renouncing the objectives of REDD+ and pursuing those of these sectors. On the contrary, it is only by working in coordination with these vital sectors for economic growth and development that REDD+ initiatives will achieve the desired sustainability, maximizing their impact.

The approach that has been given to the ENBCS rescues the processes that the country is developing with a sustainable development perspective, based on productive systems, where natural capital and forest resources are a key part of the country's long-term development. This has proved to be a success of the project, facilitating its acceptance by all economic and social sectors, as it makes visible the individual efforts that producers have been making for some time.

The national general elections mean that public institutions are going through a transition period between the outgoing government and the newly elected one, which generates a recession in decision-making on the technical and operational processes required by the project, extending the execution deadlines.

ANNEXES

ANNEX 1. Guiding questions for the meetings.

I. Project Director Form.

A. REGARDING PROJECT CONTEXT AND RISKS

A.1. Which of the following assumptions from the project results framework have NOT been met from project inception to date? (Briefly comment on the reason for non-compliance). Only answer those that have not been addressed.

- Low interest and involvement of key government and private sector stakeholders weakens project implementation.
- Low commitment of public entities to envision and implement actions towards a sustainable development trajectory.
- Weak capacity of public entities to achieve effective multi-sectoral coordination and planning, as well as to ensure compliance with the legal framework.
- Weak policy guidance for Project implementation, which may cause delays
- Inability to demonstrate the potential to decouple economic growth from unsustainable commodity production practices.
- Difficulty in adequately implementing the Project
- Weak capacities for planning, monitoring and reporting at various levels, affecting effective tracking of progress and anticipation of difficulties
- Difficulties in securing highly qualified staff for the Project Management Unit, including a technical coordinator, with appropriate technical and administrative skills, competencies and attitude.
- Difficulties in finalizing the implementation of the project before December 2020.
- Difficulties in the coordination, collaboration and cooperation of the implementing entities and partners affect progress towards achieving the common objectives of the Project
- Difficulties in ensuring a programmatic approach in which several related initiatives are involved for proper coordination and synergies.
- Lack of significant funding for REDD+ results-based payments under the UNFCCC/FFC.
- Changes in political orientation due to high turnover of government authorities or presidential elections.
- Low engagement/interest in REDD+ by influential groups in the political sphere
- Weakening of stakeholder engagement, as a result of difficulties in managing expectations about REDD+
- Low political support for the implementation of legal reforms necessary for REDD+ implementation (adoption of amendments to laws and regulations, or any other policy instrument).

A.2. Do you think there have been changes in the economic context (at the national or regional level) that have impacted the project?

A.3. Do you think there have been changes in the social and security context that have influenced the project?

A.4. What has been the effect of the COVID-19 pandemic on the implementation and achievement of project results?

A.5. What is your perception of the project design and its adjustment to the reality of the country, the region and MADES?

A.6. Do you consider that it was opportune to execute this project at this time and with this reality of the country?

B. FULFILLMENT OF GOALS

What is the progress status of each of the following indicators?

B.1 RESULT 1

Paraguay is positioned for effective REDD+ implementation and access to climate finance.

B1.1 ENBCS agreed between relevant government and civil society institutions.

B1.2 Relevant institutions have information and capacities to improve their reference level of emissions from deforestation, following suggestions from the UNFCCC technical assessment.

B1.3 Relevant institutions have the capacities to maintain the forest monitoring system.

B1.4 Information system on social and environmental safeguards developed, operational and with a gender focus.

B.2 OUTCOME 2

Framework for future REDD+ implementation in Paraguay developed.

B2.1 National Forest Strategy for Sustainable Growth officially adopted.

B2.2 Relevant institutions have instruments and tools necessary for the implementation of the ENBCS and/or PAMs.

B.3. OUTCOME 3

Relevant institutions have the capacities to maintain the forest monitoring system.

B3.1 Relevant institutions strengthen their capacities for effective control, monitoring and oversight of the legal framework that prevents land use conversion.

B3.2 Potential beneficiaries and relevant institutions strengthen their capacities for the effective implementation of the Law for the Valuation and Payment of Environmental Services.

B3.3 Relevant institutions and potential beneficiaries have the necessary instruments for the future implementation of prioritized PAMs.

C. IMPACT AND SATISFACTION

C.1. Are you satisfied with the performance of the project? Why?

C.2. Has it been feasible to incorporate instruments to measure participants' satisfaction with project activities? If so, have they been used?

C.3. Has it been feasible to apply feedback mechanisms to make adjustments in the proposals to the different participants, as suggested in the EMT?

C.4. What has been the influence of the project on the design of public policies in Paraguay? What are your expectations for the future?

C.5. Please explain how the project has contributed to: a) reduction of corruption; b) gender equality; c) respect for human rights, and how this will be measured.

D. SUSTAINABILITY

D.1.- Does the Executing Unit have a sustainability strategy for the project? Briefly describe

D.2.- Does the project have any alliances with public or private organizations (through contracts or letters of commitment), with the objective of strengthening the activities and giving sustainability to the project? Are negotiations of this nature being carried out? What is the level of progress?

D.3.- Has an organizational structure and budget been established within MADES to continue project activities after UNDP support ends? How?

D.4.- Is there anything that needs to be changed within the project in order to be able to continue with the activities without UNDP support?

D.5.- Do you think the project has caused any changes in the public institutions that will remain after the project has ended? Which ones? Why?

D.6.- Which agency is in charge of hiring technical staff for the project? (Please, detail one by one)

D.7.- Once the project is completed, what roles will the members of the executing team play?

D.8.- In addition to the UNDP contribution, has the project received funds or support from any other public or private organization?

D.9.- What are the main risks or obstacles to the sustainability of the project?

D.10.- Has it been feasible to establish any mechanism to mitigate the risks identified in the TNA? In particular, the effects triggered by the change of authorities, the lack of a financial mechanism to contribute to sustainability, and the lack of deeper and more effective participation of indigenous peoples.

D.11 What changes have you implemented to improve ownership and institutionalization of the project?

D.12 What changes have you implemented to improve the financial sustainability of the ENBCS?

D.13 What changes have you implemented to achieve a deeper participation of indigenous peoples?

D.14.- During project implementation, have you identified other initiatives that have the same (or related) objectives as this project? If yes, please describe.

D.15.- So far, what do you consider to be the main result of the project? Do you think they can be sustainable over time? Why?

D.16.- What do you think are the main lessons learned from the project?

II. Form for online questions.

A. Personal data

A.1. E-mail address

A.2. Name and Surname

A.3. Name of the organization or institution you belong to

A.4. Your position and/or role

B. BCS Project Design Stage

B.1. Did you or your organization participate in the design of the BCS Project?

B.2 What is your perception of the project design and its adjustment to the reality and priorities of the country, the region, MADES and the institutions and sectors involved (public, private, NGO, financial, academia, indigenous peoples, peasant organizations)?

B.3 What do you consider were the main strengths in relation to the design in terms of major milestones, stakeholder participation, beneficiary perspective, gender approach, etc.?

C. Project implementation stage

C.1 Did you or your organization participate in the implementation of the BCS Project?

C.2 Could you briefly share with us your general opinion about the Project, UNDP's relationship with counterparts and the interaction of the Project with the strategic objectives of your institution?

C.3 What are the main aspects that should be improved in relation to the implementation of the Project?

C.4 What were the main achievements of the Project?

C.5 Do you think they can be sustainable over time? Why?

C.6 What would be your recommendations to improve the implementation and actions of new projects that continue the theme strengthened by this Project?

III. General interview form.

In the framework of a final external evaluation (EF) of Project N° 00092546 - Support for the completion of the REDD+ readiness phase in Paraguay - Forests for Sustainable Growth Project, we would like to ask you some questions that will allow us to approach your opinion about this Project that was conceived to support the Republic of Paraguay in the completion of the REDD+ readiness phase taking as a basis the results of the UN-REDD National Program.

The timeframe of the evaluation is October 2017 to date.

The purpose of the evaluation is to assess:

- I. the performance of the Forests for Sustainable Growth project in terms of its relevance, effectiveness and efficiency (outcomes, outputs);
- II. the sustainability and scaling up of results;
- III. potential impact;
- IV. the fulfillment of UNDP's evaluation policy mandate on the contributions of development results to human development.

The responses to this interview will be analyzed preserving the anonymity of the persons consulted and will be used as input for learning and accountability of the Project, UNDP and MADES.

1. What is (synthetically) your specific professional training and experience and how long have you been working on environment/forests issues?
2. Share in a synthetic way, general vision about:
 - a. The project
 - b. UNDP's relationship with counterparts, essentially with CSOs.
 - c. The interaction of the Project with the strategic objectives and linkage with other projects of the counterparts.
2. Did you participate in the Project design stage? If so, how do you remember the design stage of the project? What do you consider to be the main strengths in relation to the design?
3. What is your perception of the project design and its adjustment to the reality and priorities of the country, the region, MADES and the institutions and sectors involved (public, private, NGO, financial, academia, indigenous peoples, peasant organizations)?
4. Do you think there have been relevant changes in the political and/or economic context (at the National or Regional level) that have impacted the implementation of the project (between October 2017 and date)? What has been the effect of the COVID-19 pandemic on the execution and fulfillment of project results?
5. The Project had a mid-term evaluation, are you aware of the recommendations from that evaluation? If so, do you think they were taken into account and implemented? In what way?
6. What was the role and level of involvement of the main counterparts?

7. How do you recall the implementation of the project and what were its main strengths?
8. Were there any aspects of the Project that were not implemented as designed?
9. What are the main aspects that should be improved in relation to the implementation of the Project?
10. How was the relationship with the Project Board and Project Management?
11. Did the Project agree with the sectoral and municipal institutions on financial and economic mechanisms to ensure the continuity of the products after completion? Was the use of public and private financing sources to guarantee the financing of local demands promoted?
12. How do you think the state counterparts have used/incorporated the knowledge and experiences acquired through the project?
13. What were the main achievements of the project?
14. Were the lessons learned from the adaptive management process documented and shared with the institutions?
15. Do you think they can be sustainable over time, and why?
16. Are you satisfied with the performance of the project and why?
17. Were there any barriers to the achievement of objectives? Are there any social or political risks that may jeopardize the sustainability of the project results?
18. What do you see as the main lessons learned from the project?
19. What would be your recommendations to improve the implementation and actions of new projects that continue the thematic strengthened by this Project?

ANNEX 2. List of persons and institutions consulted

The following is the list of people and institutions consulted within the framework of this evaluation. The other members of the Technical Committee (ARP - Rural Association of Paraguay, FECOPROD - Federation of Production Cooperatives, APAG, Supreme Court of Justice, Government of Caazapá, Environmental Prosecutor's Office - Public Ministry, Ministry of Agriculture and Livestock - Vice Ministry of Agriculture) were also contacted via e-mail and telephone. However, for various reasons, their contributions and recommendations were not received in time and form to be taken into consideration in this evaluation.

	Consulted Stakeholders	Position/Role	Organization	Individual Interview	Group interview	Online Consultation
1	Graciela Miret	Director of the Strategic Planning Directorate. Alternate MADES Focal Point for the Project	MADES	X		
2	Ulises Lovera	Director of the National Directorate of Climate Change. MADES focal point for the Project	MADES	X		
3	Carlos Irrazabal	Director of the General Directorate of Forests.	INFONA		X	
4	Hermelinda Villalba	Cabinet Director	INFONA		X	
5	Alba Guillen	Director of Community Development	INDI	X		
6	Mario Ruiz Díaz	General Directorate of Public Policy Analysis	STP	X		
7	José Arturo Santos	Regional Technical Specialist	PNUD LACRO	X		
8	Marco Chiu	Senior Regional Technical Advisor - Climate and Forests Programme	PNUD LACRO	X		
9	Veronique Gerard	Program Officer	PNUD Py	X		
10	Daniel Coronel	Responsible Result 1	BCS Project Team	X	X	

ANNEX 3. Documents reviewed for the evaluation.

All the products of the consultants hired under the Project were reviewed.

The key documents identified in this review are listed below.

11	Gabriela Viñales	Technical Specialist and Responsible Result 2	BCS Project Team	x	x	
12	Ofelia Valdez	Responsible Outcome 3 (until July 2020)	BCS Project Team	x	x	
13	Lilian Portillo	Technical Coordination	BCS Project Team	X	x	
14	Yessica Villalba	Communicator	BCS Project Team	X	x	
15	Pamela González	Monitoring Technical Assistant	BCS Project Team	X	x	
16	Sergio León	Administration	BCS Project Team	X	x	
17	José Luis Cartes	Director	Guyra Paraguay		X	
21	Cecilia Pizzurno	Specialist	Guyra Paraguay		X	
18	Pedro Caballero J.	Technician	IPTA - Paraguayan Institute of Agricultural Technology		X	
19	Oscar Rodas	Director	WWF		X	
20	Pepe Ibarra	Director	Altervida		X	
21	Mario Barrios	Indigenist Lawyer	BCS Project Team	X		
22	Mirta Pereira	Technical Advisor	FAPI - Federation for the self-	X		

			determination of indigenous peoples			
23	Yan Speranza	Director	Fundación Moisés Bertoni	X		
24	Alfredo Molinas	Specialized environmental advisor agro-	UGP - Unión de Gremios de la Producción			X
25	Leila Molas	Head of Environmental Management Department	Ministry of Social Development			X
26	Stella Amarilla	Graduate Director	Faculty of Agricultural Sciences (UNA)			X
27	Victor Demestri	Technician	National Institute for Rural and Land Development (INDERT)			X
28	Mirta Martinez	Manager of the Board of Finance	Board of Finance		X	
29	Omar Fernández	Vice President of the Board of Directors	Board of Finance		X	
30	Melissa Britez	Technical Advisor	Board of Finance		X	

Year	Consultant	Document
2017	Mirta Pereira	Product 3 - Mirta Pereira

2017	Mirta Pereira	Product 2 - Mirta Pereira
2017	Gabriela Viñales	Product 1
2017	Gabriela Viñales	Operational Manual PBCS rv Ip
2017	Alfredo Molinas	Product 1
2017	Alfredo Molinas	Product 2
2017	Alfredo Molinas	Product 3
2017	Alfredo Molinas	Product 6
2018	Alejandro Marti	Product 4 A. Martí PNUD
2018	Alejandro Marti	Product 7 - Alejandro Martí
2018	Edgar Daniel Coronel	Product 8 - Daniel Coronel
2018	Elido Ghiglione	Product 13 - Elido Ghiglione
2018	Hugo Duarte	Final Report Hugo Duarte
2018	Julia Velez	Product 1 - Julia Vélez
2018	Julia Velez	Product 7 - Julia Vélez
2019	Marcelo Rocha	Product 2 - Marcelo Rocha VF
2018	Mirta Pereira	Product 8 - Mirta Pereira
2018	Natalia Guerrero	Product 4 BCS Natalia Guerrero
2018	Rossana Scribano	Product 9. Informe final del Documento Oficial de la ENCBS
2018	Verónica Morales	Noviembre – Report Product N° 7

2018	Verónica Morales	Diciembre – Report Product N° 9
2018	Victor Vera	VV 050718 Diagnostic SINASIP V8.
2019	Alejandro Marti	Product 18 - Alejandro Martí
2019	Alejandro Piera	Product 02 - Alejandro Piera
2019	Bernardo Coronel	Product 5 -Bernardo Coronel
2019	Cecilia Samaniego	Product 10 - Cecilia Samaniego
2019	Celeste González	Product 10 - Celeste González
2019	Daniel Garcia Segredo - Daniel Medina Vera	Product 5 - Daniel Garcia
2020	3 SIG INFONA	Product 5 - Camila Ortiz
2020	3 SIG INFONA	Product 5 - Osvaldo Gonzalez
2020	4 SIG MADES	Product 2 - Leticia Cardozo
2020	4 SIG MADES	Product 1 - María José González
2020	4 SIG MADES	Product 2 - María José González Ayala
2020	Activamente SRL	Product 1 - Activamente
2020	Alcira Quintana	Product 1 Legal and conceptual framework
2020	Alejandro Piera	Producto 3 - Alejandro Piera Carbon Ownership
2020	Andrea Camacho	Producto 1 Market Analysis Documents
2020	Catastro INFONA	Product 4 - Ana Alarcon
2020	Catastro INFONA	Product 4 - Sofia Almeida

2020	Dahiana Acosta	Product 2 - Dahiana Acosta
2020	Erika Spiess	Product 3 - Erika Spiess
2020	Erika Spiess	Product 3 - Erika Spiess
2020	Irene Wasilevsky	Product 3 - ENBCS Financing Strategy Design Scheme Product
2020	Irene Wasilevsky	Product 1 - ENBCS Financing Strategy - Final Stage 1
2020	Marcelo Rocha	Product 4 - Marcelo Rocha
2020	Marilé Solís	Product 6- Marile Solis
2020	MF Economía SA	4 UNDP clean version 20 06 2020
2020	Ricardo Fernandez	Product 3 Project and Stakeholder Mapping Final Report Ricardo Fernandez
2020	Sofía Almeida	Product 1 - Sofia Almeida SSMT

ANNEX 4. Evaluation Matrix

EVALUATION MATRIX		
Criteria, description and evaluation system.	PROJECT DESIGN	
		<p><i>Relevance: analyzes the existence, quality and veracity of the previous diagnosis for the design of the document.</i></p> <p><i>Relevance of the design: analyzes here the quality in the formulation of objectives to evidence its capacity to pursue feasible solutions according to its delineations.</i></p> <p><i>Internal coherence: it looks for the adequacy of the proposed measures for the fulfillment of the specific and general objectives.</i></p> <p><i>External coherence: assesses the correspondence of the public policy document with other public interventions being implemented in the same temporal and territorial space.</i></p>
Questions	Sources of Information	Data collection method/tool
<p>Does the project strategy offer the most effective way to achieve the results? Were lessons learned from other relevant projects or early phases of different interventions adequately incorporated into the project design?</p> <p>1.2.- Are recommendations, lessons learned from the mid-term evaluation incorporated?</p> <p>1.3.- How are country priorities reflected in the project?</p> <p>1.4.- Is there national ownership of the project?</p> <p>1.5.- Was the project concept aligned with the development priorities of the sectors involved (public, private, NGO, financial, academia, indigenous peoples, farmers' organizations) and the national plans?</p> <p>1.6.- Was the gender perspective included in the design phase of the project and its first interventions with key stakeholders?</p> <p>1.7.- Was the perspective of those who would be affected by project-related decisions, those who could influence project outcomes, and those who could contribute information or other resources during the project design processes taken into</p>	<ul style="list-style-type: none"> ● Project documents, as well as material used and generated during the elaboration process (diagnostics, minutes, reports). Sustainable Development Goals and SIMORE Plus tool. ● Regulatory framework (programs, policies, plans, laws, decrees, other relevant administrative resolutions). ● Perception, opinion and/or qualitative inputs from qualified informants through: <ul style="list-style-type: none"> ● Interviews with authorities and technical staff. ● Interviews with qualified informants (e.g. academics, civil 	<p>TOOLS</p> <ul style="list-style-type: none"> ● Document collection ● Virtual face-to-face interviews ● Virtual focus groups ● Quantitative secondary information <p>METHOD</p> <ul style="list-style-type: none"> ● Document analysis ● Analysis of virtual personal interviews ● Analysis of virtual focus groups. ● Triangulation of sources

<p>account during project design? 1.8.- Are there important areas that require attention, and what actions are recommended to be taken to improve them?</p>	<p>society, etcetera). ● Results of virtual focus groups ● Research and/or studies related to the issue</p>	
<p>Criteria, description and evaluation system.</p>	<p>RELEVANCE The degree to which a development initiative and its expected outputs and outcomes are in line with national and local policies and priorities, as well as the needs of the beneficiaries. It also considers the extent to which the initiative responds to human development priorities and UNDP's corporate plan in the areas of women's empowerment and gender equality.</p> <p>To assess relevance: - Relevant (R) - Not relevant (NR)</p>	
<p>Questions</p>	<p>Sources of Information</p>	<p>Data collection method/tool</p>
<p>2.1.- Did the project approach coincide with national priorities? 2.2.- Are the national and local government counterparts supportive of the project objectives and did they play an active role in project decision making that supports efficient and effective project implementation? 2.3.- Was communication regular and effective? 2.4.- To what extent did partner participation and public awareness contribute towards the progress and achievement of the project's Objectives? 2.5.- To what extent did the project contribute to the progress and achievement of the Sustainable Development Goals (SDGs)? 2.6.- Were the established means of communication appropriate to express the project's progress and intended for public impact? (Is there a website, or did the project implement adequate public outreach and awareness campaigns? 2.7.- Was the inclusion of the gender perspective in the planning of results and activities contemplated? 2.8.- To what extent did the project respond to international</p>	<ul style="list-style-type: none"> ● Project documents, as well as material used and generated during the elaboration process (diagnostics, minutes, reports). ● Sustainable Development Goals and SIMORE Plus tool. ● Regulatory framework (programs, policies, plans, laws, decrees, other relevant administrative resolutions). ● Perception, opinion and/or qualitative inputs from qualified informants through: ● Interviews with authorities and technical staff. ● Interviews with qualified informants (e.g. academics, civil society, etcetera). 	<p>TOOLS</p> <ul style="list-style-type: none"> ● Document collection ● Virtual face-to-face interviews ● Virtual focus groups ● Quantitative secondary information <p>METHOD</p> <ul style="list-style-type: none"> ● Document analysis ● Analysis of virtual personal interviews ● Analysis of virtual focus groups. ● Triangulation of sources

treaties signed by the government within the framework of environmental policies?	<ul style="list-style-type: none"> • Results of virtual focus groups • Research and/or studies related to the issue 	
Criteria, description and evaluation system.	<p>EFFECTIVENESS A measure of the degree to which the initiative has achieved the expected results (outputs and outcomes) and the degree to which progress has been made in achieving those outputs and outcomes.</p> <p>To assess effectiveness:</p> <ul style="list-style-type: none"> - Highly satisfactory (HS): The project had no shortcomings in achieving its objectives. - Satisfactory (S): There were only minor shortcomings. - Moderately Satisfactory (MS): There were moderate deficiencies. - Moderately Unsatisfactory (MU): The project had significant deficiencies. - Unsatisfactory (U): The project had significant deficiencies in achieving its objectives. - Highly Unsatisfactory (HU): The project had severe deficiencies. 	
Questions	Sources of information	Data collection method/tool
<p>3.1.- What has been the degree of progress towards the achievement of the project's expected outputs and outcomes?</p> <p>3.2.- Did the results framework indicators have a SMART approach?</p> <p>3.3.- What has been the progress towards the expected results?</p> <p>3.4.- Were the targets at mid-term and at the end of the project achievable?</p> <p>3.5.- What were the main barriers to achieving the Project's objective?</p> <p>3.6.- What were the revisions of goals and indicators?</p> <p>3.7.- Has the progress made so far led to or will it lead to future beneficial development effects (such as income generation, gender equity and women's empowerment, improved governance, legal security for key stakeholders, among others) that can be included in the results framework and monitored on an annual basis?</p>	<ul style="list-style-type: none"> • Project documents, as well as material used and generated during the elaboration process (diagnostics, minutes, reports). • Sustainable Development Goals and SIMORE Plus tool. • Regulatory framework (programs, policies, plans, laws, decrees, other relevant administrative resolutions). <p>Perception, opinion and/or qualitative inputs from qualified informants through:</p> <ul style="list-style-type: none"> • Interviews with authorities and technical staff. • Interviews with qualified 	<p>TOOLS</p> <ul style="list-style-type: none"> • Document collection • Virtual face-to-face interviews • Virtual focus groups • Quantitative secondary information <p>METHOD</p> <ul style="list-style-type: none"> • Document analysis • Analysis of virtual personal interviews • Analysis of virtual focus groups. • Triangulation of sources

<p>3.8.- Were resources adequately utilized? 3.9.- To what extent were the project outputs achieved with those resources? 3.10.- Were the budgets and timelines initially established in the project document adhered to? 3.11.- Was project management effective as outlined in the project document? Were changes made? Were they effective? Were reporting responsibilities clear? Was decision making transparent and timely? 3.12.- What is the assessment of the implementation partners' performance and what would be the recommendations to improve their performance? 3.13.- Was there inclusive participation of beneficiaries with a gender perspective? 3.14.- How were changes and adaptive management reported by the Project Coordinator and shared with the Project Board? 3.15.- What was the role of the Project Management in establishing relationships with sectoral institutions at central and local level? 3.16.- Has the progress made so far led to or will it allow in the future beneficial effects for development (such as influencing public policies focused on priority groups, gender equity and women's empowerment, improving governance, among others) that can be included in the results framework and monitored annually? 3.17.- How were lessons learned from the adaptive management process documented and shared with partners?</p>	<p>informants (e.g. academics, civil society, etcetera). • Results of virtual focus groups • Research and/or studies related to the issue</p>	
<p>Criteria, description and evaluation system.</p>	<p>EFFICIENCY Measures whether inputs or resources have been economically converted into outputs. An initiative is efficient when it uses resources appropriately and economically to generate the desired outputs.</p> <p>To evaluate efficiency: - Highly satisfactory (HS): The project had no shortcomings in achieving its objectives.</p>	

- Satisfactory (S): There were only minor deficiencies.
- Moderately Satisfactory (MS): There were moderate deficiencies.
- Moderately Unsatisfactory (MU): The project had significant deficiencies.
- Unsatisfactory (U): The project had significant deficiencies in achieving its objectives.
- Highly Unsatisfactory (HU): The project had severe deficiencies.

Questions	Sources of Information	Data collection method/tool
<p>4.1.- Were resources used appropriately and economically to achieve progress towards the desired outputs and outcomes?</p> <p>4.2.- Was the availability of inputs and actions timely?</p> <p>4.3.- Was the technical implementation unit designed appropriate for the achievement of the results?</p> <p>4.4.- Was the political, technical and administrative support provided by UNDP timely? 4.5.-What were the challenges to be overcome in the future?</p> <p>4.6.- To what extent did the project results framework work as a management tool? What adjustments or changes were made, in the national and particular context, since the beginning of the project?</p> <p>4.7.- Were there delays in project start-up and implementation? What were the causes of these and have they been resolved?</p> <p>4.8.- Did the work plan focus on results-based management? If not, in what way could the planning be reoriented to focus on results?</p> <p>4.9.- Did the project have appropriate financial control, including reporting and planning of expenditures to enable management to make informed budget-related decisions and allow for timely cash flow?</p> <p>4.10.- Did the monitoring and evaluation tools used provide the necessary information, did they involve key stakeholders/partners, were they aligned and incorporated with or incorporated into national systems, did they use existing information, were they efficient, did they provide the necessary</p>	<ul style="list-style-type: none"> ● Project documents, as well as material used and generated during the elaboration process (diagnostics, minutes, reports). ● Sustainable Development Goals and SIMORE Plus tool. ● Regulatory framework (programs, policies, plans, laws, decrees, other relevant administrative resolutions). <p>Perception, opinion and/or qualitative inputs from qualified informants through:</p> <ul style="list-style-type: none"> ● Interviews with authorities and technical staff. ● Interviews with qualified informants (e.g. academics, civil society, etcetera). ● Results of virtual focus groups ● Research and/or studies related to the issue 	<p>TOOLS</p> <ul style="list-style-type: none"> ● Document collection ● Virtual face-to-face interviews ● Virtual focus groups ● Quantitative secondary information <p>METHOD</p> <ul style="list-style-type: none"> ● Document analysis ● Analysis of virtual personal interviews ● Analysis of virtual focus groups. ● Triangulation of sources

<p>information, did they provide the necessary information, did they involve key stakeholders/partners, were they aligned and incorporated with or incorporated into national systems, did they use existing information, were they efficient? 4.11.- Were the monitoring and evaluation tools cost-effective? How could they be made more participatory and inclusive? 4.12.- Are additional tools required?</p>		
<p>Criteria, description and evaluation system.</p>	<p>SUSTAINABILITY Measures the degree to which the benefits of the initiatives continue after external development assistance has ended.</p> <p>To assess sustainability: - Probable (P): Negligible risks to sustainability. - Moderately Probable (MP): Moderate risks - Moderately improbable (MI): significant risks - Unlikely (I): serious risks</p>	
<p>Questions</p>	<p>Sources of Information</p>	<p>Data collection method/tool</p>
<p>5.1.- What was the support and participation of the institutions involved? Was institutional strengthening provided? 5.2.- Was a strategy implemented for capacity building of strategic partners and key stakeholders to maintain, manage and secure the products in the future? 5.3.- Did the project agree with sectoral and municipal institutions on financial and economic mechanisms to ensure continuity of the products once they are completed? 5.4.- Was the use of public and private sources of financing promoted to guarantee the financing of local demands? 5.5.- To what extent did civil society, community organizations, the private sector, direct forest users, key stakeholders, local governments and sectoral institutions use the knowledge and experiences acquired through the project? 5.6.- Are there any social or political risks that could jeopardize the sustainability of project results?</p>	<ul style="list-style-type: none"> ● Project documents, as well as material used and generated during the elaboration process (diagnostics, minutes, reports). ● Sustainable Development Goals and SIMORE Plus tool. ● Regulatory framework (programs, policies, plans, laws, decrees, other relevant administrative resolutions). <p>Perception, opinion and/or qualitative inputs from qualified informants through:</p> <ul style="list-style-type: none"> ● Interviews with authorities and technical staff. 	<p>TOOLS</p> <ul style="list-style-type: none"> ● Document collection ● Virtual face-to-face interviews ● Virtual focus groups ● Quantitative secondary information <p>METHOD</p> <ul style="list-style-type: none"> ● Document analysis ● Analysis of virtual personal interviews ● Analysis of virtual focus groups. ● Triangulation of sources

<p>5.7.- What is the risk that the level of ownership of the partners (including ownership of national/local governments and other key stakeholders) would be insufficient to achieve the project results/benefits to be sustained over time?</p> <p>5.8.- Is there sufficient public awareness of strategic partners and key stakeholders to support the long-term objectives of the project?</p> <p>5.9.- Were lessons learned documented and shared by the project team on an ongoing basis/ transferred to partners so that they can learn from the project and potentially replicate and/or scale up in the future?</p> <p>5.10.- Are the key stakeholders committed to continue working on the project objectives after the project ends?</p> <p>5.11.- Are the political, legal, financial frameworks and governance structures likely to jeopardize the basis for achieving the benefits of the project?</p>	<ul style="list-style-type: none"> ● Interviews with qualified informants (e.g. academics, civil society, etcetera). ● Results of virtual focus groups ● Research and/or studies related to the issue 	
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ANNEX 5. Evaluation of Outcomes 1, 2 and 3

Evaluation of Result 1 (Outputs 1 to 4)

OUTCOME 1 (R1): Paraguay is positioned for effective REDD+ implementation and access to climate finance.

The objective of R1 is aimed at the completion of the REDD+ readiness phase in Paraguay as established in the UNFCCC and the emerging guidelines for access to Payments for Results, based on the results achieved in the UN-REDD NCP, completed in 2016. This materializes in the design of the National Forest Strategy for Sustainable Growth (ENBCS) and its implementation plan; improving the Forest Emissions Reference Level (NREF); preparing a summary of information on safeguards; and submitting the second BUR with REDD+ technical annex to the UNFCCC. Therefore, to achieve compliance with this outcome, at least 4 documents or instruments need to be submitted to the UNFCCC.

This outcome is divided into four outputs:

- Achieving that the National Forest Strategy for Sustainable Growth (ENBCS), is consensual among relevant government and civil society institutions.
- To ensure that relevant institutions have information and capacities to improve their reference level of emissions from deforestation, following suggestions from the UNFCCC technical assessment.
- Train relevant institutions to be able to maintain the forest monitoring system.
- Develop and implement the Information System on social and environmental safeguards with a gender approach.

OUTPUT 1 (P1): ENBCS agreed upon by relevant government and civil society institutions.

The objective of this output is to have the National Forest Strategy for Sustainable Growth (ENBCS) agreed upon by the relevant parties, based on the document produced by the UN-REDD NCP, as well as the relevant information that has been generated in that Program and that has contributed to the consolidation of the first version of the ENBCS²⁶.

The ENBCS is a guiding document, based on national and sectoral policies, for the reduction of greenhouse gas (GHG) emissions from land use change, through optimal management of forest resources to enhance the socioeconomic and environmental benefits associated with it. It was approved by the Ministry of Environment and Sustainable Development (MADES), through Resolution No. 293/19, after a constructive and consensual process among the sectors involved. Therefore, in order to verify compliance with this product, it is necessary to analyze compliance with the following indicators:

INDICATOR	1,	Number and percentage of viable strategic options and/or PAMs with a gender perspective that have been identified for REDD+ implementation in Paraguay.
OUTPUT 1		
TARGET		At least 5 strategic options and/or PAMs, completely viable and with a gender approach.

²⁶ PRODOC. Support for the Completion of the REDD+ Readiness Phase in Paraguay.

LEVEL OF COMPLIANCE	HIGHLY SATISFACTORY
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The National Forest Strategy for Sustainable Growth is based on the National Gender Strategy for Climate Change (approved in August 2017). This is a public policy instrument that seeks to actively and effectively promote the incorporation of the gender perspective in the appropriate approach to climate change²⁷. The ENBCS includes its guidelines through the participation of women in all areas of decision-making on the forest (due to their dependence on it as a livelihood and rooting) and from their particular role with respect to men; in addition, it seeks to ensure access in equity to services such as specialized education on the forest (knowledge of legislation, good environmental and energy practices, etc.), land and financial or investment credit. Specifically, the following MAPs were included with the objective of strengthening women's capacities: sustainable production systems, sustainable forest management, rooting policies, development of capacities for environmental regulation, control, monitoring and penalization. In all cases, the policies are aimed at strengthening the capacities of women in their communities.

INDICATOR OUTPUT 1	2,	Paraguay's ENBCS Implementation Plan finalized and agreed upon
TARGET		An ENBCS Implementation Plan
LEVEL OF COMPLIANCE		HIGHLY SATISFACTORY

The Implementation Plan (IP) of the ENBCS, built in a participatory manner, has made it possible to identify the activities to be developed, the actors involved, the sources of financing, the associated costs, the implementation deadlines, the emission reduction potential and the mechanism for monitoring, reporting and verification of the mitigation activities. Its construction phase has been completed prior to the pandemic, being necessary to carry out the socialization process of the final version through virtual meetings with digital communication tools, and later with face-to-face meetings financed with resources from the Payment by Results project.

The construction of the Implementation Plan was carried out through workshops, various activities and cross-referencing of information related to proposals that respond to the measures and actions of the ENBCS. With these inputs, the first draft of the plan was written (year 2018), which presents the consolidated information regarding: proposed activities for the fulfillment of the actions and measures of the ENBCS, responsible and involved institutions, execution schedule and potential funding sources. For the validation of the consolidated information, 329 stakeholders participated, representing a total of 129 institutions, belonging to different sectors (detailed in the third indicator). In December 2020, the missing technical chapters were included in the draft, making the IP complete.

²⁷ Resolution 239 of 2019. Whereby the Ministry of Environment and Sustainable Development approves the National Forest Strategy for Sustainable Growth (ENBCS).

INDICATOR OUTPUT 1 3,	Number of national, provincial and local institutions that have participated in the development and validation of the BCSS, including their implementation plan (disaggregated by type of organization and sector) and percentage of these that focus on marginalized groups.
TARGET	At least 20 additional ones. At least 30% of the organizations must work on issues relevant to marginalized groups (women, indigenous peoples, youth).
LEVEL OF COMPLIANCE	HIGHLY SATISFACTORY

As mentioned in the previous indicator, the institutions that participated in the development, validation and Implementation Plan of the ENBCS total 129, represented by 329 stakeholders. Of the total number of participants, 53% were women, 8% represented indigenous peoples, 11% rural organizations and 20% young people²⁸. The methodology used in this phase was to hold workshops or meetings with organizations from Alto Paraná, Caazapá, Itapúa and the Chaco, entities of the financial system, production associations, indigenous organizations, NGOs, peasant organizations and academia. Unfortunately, MADES did not promote a common intersectoral meeting space, which would have been valuable.

INDICATOR OUTPUT 1 4,	Percentage and number of women, men and youth (15-24 years old) that have participated in the development and validation of the ENBCS, including its implementation plan.
TARGET	At least 200 additional people. At least 30% must be women and/or youth.
LEVEL OF COMPLIANCE	SATISFACTORY

In the process of developing and validating the ENBCS, 306 people participated, 42% of whom were women. In the process of construction of the ENBCS PI, 305 people participated, of which 53% were women, which meets the indicator's requirement that 30% be women and/or young people. However, there is no information disaggregated by age, so it is not possible to verify compliance with the indicator from this perspective.

In particular, the workshop held to achieve the construction and validation of the IP was coordinated by MADES, through the DNCC. Elido Ghiglione, BCS Project consultant, presented the methodology of the activity and organized the participants during the workshop. Subsequently, the participants formed working groups where they identified the activities, the execution agents, the source of financing, as well as the environmental and social risks related to the implementation of the ENBCS.

Representatives from the Ministry of Agriculture and Livestock, the National Institute for Rural and Land Development (INDERT), the National Forestry Institute (INFONA), the Center for Environmental and Social Studies (CEAMSO), PROMESA Chaco, Fundación Alter vida,

²⁸ Implementation Plan of the National Forest Strategy for Sustainable Growth.

Fundación Iniciativa, WWF, Base Is, Investigación para el desarrollo and the Paraguayan Institute for Environmental Protection (IPPA) participated in this meeting.

Although the information on attendees is not segmented by age, the young population had the opportunity to participate through workshops held in conjunction with the Academy, mainly in universities. These workshops were also implemented in the Alto Paraná and Itapúa platforms, in small work commissions with young local farmers that helped identify gaps in protected areas. Therefore, the percentage of youth participation is considered to have been met.

INDICATOR OUTPUT 1	5,	Percentage and number of gender indicators included in the ENBCS results and monitoring framework.
TARGET		At least 5 indicators or the equivalent of 20% of the total indicators.
LEVEL OF COMPLIANCE	OF	HIGHLY SATISFACTORY

The ENBCS results framework includes a gender focus in its indicators, given that this tool is necessary to contribute to the reduction of the gender inequality gap through the promotion of sustainable development, conservation and protection of forests.

The ENBCS guarantees: 1) the participation of women in all areas of decision-making about the forest due to their relationship of dependence on it as a means of livelihood and roots; considering the gender roles of women and men with respect to their relationship with the forest and their source of income/food. 2) equitable access to services such as specialized forest education (knowledge of legislation, good environmental and energy practices, etc.), land and financial or investment credit. These principles are materialized in more than 7 actions proposed in the ENBCS. By virtue of the above, compliance with the indicator has been verified.

OUTPUT 2 (P2): Relevant institutions have information and capacities to improve their reference level of emissions from deforestation, following suggestions from the UNFCCC technical assessment.

The UNFCCC Conference of the Parties (COP) has established that Forest Reference Emission Levels (FRELs) are benchmarks for assessing the performance of each country in implementing REDD+ activities²⁹. Generally, NREFs only include activities that reduce emissions and are derived from the simple, historical average of the country's forest sector emissions over the period 2000-2015. Subsequently, to assess the performance of countries in implementing REDD+ activities, the emissions produced are compared against the NREF. Therefore, achieving improvements in the NREF requires that the relevant institutions are informed and strengthened in their capacities to be able to apply the suggestions of the UNFCCC technical assessment. Verification of compliance with this output requires a :

INDICATOR OUTPUT 2	1,	Anexo técnico REDD+ del periodo 2015-2017, preparado para preparado para envío a la CMNUCC
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²⁹ Technical considerations for the elaboration of Forest Reference Emission Levels/Forestry Reference Levels under the UNFCCC

TARGET	A technical appendix
LEVEL OF COMPLIANCE	HIGHLY SATISFACTORY

The Technical Annex (TA) is a document required to obtain results-based payments for REDD+ activities. It is attached to the Biennial Update Report (BUR) and contains a summary of the final NREF report; the results in tons of CO₂ equivalent per year for the period chosen for results-based payments; evidence of consistency between the methodology used and that recommended for establishing the NREF; description of the National Forest Monitoring System and the institutional roles and responsibilities for measuring, reporting and verifying results; information necessary to enable reconstruction of the results; and description of how the elements of Decision 4/CP.15 were included, paragraph 1 (c) and (d)³⁰.

The 2015-2017 REDD+ TA was submitted in IBA 2 in December 2018. The technical information included in the IBA is subject to the International Consultation and Analysis (ICA), in a process composed of two instances: a technical analysis and a facilitative exchange of views. In the case of the TA under analysis, the ETE may include two USCUS experts in charge of comprehensively assessing the results of the implementation of REDD+ activities, the consistency of methodologies, definitions, their comprehensiveness and the information provided between the reported results and the assessed NREFs. The resulting evaluation was favorable for the project.

INDICATOR OUTPUT 2	2,,	Government officials and other relevant stakeholders with the capabilities to continuously improve the reference level of deforestation emissions.
TARGET		At least 10 civil servants, of which at least 30% must be women.
LEVEL OF COMPLIANCE	OF	HIGHLY SATISFACTORY

The capacities of MADES and INFONA officials have been strengthened in the updating of NREFs (12 officials, 40% women) and in the calculation of GHG emission reductions from deforestation in multiple events. The last meeting, held at INFONA, was a training on "Reference Level of Forest Emissions (NREF) and CO₂ Emissions Reduction Reporting - Paraguay's REDD+ Technical Annex", given by Natalia Guerrero, Forestry Specialist and Technical Support to INFONA. In addition, the SNIF Directorate of INFONA and technicians from MADES participated in its organization.

INDICATOR OUTPUT 2	3,	Government officials trained to estimate deforestation emissions following relevant methodological protocols, to be presented in the next biennial update report in 2017.
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³⁰ Technical considerations for the elaboration of Forest Reference Emission Levels/Forestry Reference Levels under the UNFCCC

TARGET	At least 10 civil servants, of which at least 30% must be women.
LEVEL OF COMPLIANCE	HIGHLY SATISFACTORY

The capacities of both INFONA and MADES have been strengthened through training of institutional officials and the hiring of technicians in order to generate a new multi-temporal series of forest cover maps using the IPCC categories (2000-2005-2011; 2011-2013-2015; 2015-2017-2019), aiming at improving the quality of INGEI data and extending the timeframe of the expected emission reduction results. In particular, 13 MADES staff members have been trained, 40% of whom are women.

OUTPUT 3 (P3): Relevant institutions have the capacity to maintain the forest monitoring system.

In the framework of the implementation of the UN-REDD NCP, the National Forest Monitoring System (NFMS) was designed through different components for information generation. This includes the IFN, the Satellite System for Terrestrial Monitoring (SSMT), the I-GEI of the USCUS sector and a Geo Portal. To continue capacity building in national institutions, the objective of this output is to implement activities and generate synergies between MADES and INFONA projects, as well as with other relevant institutions linked to forest monitoring.

To verify compliance with this output, the following indicators must be achieved.

INDICATOR OUTPUT 3	1,	Actors of the relevant public entities with the capabilities to maintain the forest monitoring system.
TARGET		At least 20 stakeholders from relevant public entities, of which at least 30% must be women.
LEVEL OF COMPLIANCE		HIGHLY SATISFACTORY

The process of national NFI remeasurement has been completed, including institutional training of personnel. At the same time, the capacities of 22 staff members (50% women) of MADES and INFONA have been strengthened with regard to the maintenance of the three components of the National Forest Monitoring System.

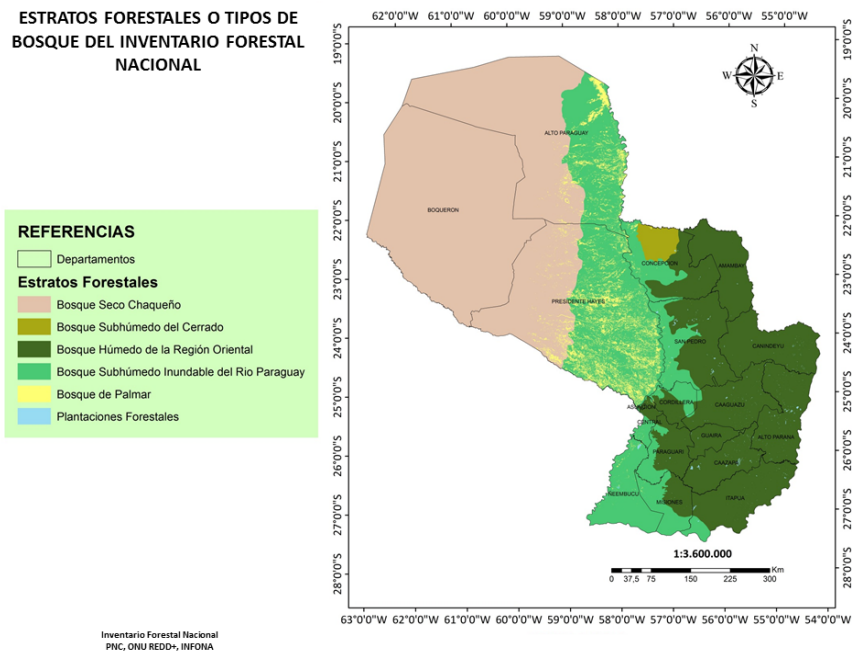
In addition, to reinforce the strengthening of the capacities of both institutions, technicians have been hired to generate new series of multitemporal forest cover maps using IPCC categories to improve the quality of the National GEI-I data and extend the temporality of the expected emission reduction results.

INDICATOR OUTPUT 3	2,	Number of strata with improved information for the estimation of anthropogenic GHG emissions and/or removals for the USCUS sector.
TARGET		At least 3 additional strata

LEVEL OF COMPLIANCE	OF HIGHLY SATISFACTORY
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The information on the 5 forest strata in Paraguay has been improved through the remeasurement of IFN plots. In addition, work has been done on the estimation of the palm tree cover for the period 2000 - 2019, as one of the improvements of official information. Finally, within the framework of this product, the report of the first National Forest Inventory was prepared, as one of the debts acquired within the framework of the UN-REDD NCP.

Illustration 6. Map of forest strata.



Source: Extracted from Product Report N°1 by Sofía Beatriz Almeida Estigarribia. Project document.

OUTPUT 4 (P4): Information system on social and environmental safeguards developed, operational and with a gender focus.

The Safeguards Information System (SIS) provides information on how REDD+ safeguards are addressed and respected in line with UNFCCC guidelines. This document includes the specific set of safeguards (or Cancun Safeguards) involved in REDD+ implementation in the country and is a necessary requirement to access payment for results.

In order to verify compliance with this product, it is necessary to achieve:

INDICATOR OUTPUT 4	1,	Proposed summary of information on Paraguay's approach to REDD+ social and environmental safeguards to be submitted to UNFCCC
TARGET		At least one proposal

LEVEL OF COMPLIANCE	HIGHLY SATISFACTORY
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The project currently has the first summary of information from the National Environmental and Social Safeguards Approach (2011-2018), the preliminary version of the Safeguards Information System (SIS), the first draft of the SESA and ESMF and a temporary project based on GRM.

The SIS has information related to the preparation phase of the ENBCS and the implementation of programs and projects associated with REDD+ aimed at reducing deforestation. This document has been submitted to the UNFCCC and will be operational as a module of the Environmental Information System - SIAM in the first half of 2021.

INDICATOR OUTPUT 4	2,	Number and percentage of women, men and young people (between 15 and 24 years of age) who have been consulted about the SIS and the Consultation and Complaints Mechanism (MACR).
TARGET		At least 100 additional people, of which 30% should be women and/or youth.
LEVEL OF COMPLIANCE		MODERATELY SATISFACTORY

The process of consultation and capacity building for the operation of the SIS and the MACR on REDD+ was hampered by health restrictions from the onset of the pandemic and by delays in the validation of the SIS Model. Although face-to-face processes were not feasible, both documents were shared and validated within the REDD+ Roundtable and the CNCC. In addition, the SIS and MACR web structure within SIAM is in its final phase.

There is a record of two meetings held during 2019 on the occasion of the SIS, but the approach to the MACR is not detailed. The first meeting was attended by 22 people: 12% were under 24 years of age and 84% of the total were women. The participants represented MADES, UNDP, UNA, CONACYT, Movimiento de Artesanas Nivacchei, Movimiento de Indígenas del PY, AEP, Libélula (Peruvian organization) and consultants. The second meeting was held at the institutional level (MADES, UNDP and project consultant).

INDICATOR OUTPUT 4	3,	Public officials of relevant entities with the capabilities to maintain Paraguay's SIS
TARGET		At least 10 civil servants, of which at least 30% must be women.
LEVEL OF COMPLIANCE		MODERATELY SATISFACTORY

At the date of preparation of this report, the review of safeguards issues has been formalized within the REDD+ roundtable of the CNCC and a safeguards roundtable has been formed (with 3 MADES officials) at the institutional level. Two of the aforementioned officials have participated in the exchange of experiences on lessons learned regarding the SIS, held in January 2020 in Quito, Ecuador.

The trainings planned for last year for the Technical Committee, the REDD Board, the CNCC or involving international exchanges, had to be carried out virtually or were postponed.

INDICATOR OUTPUT 4	4,	Module on the portal of the national environmental information system, or equivalent, with information on how Paraguay respects and addresses REDD+ safeguards.
TARGET		One module.
LEVEL COMPLIANCE	OF	HIGHLY SATISFACTORY

MADES, within its thematic area Climate Change (under the responsibility of the DNCC), has a section dedicated to inform about the safeguards adopted for REDD+ implementation, the country's approach and the objectives and functions of the SIS in Paraguay. It can be accessed at <http://dncc.mades.gov.py/sistema-de-informacion-de-salvaguardas> (SIS V1.0). In addition, 2 complementary modules were developed in SIAM corresponding to Climate Change and Environmental Service (<https://apps.mades.gov.py/siam/portal/mapas/dsa>).

INDICATOR OUTPUT 4	5,	Measures from the MGAS resulting from the SESA integrated into the ENBCS and/or SIS of Paraguay.
TARGET		At least 3 measures
LEVEL COMPLIANCE	OF	HIGHLY SATISFACTORY

The design stage of the MACR has been completed and it is currently hosted in the SIAM, linked to the SIS. Reports can be made from the MADES web portal and from the mobile app. In both cases a form must be filled out, photos must be attached showing evidence of the crime and the location of the crime must be sent. The system will generate a code for each report, so that the complainant can follow up on the report in real time. Therefore, indicator a) has achieved its objective.

The Strategic Environmental and Social Assessment (SESA) is a document-based analysis of a decade of national processes prior to the development, final validation and adoption of

the ENBCS³¹. It allows identifying potential risks of project implementation and acting accordingly, developing mitigation measures to manage them. Based on these findings, an Environmental and Social Management Framework (ESMF) has been created, which was integrated as Chapter 6 of the IP. It includes different measures, grouped according to the risk they are intended to mitigate, which were contemplated in the design of the SIS and the ENBCS.

Regarding the dissemination of the MACR, its existence has been explained in all Project presentations and communication materials. However, part of this process and the training for its use will be carried out virtually, seeking the participation of all the key sectors involved. In addition, audiovisual and technical materials will be developed for use in the next editions of both processes. As of the date of this evaluation, a manual has been produced for MACR users and training has been provided to members of the Centro de Educación, Capacitación y Tecnología Campesina (CECTEC) on the REDD+ Mechanism (the MACR being a part of it). Therefore, indicator b) is partially met, given that it is necessary to continue with the dissemination and training process to achieve the proposed objective.

INDICATOR OUTPUT 4	6, a. Accessible and functioning REDD+ consultation and complaints mechanism (MACR); and b. Number of people informed about the existence and trained in the use of the MACR.
TARGET	a. A mechanism and b. At least 1000 people informed about the existence of the MACR and 100 shall be trained in its use.
LEVEL OF COMPLIANCE	MODERATELY UNSATISFACTORY

Assessment of Outcome 2 (Outputs 5 and 6)

OUTCOME 2 (R2): Framework for future REDD+ implementation in Paraguay, developed.

The objective of this output is to determine and develop those actions that will make it possible to adapt the environment for future REDD+ implementation. Each output included in the outcome will work synergistically with other initiatives implemented by related institutions.

At least 6 elements of the implementation framework are expected to be developed, including policy instrument(s) adopting the ENBCS, legal and institutional arrangements, proposals for leveraging resources, the development of a financial mechanism and communication plans, and institutional capacity building.

To verify compliance with this outcome, it is necessary to analyze compliance with the following outputs:

OUTPUT 5 (P5): officially adopted National Forest Strategy for Sustainable Growth.

The ENBCS, was constructed in a participatory manner and underwent a subsequent validation process, which culminated with the approval of the strategy through MADES Resolution N°293/19, in June 2019. Complementarily, a proposal for a Presidential Decree of

³¹ ENBCS Implementation Plan. Project Document.

Approval of the ENBCS and the Safeguards Information System was developed, in which MADES is assigned the role of competent authority for the application and coordination of the measures contained in the ENBCS, in its Implementation Plan, and in the SIS. It must also issue the clarifying, complementary and interpretative norms to improve compliance with the above.

As of the date of preparation of the report, the following elements have been developed as part of the ENBCS implementation framework:

1. Act of approval of the ENBCS by the CNCC 2.
2. MADES Resolution 293/19 approving the ENBCS;
3. Proposed Decree of approval of the ENBCS and the Safeguards Information System; 4.
4. Proposed Decree Regulating the NFMS, which was promulgated as Presidential Decree No. 3246/20, on January 10, 2020.
5. Proposed Decree regulating Law 5875 on Climate Change.
6. 3 Project Proposals for financing of the ENBCS (FMO/UNDP, JNR/VERRA and ART/TREES).
7. Financial strategy of the ENBCS and cost analysis of ENBCS implementation.
8. ENBCS Communication Plan
9. Capacity building plan
10. Carbon Property Law regulation proposal.
11. Stakeholder Involvement Plan updated.
12. Emissions/reductions registry included in the MADES website
13. Proposed regulation of the Climate Change Fund.
14. Proposal for a Carbon Neutral Meat Certification Program for cattle production in a silvopastoral system.
15. Ministerial Resolution establishing requirements and conditions for Indigenous Communities to enter the Environmental Services Regime.
16. Support for the construction of the Environmental Code, which included elements related to carbon ownership and the National Forest Monitoring System.

In addition, the achievement of the following indicator should be verified

INDICATOR OUTPUT 5	1,	Public policy instrument(s) that formally adopt(s) the National Forest Strategy for Sustainable Growth and/or associated PAMs
TARGET		At least 2 instruments
LEVEL OF COMPLIANCE	OF	HIGHLY SATISFACTORY

The indicator has exceeded its objective given that the project has the Act of Approval of the ENBCS by the CNCC, the Resolution 293/19 issued by the MADES approving the ENBCS and the proposed Decree of approval of the ENBCS. However, during the first years of project implementation, there were obstacles that hindered the regulation of the ENBCS. After achieving the Act of Approval by the CNCC, in June 2019 it was possible to obtain the Ministerial Resolution of the Strategy, which had no effect on other institutions. Consequently, a Proposal for a Presidential Decree was prepared, with the purpose of expressly identifying other participating institutions and linking them.

OUTPUT 6 (P6): Relevant institutions have the necessary instruments and tools for the implementation of the ENBCS and/or PAMs.

It details the preparation and socialization of an Investment Proposal to finance the implementation of the priority measures of the ENBCS, the generation of information to justify project disbursements, the updating of the relevant legal framework in Paraguay, the process of generating VCUs based on the REDD+ results achieved in the country and the development of a financial strategy for the implementation of the ENBCS.

The following instruments and tools have been developed to meet this indicator:

INDICATOR OUTPUT 6	1,	Number of legal and institutional arrangements developed for the implementation of the ENBCS
TARGET		At least 4 proposed arrangements
LEVEL OF COMPLIANCE		HIGHLY SATISFACTORY

At the time of writing this report, the project has managed to generate:

- **Act of approval of the ENBCS by the CNCC,**
- **Decree 3246/20 regulating the SNMF.** This decree was built synergistically between MADES and INFONA, and in which concepts, roles and institutional obligations have been identified, to formalize the current functioning of the SNMF, formed by the National Greenhouse Gas Inventory (INGEI), the Satellite System for Terrestrial Monitoring (SSMT) and the National Forest Inventory (IFN).
- **MADES Resolution 293/19,** which approves the ENBCS.
- **Proposed regulation of the Climate Change Fund.** Consists of a Law for the Creation of the National Fund for Climate Change through an entity with multiple functions. In parallel, there is a proposal for a Decree regulating Chapter VI Financial Resources of Law 5875/2017, which would be approved in the short term, for the purposes of implementing the Payment by Results Project.
- **MADES Resolution approving the SIS.**
- **Proposed regulation of the Carbon Property.** It consists of a Complementary Law to the National Law on Climate Change, consisting of 2 main Chapters. The first deals with the ownership of carbon on the Projects that present emission reductions from the forest; while the second deals with the obligation and characteristics of a Benefit Sharing Plan, resulting from the reductions that could be transacted.
- **Emissions/reductions registry.** The MADES has such registry, hosted on its website, which meets the requirements of donors and carbon markets.
- **Proposed FPIC regulation**
- **Proposed Climate Change Plan** of Decree regulating Law 5875 on Climate Change, which has undergone a review process by the Legal Advisor of the Presidency of the Republic of Paraguay.
- **Stakeholder engagement plan in the process of being updated.** Some findings gathered from the ESMF and the analysis of safeguards for carbon markets are included.

Therefore, the indicator has far exceeded its target

INDICATOR OUTPUT 6	2,	Financing strategy for the implementation of the ENBCS and/or PAMs developed
TARGET		A financing strategy
LEVEL OF COMPLIANCE	OF	HIGHLY SATISFACTORY

The financing strategy has been developed by a specialist who, based on an analysis of the economic, social and productive situation of the country, was able to determine from the key actors for the development and planning of the Financing Strategy, to the new private financing structures for the activities proposed in the Implementation Plan. This has been validated by the CNCC and the implementation costs have been included as one of the chapters of the ENBCS IP.

INDICATOR OUTPUT 6	3,	Concrete proposals for leveraging financial resources for REDD+ and/or MAPs implementation presented to relevant financial entities.
TARGET		A proposal submitted to a financial institution (e.g., FVC).
LEVEL OF COMPLIANCE	OF	HIGHLY SATISFACTORY

The project has generated 3 concrete proposals: Promotion of low-emission and climate-resilient practices in the soybean and livestock sectors (led by FMO/UNDP) and 2 proposals for leveraging economic resources (JNR/VERRA and ART/TREES). The first is currently under construction, with the objective of accessing GFC funds. This project seeks to reduce GHG emissions and increase the climate resilience of production systems by facilitating financing for producers who implement better practices and sustainable investments through improved production efficiency, expansion of production to degraded lands and the combination of livestock and agricultural activities.

The approval of this project is awaiting the no-objection note from the Technical Secretariat for Economic and Social Development Planning (STP) in its role as Designated National Authority (DNA) to the Green Climate Fund (GCF).

The remaining proposals target carbon markets, using VERRA's JNR and TREES' ART methodologies. A proposal for a National JNR Program and its Monitoring Report (both validated and technically verified), a Concept Note and a Registration Form are available. The JNR Program requires the MADES Registration process in the VERRA platform in order to complete the validation and verification of the Program (through public consultation) and its monitoring report. To date, this process has not been completed due to the institutional decision of MADES, which has prioritized the establishment of carbon ownership and the Benefit Sharing Plan.

INDICATOR OUTPUT 6	4,	Financing mechanism for the implementation of the ENBCS and/or PAMs developed.
TARGET		A proposed financing mechanism
LEVEL OF COMPLIANCE	OF	HIGHLY SATISFACTORY

The project has managed to consolidate a Financial Strategy for the implementation of the ENBCS and a proposal for a National Climate Change Fund Law under construction. However, the process of socialization and validation of the latter must be adapted to what has been established by the health authorities. Alternatively, virtual meetings could be held with representatives of the CNCC, the REDD+ Roundtable and the Sustainable Finance Roundtable. At the end of December 2020, the National Climate Change Plan was approved in general (although it is open for revisions).

INDICATOR OUTPUT 6	5,	<p>a. Number of communication and capacity building plans developed to support the implementation of the ENBCS and/or PAMs, with a gender perspective.</p> <p>b. Number of women, men and youth (between 15 and 24 years old) benefiting from the communication and capacity building plans aimed at supporting the implementation of the NBSAP and/or PAMs (data disaggregated by sex and age group).</p>
TARGET		<p>a. At least 2 plans.</p> <p>b. At least 1000 people, of which 30% are women and/or youth.</p>
LEVEL OF COMPLIANCE	OF	MODERATELY SATISFACTORY

At the time of writing this report, there is an ENBCS Communication Plan and a Capacity Building Plan, both under construction. This process was feasible thanks to the different intersectoral spaces for the construction of tools. It should be noted that the process of socialization of both documents remains to be deepened, made difficult by the health restrictions associated with the pandemic. However, indicator a) has partially achieved its objective.

It has not been feasible to benefit the 1000 people stipulated given the sanitary restrictions in force. Consequently, it has been decided to shift the methodology of dissemination and training of both strategies to virtual platforms. Consequently, indicator b) has not partially achieved its objective.

INDICATOR OUTPUT 6 6,	Number and percentage of women, men and youth (between 15 and 24 years old) involved in the development and validation of communication and capacity building plans to facilitate the implementation of the ENBCS and/or PAMs (disaggregated data by sex and age group)
TARGET	At least 50 people, of which 30% are women and/or youths
LEVEL OF COMPLIANCE	UNSATISFACTORY

The Integral Communication Plan was developed during 2020, contemplating the communication needs and opportunities that the institutions have with their different target audiences. However, the construction and validation processes linked to it had to be carried out virtually, due to current health restrictions, which affected groups that lacked the necessary technical resources or infrastructure (such as indigenous peoples), not reaching the objective of the indicator. It should be noted that this has been included as a requirement by the company in charge of the construction of the Communication Plan with the support of those responsible for the Project.

INDICATOR OUTPUT 6 7,	Percentage of recommendations from marginalized groups (e.g. women, youth, Indigenous Peoples - including their representative organizations) integrated into communication and capacity building plans to facilitate the implementation of the ENBCS and/or PAMs.
TARGET	At least 15% of recommendations integrated in communication and capacity building plans come from marginalized groups.
LEVEL OF COMPLIANCE	UNSATISFACTORY

The health restrictions in the context of the pandemic have affected to a greater extent the direct participation of marginalized groups in the process of building communication and capacity building plans. Although the objective was not achieved, activities were carried out to achieve it, such as the creation of virtual spaces, telephone calls and other mechanisms to facilitate the process.

Assessment of Result 3 (Outputs 7 to 9)

OUTCOME 3 (R3) Enabling conditions created for the future implementation of prioritized MAPs in Paraguay.

This result sought to address capacity building requirements and institutional aspects for the effective implementation of a group of MAPs, which are derived from those prioritized by the relevant national stakeholders in the implementation of the UN-REDD NCP. The aim is to take readiness actions that determine a better environment for the effective future implementation of REDD+ and the prioritized MAPs, putting into practice the multicultural and gender approach. The group of MAPs prioritized to be addressed in the framework of this result had to do with: improving capacities for effective control, monitoring and follow-up of the legal framework that prevents land use conversion; strengthening the National System of Protected Wildlife Areas, exploring their inclusion in the Environmental Services Regime within the framework of the Law on Valuation and Remuneration of Environmental Services; disseminating information on alternatives for the use of biomass as an energy source; capacity building on productive alternatives to promote rooting and prevent displacement; the development of a consensual proposal for a protocol for the application of Free, Prior, and Informed Consent (FPIC); the development of technical documents on exchanges of ancestral and academic knowledge related to sustainable management of the environment; and the development of technical documents and tools to facilitate the effective implementation of land-use planning.

R3 is divided into three outputs:

- Relevant institutions with strengthened capacities for effective exercise of control, monitoring and oversight of the legal framework that prevents use conversion.
- Potential beneficiaries, men and women, and relevant institutions strengthen their capacities for the effective implementation of the Law on Valuation and Remuneration of Environmental Services.
- Relevant institutions and potential beneficiaries, men and women, have instruments necessary for the future implementation of prioritized PAMs.

Output 7 (P7): Relevant institutions with strengthened capacities for effective control, monitoring and oversight of the legal framework that prevents land use conversion.

The activities under this output focused on strengthening the capacities of MADES, INFONA, the Public Ministry, the Judiciary, the Ministry of Finance and municipalities. The objective was to improve the possibilities for effective enforcement of control mechanisms, by virtue of compliance with related national legislation.

This product also sought to support the identification and strengthening of institutional coordination mechanisms among central government entities to ensure that procedures and interventions (individual and/or joint) to follow up on cases of non-compliance with regulations are coordinated and effective. In this regard, support was provided for the development of working protocols between the central and local governments.

In addition, it was planned to provide support for the generation of effective and rapid penalty mechanisms for environmental and forestry sanctions. The aim was to promote coordinated work between government institutions, cross-checking between institutions and the establishment of transparency mechanisms through accountability.

INDICATOR OUTPUT 7	1,	Number of public officials of the relevant entities, women and men, with strengthened capacities regarding the legal framework applicable to crimes in the forestry and environmental sectors (data disaggregated by sex)
TARGET		At least 250 At least 30% of trained civil servants are women
LEVEL OF COMPLIANCE	OF	SATISFACTORY

This indicator sought to strengthen the capacities of MADES, INFONA, the Public Prosecutor's Office, the Judiciary, the Ministry of Finance and municipalities for effective compliance with the control mechanisms, by virtue of compliance with the Law and the relevant legal framework that prevents land use conversion, and considering the most recent and/or updated operating manuals. At the same time, we sought to support the generation of effective and rapid penalization mechanisms for environmental and forestry sanctions (coordinated work between institutions, cross-checking between institutions, accountability), in coordination with other actors and projects that are working on this issue.

To achieve these goals, support was provided in the drafting of the Environmental Code and in training technicians in the new code, as well as in issues such as environmental crimes, the Joint Intervention Protocol between MADES and INFONA, etc. Technicians from the Natural Resources Quality Control Directorate (DNCCARN) of MADES, the National Climate Change Directorate of MADES and the Geomatics Directorate of MADES have been strengthened.

During 2019 a total of 150 people participated in the trainings provided by the project, as follows:

- 44 people participating in the Study of Law 294/93 Environmental Impact Assessment and Land Use Planning for the Construction of the Environmental Code 62% women, 38% men.
- 38 people participating in the Study of Law 422 and Decree 4190 INFONA - Environmental Code Construction Process, 55% women, 45% men.
- 68 people participating in the Study of Law n°5875/17 "National Climate Change" - Environmental Code construction process, 63% women, 37% men.

During 2020, the socialization process of the MADES joint intervention protocol was carried out with the attendance of directors and other officials of the institution. These sessions had to be conducted in virtual format due to the health contingency.

A total of 200 people have been trained in the legal framework applicable to crimes in the forestry and environmental sector.

INDICATOR OUTPUT 7	2,	Number of judicial files with prioritized information for the detection and follow-up of illegal land use change crimes systematized and available in digital format.
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TARGET	At least 40 court records of those who have committed crimes.
LEVEL OF COMPLIANCE	HIGHLY SATISFACTORY

This indicator sought to support the systematization, digitization and georeferencing of relevant files in MADES and INFONA to improve control, monitoring, oversight and institutional transparency systems.

To achieve these objectives, technicians were hired to support MADES staff in the digitization of more than 3,000 documents, which were in paper format. This was a great achievement for the Ministry, making it possible to have a large amount of information in a single place and available in digital format. From that moment on, the files are initiated digitally and are kept that way throughout the process. Unfortunately, these technicians were not hired by MADES and withdrew at the end of the project funding.

During the MADES support process, it was observed that a large number of files were rejected by the institution because many of them did not meet the necessary conditions for acceptance. In response to this problem, the Program offered training to the environmental consultants responsible for preparing the dossiers in order to improve their skills to the level required by MADES. In this way, rejections were considerably reduced and the process is made more transparent.

During 2019 a total of 1,577 dossiers were evaluated by the technicians hired for the General Directorate of Environmental Quality Control and Natural Resources and the Directorate of Geomatics. During 2020, the tasks continued, allowing the evaluation of 1,018 files.

In total, 2,595 change of use files were technically evaluated to identify infractions and offenses.

At this point it should be clarified that the indicator required working with judicial files; however, the project's technicians went further by developing a tool for the digitalization of all files related to this subject.

INDICATOR OUTPUT 7	3, Number of relevant public entities at the local level that have received equipment to improve their capacity to monitor and control environmental crimes related to illegal land use change.
TARGET	At least 5
LEVEL OF COMPLIANCE	UNSATISFACTORY

This indicator aimed to strengthen the implementation of relevant public and/or public-private instruments to direct a greater allocation of resources for environmental and forestry control and supervision, including the analysis and generation of proposals to improve the system for obtaining and using economic resources related to environmental sanctions in the MADES. Secondly, we sought to integrate into the protocols for following up on crimes, notions of rigorous penalties for environmental crimes, based on criteria that seek to reflect the economic value associated with the economic activities that generated the crime.

To achieve these goals, a Joint Intervention Protocol was developed between MADES and INFONA; however, in practice, its definition was complex and required a great effort on the part of the project's technicians, since both MADES and INFONA each demand their own protocol.

In order to increase the efficiency of the field work of these two institutions, the project team surveyed the individual needs of each institution. In addition, the work of Green Production Landscapes (PPV) was complemented with the provision of computers for the INFONA regional offices and the strengthening of the technicians of the MADES Caaguazú Regional Office.

In 2018, a vehicle was delivered to strengthen DSA, for the monitoring of certified areas.

Output 8 (P8): Potential beneficiaries and relevant institutions strengthen their capacities for the effective implementation of the Law on Valuation and Remuneration of Environmental Services.

This output proposed to work jointly with the Environmental Services Directorate of MADES to develop information and promotion campaigns on Paraguay's Environmental Services Regime (ESR), as well as on the valuation of natural capital aimed at potential beneficiaries.

The project planned to support the joint work of MADES and INDI to promote the future implementation of the ESR in indigenous communities. To this end, an analysis of the need for a differentiated mechanism was expected to be carried out. Relevant national information generated in the UN-REDD NCP and other initiatives would be used as a baseline for this analysis and would be complemented with other studies as needed. Also, following up on the actions of the UN-REDD NCP, it was proposed to expand the diagnosis of the land tenure situation in prioritized indigenous communities, including other rural areas, as well as integrating the gender approach, in common agreement between the competent entities, representatives of the communities and other relevant local stakeholders (peasants, small producers).

These agreements were expected to be reached with a balanced representation of men and women. Among other things, this type of analysis would seek to propose concrete measures to reduce existing gender gaps.

On the other hand, in coordination with other initiatives, the activities of this product would support the regulation of Law 3001/06³² for the missing modalities; as well as finalize the regulation for the modality of carbon fixation, reduction, sequestration, storage and absorption; soil; and biodiversity. The actions carried out by the PPV Project will serve as a baseline. In addition, the monitoring and mapping systems of the areas certified for the application of the RSA will be strengthened, and the relevant information will be integrated into the national forest monitoring system. These actions will include an effort to ensure that the perspectives and suggestions of various relevant stakeholders are taken into account, both from public entities with responsibilities on the subject (such as INFONA, SEAM and INDI), as well as from local stakeholders, including potential beneficiaries.

Additionally, this product will strengthen actions related to the certification of Protected Areas within the framework of Law 3001/06. To this end, the proposed Strategic Plan for the National System of Wildlife Protected Areas (SINASIP) will be updated, including its financial sustainability strategy and the updating of related current regulations.

The SINASIP updating process would also include actions for the delimitation of prioritized Wildlife Protected Areas (ASP), finalizing the titling processes and developing a management plan with its associated technical studies. To this end, it was proposed to work in those areas where there are no current land tenure conflicts and which are relevant areas for REDD+, based on the information generated by the UN-REDD NCP on the social and environmental benefits of forests associated with the environmental services regime.

INDICATOR OUTPUT 8	1,	Diagnosis of the land tenure situation in indigenous communities, with a gender perspective, developed in prioritized sites.
TARGET		At least one diagnosis
LEVEL OF COMPLIANCE	OF	HIGHLY SATISFACTORY

For the fulfillment of this indicator, an expert indigenous consultant was hired to carry out a diagnosis of the land tenure situation in indigenous communities in the departments of Caazapá and Boquerón, with a gender focus, in the context of estimating actions to solve barriers that may prevent the effective application of Paraguay's RSA. In addition, the consultancy made a proposal for a differentiated mechanism for indigenous communities, since the existing mechanism generates some difficulties.

This consultancy was developed during 2019.

³² The objective of Law No. 3001 / VALUATION AND RETRIBUTION OF ENVIRONMENTAL SERVICES is to promote the conservation, protection, recovery and sustainable development of the country's biological diversity and natural resources, through the valuation and fair, timely and adequate retribution of environmental services.

INDICATOR OUTPUT 8	2,	Number of potential beneficiaries informed about Paraguay's environmental services regime (data disaggregated by sex, age group and interest group).
TARGET		-At least 300 potential beneficiaries informed -At least 30% of the potential beneficiaries informed are women.
LEVEL OF COMPLIANCE	OF	HIGHLY SATISFACTORY

This indicator proposed to develop information and promotion campaigns on Paraguay's ESR and on the valuation of natural capital, aimed at potential beneficiaries, with a gender focus.

The activities were carried out by a consultant who provided training on the process of buying and selling environmental services certificates and on the process of joining the certification regime for environmental services.

During 2018 a total of 63 people, of which 9 are women, 24 men and 30 members of indigenous communities were sensitized.

The following year 215 people were sensitized, of which 86 are women, 112 men and 18 members of indigenous communities. During 2019, 70 family farmers were also sensitized.

During 2020 a total of 25 people received training on Law 3001/06 on Valuation and Remuneration of Environmental Services for the Ministry of Public Works and Communications. In addition, 22 people informed in the Climate Change Directorate, and 112 people have participated in the Webinar "Environmental Services Regime - Law No. 3001/06", via ZOOM , of which 38 have been men and 64 women (67%). The video uploaded on the Facebook profile of the Association of Environmental Engineers has 938 views.

<https://www.facebook.com/asoingambientaluna/videos/vb.326829004126141/715533385890708/?type=2&theater>

A total of 507 people have been informed about Paraguay's Environmental Services Regime, of which an average of 54% are women.

INDICATOR OUTPUT 8	3,	Percentage of potential beneficiaries that comprise the RSA (data disaggregated by sex, age group and interest group).
TARGET		-At least 80% of the potential beneficiaries informed demonstrate knowledge of the characteristics of the RSA. -At least 30% of potential beneficiaries evaluated are women.
LEVEL OF COMPLIANCE	OF	UNSATISFACTORY

In order to know the level of understanding of the TTF, a questionnaire was sent to the 112 participants of the Webinar "Environmental Services Regime - Law No. 3001/06", via ZOOM. Of these 44 have completed the survey sent, which allows obtaining results with a 90% confidence level and a margin of error of 10%.

Ninety-one percent of the participants who completed the follow-up survey answered the evaluation at least 60% correctly, which would indicate an acceptable level of understanding of the subject matter. The percentage of women who responded to the survey is unknown. Since the survey has only been sent to Webinar participants, and the number of responses is not significant to know the real understanding of the TTF mechanism by the sensitized individuals, the indicator has not been met.

INDICATOR OUTPUT 8	4,	Number of hectares of indigenous communities' lands, with potential to be integrated into the RSA, identified.
TARGET		Al menos el 80% de los potenciales beneficiarios informados demuestra conocimiento sobre las características del RSA -Al menos 100,000 hectáreas adicionales a las 70,000 hectáreas
LEVEL OF COMPLIANCE	OF	HIGHLY SATISFACTORY

In Paraguay there are 70 areas that are adhered to the Environmental Services Regime (RSA), with a total of 769,012 hectares, including 230,714 private areas and 538,298 public areas.

51 of these areas have more than 138,383 hectares that are currently in the process of adhering to the Regime. In addition, a total of 269 transactions for the purchase and sale of Environmental Services Certificates have been registered at the Environmental Services Directorate, reaching an area of 22,762 hectares for a total investment amount of Gs 54,694,510,082, equivalent to U\$S 8,441,814.

As a result of the consultant's work, 129,676 hectares of Indigenous Peoples' Forests have been identified and are in the process of certification. In addition, there are 3 communities that have certified areas:

- Ishyr Indigenous Community (8,117 has).
- Guaraní Ñandeva Indigenous Community (231 has)
- San Miguel de Campo Loa Indigenous Community (1,321 ha).

There are also 9 communities with files in the process of accession, which accumulate 85,165 has.

INDICATOR OUTPUT 8	5,	Number of new or adjusted legal and technical instruments that strengthen the capacity to implement the environmental services regime.
TARGET		At least 5 new or adjusted instruments
LEVEL OF COMPLIANCE	OF	HIGHLY SATISFACTORY

Within the activities developed under this indicator, several workshops and manuals were conducted by a consultant hired for this purpose.

During 2018, a proposal for the adjustment of the Law for the regulation of forest remnants in urban areas and a diagnostic tool for SINASIP were finalized.

In 2019, a guide was prepared on Law 3001/06 on the valuation and remuneration of environmental services, and a flipchart for workshops with indigenous peoples.

In 2020 the following instruments were achieved:

- Land tenure diagnosis.
- 2 management plans for San Luis and PNC.
- Update of SINASIP
- Resolution establishing requirements and conditions for Indigenous Communities to enter the Environmental Services Regime.

In addition, the "Manual for the Environmental Services Regime" has been prepared and training has been provided on the use of this instrument.

Output 9 (P9): Relevant institutions and potential beneficiaries have the necessary instruments for the future implementation of prioritized PAMs.

The design of this output included several elements. The first has to do with supporting efforts related to the substitution of forest biomass as an energy source. At the national level, a legal analysis is underway on the gaps and requirements for the effective implementation of policies related to the Promotion of Afforestation and Reforestation (Law 536/95) and Decree No. 4,056/2015 on the Promotion of Afforestation and Reforestation for Energy Purposes (which

obliges the industrial sector to use 100% certified biomass). The implementation of this product would seek to complement the analyses already carried out or in process.

In addition, a training program for trainers would be designed and implemented as part of the Training and Capacity Building Plan to be developed in the Project. This program would be developed in a participatory manner and with a gender focus. The idea is to train local technicians from MADES and INFONA, as well as other relevant institutions for the development of awareness, information and socialization campaigns on:

- Alternative mechanisms to replace forest biomass as a source of energy in urban and rural communities, peasants, indigenous peoples and others.
- Alternatives for the reduction of firewood use at the household level, in coordination with other projects with similar objectives such as PPV, Proeza, among others.

Another element of this product consisted of strengthening local capacities on economic alternatives that reduce pressure on the native forest. These activities would be coordinated with INFONA, MADES, MAG and the National Institute for Rural and Land Development (INDERT), taking into account the actions carried out by the PEI project in its area of influence.

INDICATOR OUTPUT 9	1,	Number and percentage of women, men and youth (15 - 24 years old) who have benefited from information on alternative mechanisms to replace biomass as an energy source (data disaggregated by sex and age group)
TARGET		-At least 150 beneficiaries - At least 40% of the beneficiaries are women and/or youth.
LEVEL OF COMPLIANCE	OF	HIGHLY UNSATISFACTORY

Two additional elements to be worked on within the framework of this product had to do with the development of an FPIC protocol agreed upon by the relevant parties and with the development of information on ancestral knowledge on sustainable management and good practices with the natural environment's resources. The purpose of this product was to strengthen the work of INDI and MADES in aspects related to indigenous communities.

This indicator seeks to contribute to the diversification of income sources and sustainable production systems by visualizing the multiple benefits of the forest, while proposing agroforestry production alternatives by women's and youth organizations based on alternative mechanisms to replace forest biomass as a source of energy.

During the last year of project implementation, an audiovisual and written material was produced and written up, which highlights the local experience on production alternatives at the farm level, supported by the Paraguayan Institute of Agricultural Technology (IPTA) and developed by a committee of women producers, aiming to disseminate and raise awareness

among key stakeholders and the general public about these production alternatives that promote rooting and prevent displacements that generate deforestation.

Unfortunately, the socialization of information has been affected due to the fact that the methodology required for this type of dissemination implies that it must be carried out in person, which is currently restricted by health regulations. For this reason, it was decided to generate material that could be disseminated through different media.

At the time of the Final Evaluation of the Project, the number of people reached with information on alternative mechanisms to replace biomass as an energy source was not reported.

INDICATOR OUTPUT 9	2,	Number and percentage of women, men and youth (15-24 years old) who have received training and technical assistance on productive alternatives at the farm level to promote rooting and prevent displacements that generate deforestation (data disaggregated by sex and age group).
TARGET		-At least 150 beneficiaries - At least 40% of the beneficiaries are women and/or youth.
LEVEL OF COMPLIANCE	OF	HIGHLY SATISFACTORY

During 2018, a diagnosis was carried out on the situation of farms with yerba mate production in Tavai, aiming at their certification. This process was accompanied by the training of beneficiaries through a joint work with PPV.

During 2020, training was carried out with the following results:

- 60 young people trained in forest nursery management, 38% women, 62% men.
- 68 attendees at the youth training day, 37% women, 63% men.
- 28 people trained in the application of the Urban and Territorial Planning Guidelines, 67% women, 33% men.

In addition, a Tavai Sustainable Tourism Plan was developed.

As a result of the COVID crisis, discussions were initiated with the DNCC on the possible creation of a PPP to strengthen the commercialization of agricultural products from rural populations.

INDICATOR OUTPUT 9	3,	Number and percentage of training events designed and implemented using a gender perspective to facilitate the implementation of PAMs (disaggregated data by type of event)
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TARGET	-At least 20 training events -At least 80% of training events have used a gender perspective.
LEVEL OF COMPLIANCE	UNSATISFACTORY

The gender approach has been constantly addressed by all project initiatives. Specifically, the 11 workshops for the construction of the ENBCS Implementation Plan developed during 2018 and the 10 workshops in 2019 have had this approach. In addition, an event entitled "The role of women in the care and conservation of forests" was held in March 2020.

Since the IP construction workshops cannot be considered training events, the indicator has not been met.

INDICATOR OUTPUT 9	4,	Proposed regulation of Decree 1039/18 for the implementation of free, prior and informed consent.
TARGET		At least 1 agreed protocol
LEVEL OF COMPLIANCE		SATISFACTORY

The UN REDD Program initiated the construction of the Protocol for FPIC. As a result of this process, there is currently Decree No. 1039 approving the "Protocol for the process of consultation and consent, free, prior and informed consent with indigenous peoples living in Paraguay" (December 28, 2018). With such relevant progress, the protocol foreseen within the BCS project is no longer necessary. However, in follow-up to Decree No. 1039 and in conversation with INDI, the need to regulate the Decree and establish the necessary actions and channels for its implementation has been identified. Due to health restrictions, it has not been possible to hold meetings with key stakeholders to develop and validate the regulations of Decree No. 1039. In this regard, it is proposed to work on a proposal for the regulation of Decree No. 1039 within the framework of the BCS project, in order to continue the validation process through the Payment by Results Project.

INDICATOR OUTPUT 9	5,	Technical documents (knowledge exchange report and publications) on ancestral knowledge for livelihood development and environmentally friendly production
TARGET		At least 5 technical documents produced

LEVEL OF COMPLIANCE	HIGHLY SATISFACTORY
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To achieve this objective, the project hired an indigenous expert consultant who was in charge of the consultancy for the preparation of technical documents: Exchange of knowledge on sustainable management of the environment of indigenous populations in Paraguay. The general objective of this work is to try to learn about the ancestral knowledge of these indigenous peoples, and the sustainable management of their environment, through the exchange of knowledge, and to identify if they have the enabling conditions as potential beneficiaries of compensation for environmental services. As a result of this work, the following products have been obtained:

- 3 booklets on ancestral knowledge: The forest and cattle ranching in the Paraguayan Chaco, is it possible; The Mbya Guaraní of Ypeti; and The ancestral territory of the Aché.
- 1 audio-visual material on the Indigenous Community of Naranjito.
- 1 document on the rescue of ancestral knowledge.
- 1 audio-visual material on the Teko Marangatu Women's Committee (Guardians of the Seeds).
- 1 audio-visual material on OZAE-Horqueta.

It is important to mention the changes of authorities in INDI, and several months of not having the designation of a focal point, have delayed the development of planned actions, including the development of technical documents on ancestral knowledge. As of October 2019, actions have resumed, which have been interrupted again this time due to the health contingency caused by COVID19.

INDICATOR OUTPUT 9	6,	Number of technical documents/tools that facilitate the future implementation of land-use planning activities consistent with MAPs for REDD+.
TARGET		At least 5 documents / tools developed
LEVEL OF COMPLIANCE		HIGHLY SATISFACTORY

The preparation of the following documents is reported:

- Guide for the preparation of the territorial management plan. Strategic diagnosis of SINASIP.
- 2 dissemination workshops on the POUT GUIDE carried out in Caazapá and Boquerón.
- San Luis National Park Management Plan.
- Update of the PNC.
- Identification Document of areas of conservation importance for the Chaco.

- Document on the Connectivity of Caazapá National Park with the Tuna Indigenous Community through the riparian forests.