

Ex-post Evaluation of Project STDF 19
("Model Arrangements for SPS Stakeholder Involvement
at the National Level")

Final Report for:
WTO, STDF Secretariat

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EXECUTIVE SUMMARY

The present report evaluates whether or to what extent the STDF 19 project achieved the objectives set out in the project document, to examine if it contributed or is likely to contribute to any of the higher level objectives of the STDF, review the project implementation and to consider lessons to be learned for the benefit of beneficiaries and donors and for future STDF-funded projects. This evaluation is limited to assessment of the STDF 19 project in Paraguay (not its concurrent activity in Sri Lanka). The evaluation was conducted through desk research, evaluation questionnaires and on-site investigation in Paraguay.

As elaborated hereunder, the overall conclusion is that several objectives were met or largely met. However, certain problems in the implementation phase meant that a key output did not become fully operational during the lifespan of the project and in one instance a key deliverable was not provided. The examination is based on the STDF standard evaluation criteria:

Relevance: The STDF 19 project as designed was relevant in that it corresponded to genuine beneficiary needs in Paraguay and served as an appropriate vehicle to address the overall objective of the project, i.e. to identify ways to improve SPS-related information flows as well as information-sharing between the public and private sector, with positive spin-off effects on market access.

Effectiveness: The STDF 19 project made a significant contribution to the project's overall objectives of improving the institutional capacity in Paraguay to improve SPS-related information flow as well as information sharing between the public and private sector. Several objectives and results were achieved or largely achieved. These include improved technical capacity of government bodies in the coordination and treatment of SPS information among relevant stakeholders. Certain key results were met such as the formation of a national SPS Committee and improved infrastructure and capacity for the national enquiry points. However, certain other key results were not effectively achieved or delivered during the life of the project, notably the national SPS *Portal paraguayo de inocuidad de alimentos, sanidad animal y vegetal* and the manual for best practices for coordination of SPS information. Certain issues during the implementation impeded or slowed the attainment of objectives.

Efficiency: Some activities and outputs were delivered on time and within the budget. However, one of the key deliverables was made available to the Ministry of Agriculture and Livestock belatedly and it was not adequately functional. Another key deliverable – the manual and training material on best practice parameters for improving SPS co-ordination – was not provided within the life of the project.

Impact: The STDF 19 project has achieved an impact in Paraguay by improving the SPS infrastructure, the coordination among stakeholders, and awareness among private stakeholders of the relevance of SPS information.

Sustainability: The achievements of the project, including increased awareness and coordination among public and private stakeholders, a more systematic approach to handling SPS information and valuable improved infrastructure including web-based portals, have the potential for sustainability over the long term. At the same time, despite these achievements, there remain issues that could negatively impact the long term sustainability of the benefits such as sustained upkeep and technical management of the web-based infrastructure.

The evaluation draws upon certain lessons to be learned and recommendations for the benefit of future projects. These include increased local participation and input from local experts at the design and initial phases of projects to ensure that the work-plan reflects as closely as possible specific local realities; setting realistic objectives in light of financial resources available; emphasis on establishing from the

outset clear and direct channels of communication between the commissioned consultant and each relevant beneficiaries with a more formalized assignment of roles and responsibilities of all parties involved; as well as strategies for incentivizing private commercial operators to maximize buy-in and sustained participation in the development and coordination of SPS related information.

1. INTRODUCTION

1.1. POLICY CONTEXT

In response to requests received from various member governments for technical assistance in the area of sanitary and phytosanitary (“SPS”) standards, and cognizant of the need to fortify trade capacity in the SPS area, in 2004 the World Trade Organization (“WTO”) formulated a pilot project for Sri Lanka and Paraguay entitled “Model Arrangements for Stakeholder Involvement at the National Level (STDF 19).”

The overall goal of STDF 19 was to identify a way to improve SPS-related information flow as well as information sharing between the public and private sector with positive spin-offs for market access. In April 2008, the STDF 19 project was completed. The present document concerns STDF 19 only with respect to its design and implementation in Paraguay, as required by the terms of reference for this particular evaluation activity.

1.2. PROJECT SUMMARY

STDF 19 was designed with the goal of ascertaining ways to improve SPS-related information flow as well as information sharing between the public and private sector with positive spin-offs for market access.

According to the STDF 19 terms of reference, the specific objectives of the project insofar as it relates to Paraguay were:

1. To identify parameters for best practice in order to improve the co-ordination of SPS activities in government departments and in the private sector at a national level;
2. To improve the technical capacity of government bodies to assimilate and respond to flows of SPS related information;
3. To improve the technical capacity of government bodies to assess the implications for national exports of new SPS measures or international standards developed by Codex, the International Plant Protection Convention (“IPPC”), and the World organisation for animal health (“OIE”); and
4. To establish consultative mechanisms between government and the non-governmental actors, particularly in the private sector.

With respect to the above specific objectives, the following outcomes or results were envisaged under the project:

- A marked improvement in the co-ordination of SPS activities in Paraguay as demonstrated by the establishment of a national SPS coordinating body (including public and private sector stakeholders);

- Better communication between stakeholders, including: National Notification Authority – the Ministry of Foreign Affairs (“NNA”); National Enquiry Points (“NEPs”); the OIE, the IPPC and Codex national contact points; government departments; the private sector and consumer groups), as demonstrated by the submission of comments on notifications of particular interest to the private sector and increased participation in the development of international standards of interest;
- Making NEPs operational in Paraguay (e.g. able to screen notifications and identify potential problems, in consultation with stakeholders);
- An improvement in the quality of "hard" infrastructure for the NEPs; and
- Provision of a manual and training material on best practice parameters for improving SPS co-ordination.

According to the work plan outlined by Abt Associates (also referred to as “the consultant”), in phase one of this project the consultant conducted a preliminary assessment of the needs of the people and institutions who would be involved in Paraguay in improving the flow of information, analysis and dialogue on SPS standards and issues, especially between WTO and the stakeholder at the national level.

To this end, according to its reporting, Abt Associates conducted an initial analysis. Thereafter, National Project Coordinator Dr. Gattini and Abt Associates Project Director John Lamb began the fieldwork in Paraguay in March of 2005 to, among others, interview and consult with the range of beneficiaries, stakeholders and donors to assess and refine strategies for effective implementation. More than 50 informants were reportedly interviewed and consulted over more than two months. Exchanges were also made with relevant international or donor agencies such as the World Bank, the European Union, USAID, the UK Department for International Development (“DFID”), Deutsche Gesellschaft für Technische Zusammenarbeit (“GTZ”), and Inter-American Institute for Cooperation on Agriculture (“IICA”). Abt Associates also arranged a seminar on food and agricultural standards and SPS to around 40 participants mainly government stakeholders. Abt Associates drafted its “Phase I Report” prepared on September 1, 2005 (subsequently revised on November 15, 2005) outlining its findings and recommendations including activities and outputs. The report was submitted to the WTO STDF Secretariat.

Abt Associates focused in the second phase on implementation of activities and outputs. According to Abt Associates reporting, this phase focused on activities aimed at the modification of the SPS information architecture, creation of a web-based national SPS portal and new websites for selected associations in key value chains, training and technical assistance, provision of stakeholder meetings and workshops, and support for the national SPS technical committee. Abt Associates drafted its Phase II Report, dated February 1, 2007 for submission to the STDF Secretariat.

Phase three was to include reassessment of results and final report. The Phase III Report, dated March 30, 2008, was also submitted to the STDF Secretariat.

Finally, phase four called for conducting an independent ex-post evaluation of the project implementation and results.

1.3. OBJECTIVES OF THE EVALUATION

In accordance with the STDF's Operational Rules, the STDF Working Group decided that project STDF 19 should be externally evaluated and instructed the STDF Secretariat to make the necessary

arrangements in this regard. For this purpose, international trade consultant Mr. Marius Bordialba (“the evaluator”) was selected to conduct this ex-post evaluation specifically for Paraguay. Mr. Bordialba is a lawyer with more than 12 years of experience in the field of international trade law. He has worked in two leading law firms in the field, as well as in the WTO and as a free lance advisor to international organizations and governments. He is independent from all the parties concerned and has no other conflicts of interests that could affect the objective conduct of the evaluation.

The structure and framework for this evaluation is based on the STDF’s standard guidelines for the evaluation of projects funded by the STDF¹ and on the OECD-DAC Principles for the Evaluation of Development Assistance.²

As per the applicable terms of reference, the objective of this evaluation is to verify whether the project achieved the objectives set out in the project document in the light of STDF evaluation criteria; identify if the project has or is likely to achieve any of the higher level objectives of the Facility (e.g. a measurable impact on market access, an improved domestic, and where applicable regional, SPS situation, and poverty reduction); and identify key lessons learned for the benefit of both recipients and donors and for future STDF program development.

2. METHODOLOGY

The evaluation examined the implementation and results of the STDF 19 project in Paraguay including analysis of the key evaluation criteria of relevance, effectiveness, efficiency, impact, sustainability and lessons learned / recommendations.

The evaluation was first conducted through desk analysis including a review and examination of all available project documentation. This includes all available documentation and reports submitted by the consulting team implementing the project in Paraguay, Abt Associates, such as its assessment report and its final reports on phases one through three of the project. Examination also comprised available supporting documentation including training and educational materials produced or disseminated by Abt Associates in the course of the project. In addition, an examination was made of available outputs including SPS stakeholder websites in Paraguay that had been created or modified under the direction of Abt Associates in pursuance of the project goals and work plan.

Following this input, a survey questionnaire was drafted³ and disseminated through the contact point in the Paraguayan *Ministerio de Agricultura y Ganadería* (“MAG”) to the beneficiaries including public and private SPS institutions and stakeholders in Paraguay who participated in the implementation of the project. Different sections of the questionnaire were tailored to either public, private or other stakeholders as appropriate. In spite of the efforts made by the evaluator, not all stakeholders provided written responses. Replies to the questionnaires were received from the *Ministerio de Relaciones Exteriores* (“MRE”), MAG, *Instituto Nacional de Alimentación y Nutrición* (“INAN”), *Servicio Nacional de Calidad y Sanidad Vegetal y de Semillas* (“SENAVE”), *Servicio Nacional de Calidad y Sanidad Animal* (“SENACSA”). No reply was obtained from the private sector.

¹ Set forth in Appendix 1 to the Terms of Reference (“ToR”) for the ex-post evaluation of STDF project 19 (Paraguay).

² OECD-DAC Principles for Effective Aid (<http://www.oecd.org/dataoecd/31/12/2755284.pdf>).

³ As per ToR, the STDF Secretariat was given an opportunity to comment on it before it was sent to the stakeholders. Comments were taken into consideration and, where considered appropriate, changes were made to the initial draft.

Thereafter, the evaluator travelled to Paraguay to perform an on-site evaluation and examination of the STDF 19 project implementation and results. This was conducted through a series of meetings and interviews with the key available beneficiaries, stakeholders and donors between 27 and 30 April 2009. Also interviewed were engineers and staff involved in the hosting and management of key websites delivered under the project. The purpose of the meetings was to discuss the STDF 19 project deliverables and the extent to which they had been achieved according to the project design, to discuss questionnaire responses and receive further feedback on all aspects of the project implementation, including lessons learned and recommendations. The replies to the questionnaires of the public institutions cited in the previous paragraph were discussed in detail.

The events included, among others, back-to-back meetings with the members of the Paraguay SPS Committee, meetings with counterparts from the MAG, MRE, Ministry of Industry and Commerce (“MIC”), IICA, the Food and Agriculture Organization (“FAO”), INAN, SENAIVE, SENACSA, a representative of the EU-funded *Proyecto de Fortalecimiento de la Competitividad del Sector Exportador del Paraguay* (“FoCoSEP”), local consultant Dr. Jorge Gattini (initially contracted to assist Abt Associates during part of the project), the cooperation office of the German Embassy, the Spanish cooperation office (AECID), the Japan International Cooperation Agency (“JICA”) and members of the EC Delegation to Paraguay.

3. FINDINGS AND ANALYSIS

Based on the aforementioned input and analysis, the following presents the assessment of the STDF 19 project implementation and results in Paraguay with respect to the STDF evaluation criteria summarized in Section 2 above.

3.1. RELEVANCE

The evaluation assessed the project’s relevance, meaning whether it addressed the needs of recipients in the context of the SPS situation in Paraguay, including the extent to which the project suited the priorities and policies of recipients and the STDF.

Overall conclusion: Based on the on-site feedback and questionnaire replies of the beneficiaries and stakeholders in Paraguay, and examination of the project documentation and records, the STDF 19 project satisfactorily met the criteria of relevance for Paraguay. The original STDF 19 proposal was relevant for Paraguay in terms of priorities, structure, budgetary and timeframe allocations as an appropriate vehicle to meet the overall objective of the project, i.e. to identify ways to improve SPS-related information flows as well as information-sharing between the public and private sector, with positive spin-off effects on market access.

Interviews and written responses from Paraguay’s beneficiaries and stakeholders in their majority affirmed that the project corresponded to a genuine need and was in line with the policy objectives and priorities of the entities. This view was more pronounced among the public beneficiaries. The latter group widely recognized that there was a need to improve Paraguay’s ability to more effectively and systematically handle, disseminate, analyze and respond to SPS related information among all relevant stakeholders. The project was suited to beneficiaries’ policy objectives, including safeguarding Paraguay’s interests by improving its ability to quickly respond to SPS measures of other WTO Members that impeded Paraguayan export opportunities with negative implications for the economy.

The project was deemed by participants to be relevant in addressing genuine deficiencies in the Paraguayan regime for the assimilation and response to SPS related information. These weaknesses included institutional (need for improved coordination between government departments and with standards organizations), lack of systematic involvement of the private sector and the need for improved infrastructure for easy access to updated relevant SPS information.

For the private sector participants, from what can be gleaned from the interviews, the perception of the relevance of the project to their immediate interests varied somewhat according to the sector concerned. Thus, according to various sources interviewed the meat and cotton producer / exporter associations have been very interested in the improvement of the flow of information related to SPS matters. By contrast, the soya producers' association, another key product in the export basket of Paraguay, have shown little interest and understanding of the relevance of a better information flow of SPS matters.

With respect to the WTO and STDF, the project design was reasonably structured to improve Paraguay's practical compliance with WTO and SPS Agreement requirements with potential longer term benefits of facilitating trade and market access in Paraguay.

Notwithstanding the above, a distinction must be drawn between the STDF 19 project design on the one hand, and limitations and remaining issues that were encountered during the actual implementation of the project in terms of meeting the immediate and higher long term objectives of the assignment, on the other. In terms of the actual implementation and execution of the project on the ground and examination of the outputs and deliverables, the on-site assessment and feedback from interviews with beneficiaries and stakeholders as well as written questionnaire replies reveal a mixed picture with positive reviews of certain aspects as well as critiques. These will be elaborated upon in Sections 3.2 through 3.6 below along with recommendations for refinements in the approach to eventual future SPS capacity building programs.

Based on the evaluation and the feedback received, it cannot be said that the needs which gave rise to the STDF 19 project have been fully extinguished (see section 3.6 below). The project has set up important building blocks for significant organizational and infrastructure improvements for the handling of SPS information. At the time of writing this report, however, continued follow-up in Paraguay is required to make these organizational and infrastructure improvements fully operational and sustainable in line with the objectives of STDF 19. In addition, as elaborated below, not all outputs envisaged under the project have been delivered.

3.2. EFFECTIVENESS

The project's effectiveness was examined in terms of the extent to which the objectives and outputs were achieved.

Overall conclusion: The STDF 19 made a significant contribution to the project's overall objectives of improving the institutional capacity in Paraguay to manage SPS-related information flow as well as information sharing between the public and private sector. Several objectives and results were achieved or largely achieved. These include improved technical capacity of government bodies in the coordination and treatment of SPS information among relevant stakeholders. Certain key results were met such as the formation of a national SPS Committee and improved infrastructure and capacity for the NEPs. However, certain other key results were not effectively achieved or delivered during the life of the project, notably the national SPS *Portal de inocuidad* and the manual for best practices for coordination of SPS information. Certain issues during the implementation impeded or slowed the attainment of objectives.

- Effectiveness of STDF 19 implementation against project objectives

The underlying rationale of STDF 19 is to improve SPS-related information flow as well as information sharing between the public and private sector with positive spin-offs for market access. Against these parameters, the evaluation and on-site collection of data indicate a partial success. It also indicates that further input to fully realize the objectives is required. Certain inputs were delivered but are not fully operational to the level they should and in one case required inputs were not provided (see comments in the following paragraphs).

- Improvement in the co-ordination of SPS activities in Paraguay as demonstrated by the establishment of a national SPS coordinating body, the SPS Committee (including public and private sector stakeholders)

Paraguay issued a decree on 18 November 2005 formally establishing a SPS (National Coordinating) Committee. The evaluation and on-site interviews affirmed that Abt Associates' had provided support to the establishment and operation of a national SPS Committee, with the participation of the NNA, NEPs and National Contact Points ("NCPs") and supported by IICA. According to the Paraguayan officials interviewed, the SPS Committee has been meeting on a fairly systematic basis.

At this stage of operation of the Committee, and in spite of requests being made through the questionnaires and in meetings held with the main public stakeholders, detailed indicators of quantifiable outputs are limited. However, SENAIVE and SENACSA reported that there had been considerable improvements in frequency and coordination, e.g. among and between SENAIVE, SENACSA, INAN and with the departmental authorities within the MAG and MRE. It was noted for example that prior to the formation of the SPS Committee there was little or no coordinated input and meeting schedules at the national level or coordinated preparation for Paraguay's meetings in Geneva. This improved considerably after the formation of the Committee. For example in 2007, a total of thirteen coordination meetings were held either in person or via videoconference.

A further external indicator is that the number of notifications of SPS measures by Paraguay to the WTO increased substantially during the implementation of the STDF 19 project compared to previous years. As indicated in the Phase III report, as of 2005 Paraguay had only notified two proposed or actual changes in SPS measures. This number jumped to nine in 2006 and two more in 2007. During the on-site evaluation, the MRE gave credit to capacity building and training provided by the STDF 19 project on SPS notification requirements in bringing about this more pro-active approach to notification compliance.

- Evaluation of improved communication between stakeholders

One of the main results expected under the project was to generate improved communication between stakeholders, including: NNA; NEPs; the OIE, IPPC and Codex national contact points; government departments; the private sector and consumer groups. This also supports the project's objectives of improving the coordination of SPS activities at national level, improving the capacity of government bodies to assimilate and respond to SPS information flows and assess implications for national exports of SPS measures or standards adopted by CODEX, IPPC and OIE.

The questionnaire responses and feedback from the MAG, MRE, SENAIVE and SENACSA indicated that the STDF 19 has contributed to a measurable improvement towards achieving these outcomes.

Outputs that have contributed to this are the formation of the SPS Committee which was credited as having considerably improved coordination between and among public entities as well as improved understanding of the impact of SPS related information and measures. Furthermore, these public beneficiaries indicated that this improved information flow would assist in Paraguay's ability to evaluate the impact of new or proposed SPS measures nationally or internationally and more easily adopt consistent policy positions on SPS nationally and in its participation in WTO meetings.

The MAG indicated that there had been some improvement in coordination and awareness of private operators, including somewhat more active responses by private operators to SPS notifications, as well as in some cases a more rapid turnaround of information flows between the main stakeholders.

However, certain key outputs intended to have a major impact on the improvement of coordination at all levels were either not made adequately operational during the life of the project or were not provided to the beneficiaries. These are discussed below.

- *Portal paraguayo de inocuidad de alimentos, sanidad animal y vegetal*

The creation and bringing into operation of the *Portal paraguayo de inocuidad de alimentos, sanidad animal y vegetal* ("*Portal de inocuidad*") constitutes a central element to improve the information flows on SPS information in Paraguay (along with other web-based solutions for key stakeholders) and, according to the consultant, formed a key component of the strategy to reach the project objectives and results.

However, the construction of the portal was marred by substantial delays and was never made adequately operational during the life of the project. Although the *Portal de inocuidad* had originally been scheduled to become operational in 2006, this was not achieved. MAG officials informed the evaluator that they were not aware of the situation of this portal until the second half of 2008 when the IICA asked Upload – the Paraguayan company to which Abt Associates had subcontracted the development of the web portal – about the situation of the portal. Upload informed the IICA that the property and use of the portal could not be transferred to the MAG until Abt Associates authorised Upload to do it. The authorisation to use – not the property – the portal was transmitted to the MAG in April 2009. This website can be found at <http://www.ppiasav.org>.

As from 2008, no funding was allocated to the hosting of the website and Abt Associates declined to continue financing the hosting. Upload had however continued hosting the website for the benefit of the MAG as from 2008 without charge.

With respect to upkeep and uploading information, one official from the MAG is in charge of this task. Officials from the MAG stated that for the implementation of the functionalities of the software the continued assistance of Upload is required and this company has continued to provide technical services free of charge.⁴ Clearly, however such arrangement of free services cannot be sustained and a permanent solution to the funding and adequate technical support is required to be found.

A major issue concerning the software is the transfer of the property of the website to the MAG. Indeed, Upload informed the evaluator that it cannot transfer the property of the website to the MAG unless there is an explicit statement to this effect from Abt Associates. Officials from the MAG explained that through the Mission of Paraguay before the WTO they had asked to receive the ownership of the website. Based

⁴ The evaluator was informed that as information is being uploaded, some changes and adjustments to the portal were found to be required.

on the information obtained through the WTO, the STDF Secretariat has requested Abt Associates to address this matter on several occasions but at the time of writing this report, Abt Associates does not seem to have taken sufficient steps to this resolve this matter.

During the on-site assessment (on 27 April 2009), the evaluator participated in a presentation of the long-awaited *Portal de inocuidad* at the premises of the MAG. It was attended by representatives of various public national and international institutions such as the MAG, SENACSA, SENAIVE, the MRE, IICA and FAO. Also a representative of the EU-funded FoCoSeP project attended. The event was also covered by the local press.

Ms. Sorensen, the official of the MAG in charge of uploading information in the website and of making it fully operational, went through the website to explain its main features. Content-wise, most of the work is yet to be done.

The representative of IICA, whom actively supported the operationalisation of the website during the second half of 2008, stated that spreading of information to the private sector remained high on the priority list of activities for the institution and that IICA was ready to further support Paraguay in this field.

The questionnaire replies and on-site meetings with the beneficiaries made it clear that the earlier completion and delivery of the *Portal de inocuidad* would have significantly improved the effectiveness of the project and attainment of its objectives.

- Training manual and materials setting forth best practices for SPS coordination

In addition to the non-delivery of the *Portal de inocuidad* in operational form until April 2009, the project also did not deliver the envisaged Training manual and materials setting forth best practices for SPS coordination. At the time of writing this report, this Manual has not yet been provided. According to the beneficiaries, this again slowed and reduced the effectiveness of the ongoing capacity building among the stakeholders. This continued delay has reduced the overall effectiveness in attaining the project's objectives.

- Making the NEPs operational in Paraguay and improving the quality of hard infrastructure for the enquiry points

An additional key result under STDF 19 was to improve the operation and hard infrastructure of the NEPs. These relate to important project objectives of improving the technical capacity of public bodies to handle SPS information and improve coordination with non-government actors.

- NEPs

As indicated in the Phase III report, Paraguay's two officially notified NEPs were both located within the MAG. The official NEP for plant health was the *Dirección de Defensa Vegetal*, while the NEP for animal health was the *Dirección de Protección Pecuaria*. However, since 2005 the NEPs in Paraguay became SENACSA and SENAIVE. Paraguay does not have a separate NEP for food safety although its Codex Committee in practice takes on this function, led by the *Instituto Nacional de Tecnología, Normalización y Metrología* ("INTN") and the INAN.

Based on the on-site evaluation, the STDF 19 project has achieved positive impacts on the operational ability of the NEPs in Paraguay.

The formation of the national SPS Committee in 2005 with the participation of the NNA, NEPs and NCPs has, according to the participants, led to improved information flows between the stakeholders and a more systematic and coordinated treatment of SPS information among the entities concerned. Again, this is based on the interviews of the Paraguayan counterparts communicated through the MRE, MAG, and SENAIVE. The MRE noted that the operation of the Committee has “substantially” improved Paraguay’s ability to handle SPS related information to and from the WTO. While expressly requested through the questionnaires and during the field visit, none of the public stakeholders provided detailed data quantifying increased screening of notifications, direct consultations with stakeholders, etc.

- Provision of SPS infrastructure under STDF 19

As set forth in the Inception report, a key element of Abt Associates’ strategy for improving that architecture of SPS information flows and dissemination in Paraguay involved the construction or improvement of a number of websites tailored to subject matters and SPS interests of the varying stakeholders.

During the on-site evaluation, the evaluator met with the responsible person of Upload. This software-developing firm was subcontracted by Abt Associates to develop several web pages in the context of this project:

- *Portal de inocuidad*
- *Central Paraguaya de Cooperativas* (“CEPACOOOP”)
- *Cámara Algodonera del Paraguay* (“CADELPA”)
- INAN
- *Coordinadora Agrícola del Paraguay*
- *Federación de Cooperativas de la Producción* (“FECOPROD”)

According to the information obtained in the field visit, Upload started working in the development of the web pages in February 2006. Some websites were completed by July 2006 (CEPACOOOP). By the end of 2006, all websites were ready. According to Upload, in February 2007, Abt Associates approved the work done by Upload and informed that its services were no longer required. In spite of that, one of the functionalities – an interface through which the stakeholders could contact the *Portal de inocuidad* and select the precise information that they wanted to obtain – required information from these stakeholders and some additional technical steps. Because the stakeholders were not forthcoming in selecting the topics on which they wished to obtain information, this important functionality of the website was not completed.

The final web pages were transferred by Upload to Abt Associates. In the course of 2007, the twin website for Sri Lanka was released. According to various sources contacted in the field visit, the content however was identical to that developed by Upload and even the information contained therein was in Spanish and references to Paraguay had not been changed.

- Other web portals

Apart from the *Portal de inocuidad*, it is stated in the Inception report (Phase I report) that the websites for some other public institutions such as SENAIVE and the INAN had to be developed or improved, as well as websites for some private sector associations such as CADELPA. Indeed, STDF 19 supported new sites for both SENAIVE (plant health NEP and NCP) and INAN (*de facto* NCP for food safety). Both

sites are operational at the time of writing this evaluation report (<http://www.senave.gov.py/>) and <http://www.inan.gov.py/>). In the course of the on-site interviews and written replies, both SENA VE and INAN stated that the websites have measurably improved coordination and transfers of relevant information between the public and private sector. However, SENA VE informed that the page was designed to be “static”; hence not allowing the institution to make changes to it. As a result of that a significant portion of the information contained therein is at the time of writing this report no longer up-to-date. SENA VE officials stated that the content was currently therefore of little use to private stakeholders. SENA VE requested support to make the necessary changes to the design of the website and to upload updated information.

The web portals developed for the FECOPROD (<http://www.fecoprod.com.py/>) and for CEPACOO P (<http://www.cepacoop.com/>) are no longer operative because in spite of efforts made by various stakeholders, these institutions did not take ownership of the results of the project.

Two other websites supported under STDF 19 remain online. These are for the associations: CADELPA (cotton) (<http://www.cadelpa.com.py/>), and *Coordinadora Agrícola* (plant and animal products) (<http://www.coordinadoraagricola.org.py/>).

- Summary on the effectiveness of implementation of the STDF 19 project

In the feedback received during the on-site evaluation, several of the beneficiaries noted a lack of communication between the beneficiary institutions and the international consultant, causing significant problems and delays in the implementation in the STDF 19 project. MAG officials expressed a desire that this be corrected in future activities. This view was also echoed by MRE, SENA VE and SENACSA’s officials.

In this regard, it was elaborated that several of the institutions did not have direct contacts with Abt Associates. This complicated the chain of communication and coordination between the project and the cooperating institutions. Indeed, MAG officials informed the evaluator that the institutions continued to rely on their initial local contact during most of 2006 and 2007, Dr. Gattini, even though he was no longer working for the project since the first semester of 2006.

MAG officials explained that the implementation of the project was slow and difficult because for a long time there was no clear national counterpart in charge of the implementation. Hence the work of the international consultant was not followed-up. Moreover, the international consultant was not assisted by public authorities. When local institutions took up this responsibility, through the SPS Committee in early 2006, Paraguayan officials were mainly in contact with the national consultants, namely Dr. Gattini and the software developing company Upload. They were not in contact with Abt Associates.

In addition to the lack of communication, some of the feedback indicated that the implementation of the STDF 19 project on the ground shows that in the design phase of the project local experts should be involved at the earliest stage so that the project – when developed – reflects the local realities. In addition, the participation of local consultants throughout the implementation should be expressly contemplated in order to maintain a consistent channel of communication between the implementing consulting firm, and the project beneficiaries and participants.

There was concern about the belated submission of the *Portal de inocuidad* to the MAG (during April 2009, i.e. approximately one year after the conclusion of the project). Because of this delay, the portal had not been operative in 2007 and 2008, and it will not be fully until after the MAG is able to upload relevant information.

A major issue encountered by MAG concerning the *Portal de inocuidad* is the transfer of the property of the website to the Paraguayan authorities, an issue that has been discussed above. Unless the transmission of the property takes place during the coming months, the MAG may not be able to host it and to obtain a budget to maintain it.

3.3. EFFICIENCY

The project's efficiency was examined in terms of the extent to which funding, staff, regulatory, administrative, time and other resource considerations contributed or hindered the achievement of results.

Overall conclusion: Some activities and outputs were delivered on time and within the budget. However, one of the key deliverables was made available to the MAG belatedly and it was not adequately functional. Another key deliverable – the manual and training material on best practice parameters for improving SPS co-ordination – was not provided within the life of the project.

- Significant activities and outputs

National SPS Committee: The envisaged national SPS Committee was successfully established as formalized in the Paraguayan Decree of 18 November 2005. The SPS Committee is fully operational and is reportedly meeting regularly to coordinate on SPS matters. Public and private sectors are represented in it.

Improved coordination among stakeholders: The evaluation feedback indicates that significant improvement in coordination among and between public and private stakeholders has been achieved including the NNA, NEPs, OIE, IPPC, etc.

Improved operational ability and infrastructure of the NEPs: The assistance provided under the STDF 19 project has significantly improved the capacity and effectiveness of SENAIVE and INAN. This has been achieved through the provision of the improved SENAIVE website and the new INAN website. These websites allowed stakeholders to better access and respond to SPS related information.⁵

- Activities and outputs inadequately or not delivered

As elaborated above, two significant deliverables were not made operational or delivered within the timeframe of the project:

- *Portal de inocuidad*: The *Portal* was only delivered in operational form in the week of 20 April 2009 and significant questions remain unresolved concerning its ownership.
- **Manual and practice guidelines on SPS coordination**: This deliverable has not been provided and the main stakeholders stated no clear explanation has been ascertained as to why this has not been completed. Several beneficiaries noted that the provision of this manual would have assisted in improving the capacity building of the beneficiaries and the national SPS Committee and provided useful guidance to assist in streamlining procedures and practices on the treatment of SPS information flows.

⁵ As noted by Abt Associates in its Phase III Report, only limited assistance was provided to SENACSA beyond WTO information, based on an assessment that there was limited need for further assistance.

- Changes during project implementation

As indicated in the Phase I and Phase III reports of Abt Associates, its findings from the initial on-site assessment resulted in modifications in approach to the proposed architecture for improving SPS information flows to and from the relevant public and private operators.

Abt Associates indicated that in order for the project to be maximally relevant to the economic operators concerned in the private sector, the improved handling of SPS information did not have to be narrowly confined to issues of information dissemination and feedback between the WTO and its members on the one hand, and country-level NNAs, NEPs and private sector stakeholders, on the other.

Abt Associates argued that this is because private operators are not narrowly focused on SPS standards but are in practice increasingly focused on compliance with various private standards (such as e.g. third-party certification for compliance with GlobalGAP in the food safety area) and other emerging standards (such as quality and environmental standards) which are increasingly viewed as virtually mandatory to remain competitive in key markets.

According to its Phase III Report, this led Abt Associates to conclude that an entirely new system with respect to SPS matters would be too narrow to attract sufficient traffic. Hence, the emphasis that in Paraguay the *Portal de inocuidad* be linked to external sites already managed by WTO, the Three Sisters, FAO's International SPS Portal, and other resources; secondly to the NNA and NEPs in that country; thirdly, to relevant apex organization sites in that particular country; and fourth, to private associations that represent key trading sectors or value chains or regions of the country.

In addition, Abt Associates changed initial intentions to create new websites for as many as five key agribusiness associations in Paraguay. In consultation with the stakeholders in Paraguay it was agreed that new websites would be created for two of the key institutions, SENAVE and INAN. As indicated above both these sites are operational.

- Cost effectiveness of STDF 19 in obtaining the objectives of the project

Based on the on-site assessment and dialogue with beneficiaries, the STDF 19 project as designed has provided a significant contribution in improving the treatment of SPS related information flows among the stakeholders concerned. At the same time, cost-effectiveness could have been further enhanced if there had been more emphasis at the initial stages on establishing clear channels of communication and delineation of responsibilities between the consultant and the beneficiaries.

3.4. IMPACT

The impact of the project was evaluated in terms of its contributions to the beneficiaries and whether the project has or will likely contribute to higher level objectives of the STDF (e.g. measurable impact on market access, improved national and regional SPS regimes and poverty reduction).

Overall conclusion: The STDF 19 project has achieved an impact in Paraguay in improving the SPS infrastructure, improving coordination among stakeholders, and to an extent improving awareness among private stakeholders of the relevance of SPS information.⁶ However, it is too early to tell to what extent these improvements will translate into concrete higher level objectives (improving market access, etc).

⁶ However a number of stakeholders have stated that there have been other factors – for instance other capacity building projects – that have contributed towards the achievement of certain objectives that STDF 19 had.

- Contribution of the project to the attainment of higher level objectives of the STDF 19 project (e.g. measurable impact on market access; improved domestic, and where applicable regional, SPS situations; and/or poverty reductions)

With respect to the contribution of the project to the attainment of higher level objectives, it should be noted at the outset that the questions posed to the stakeholders – in particular the request to furnish data that would support any replies to those questions – are insufficient to arrive at solid conclusions. MAG officials informed the evaluator that market access, particularly for Paraguayan exports of key items such as meat and soya, would seem to have improved in light of recent years' export statistics. When asked about the reasons for this increase in exports, and in particular the impact of the STDF 19 project, the replies from stakeholders have been that while the project may have had some impact in that outcome, they did not deem it to be substantial. This is because the main outputs of the STDF 19 have been achieved belatedly, and it is still too early to say what measurable impact they will have on the attainment of higher level objectives of the STDF 19 project, if any, or because they have not been achieved at all.

Another comment of the main stakeholders is that the longer term impacts will be influenced by sustainability of the capacity building and infrastructure improvements that have been provided under the STDF 19 project.

The improved capacity of the Paraguayan authorities to handle SPS related information in the light of WTO requirements may in turn improve transparency for domestic and foreign operators, with potential benefits for trade facilitation and ultimately market access. There are already some signs such as the significant increase in notifications submitted by Paraguay to the WTO on SPS measures or amendments in compliance with WTO requirements since the inception of the STDF 19 project.

- Concrete impact on the final beneficiaries

As elaborated above, there has been a measurable improvement in the basic infrastructure for the handling of SPS related information among public, private and other stakeholders in Paraguay. In addition, the coordination between public stakeholders and between them and the private sector have improved considerably following the establishment of the SPS Committee.

3.5. SUSTAINABILITY

An examination was made of sustainability in terms of the ability of the achievements of the project in terms of improved SPS information flows to be maintained even after funding under STDF 19 has ceased.

Overall conclusion: The achievements of the project including increased awareness and coordination among public and private stakeholders, a more systematic approach to handling SPS information and valuable improved infrastructure including web-based portals have the potential for sustainability over the long term. At the same time, despite these achievements, there remain issues that could impact the long term sustainability of the benefits obtained that should be considered.

- Funding and upkeep for the *Portal de inocuidad* and other websites created or enhanced under the STDF 19 project

In the view of several stakeholders, these other factors have had a more significant contribution towards the achievement of those objectives than STDF 19. This is because the objective of the STDF 19 was very specific and because some of its key results were not achieved at all or belatedly.

The launch and upkeep of the *Portal de inocuidad* has been marred by funding and technical management issues that at the time of writing this report, have to some extent yet to be resolved. As indicated above, the company Upload has been providing hosting and implementation services free of charge. However, this situation is clearly not sustainable and a permanent funding solution will need to be found. The MAG has stated that it is trying to obtain a budget for the portal but that this is conditioned to obtaining the property over it.

Institutions such as SENAVE and INAN have taken full ownership of the websites and they have budgets to update and maintain them. Some private institutions such as CADELPA have also taken full ownership, ensuring the sustainability of the results achieved by the STDF 19. By contrast, other private institutions such as CEPACOOB did not commit any funding and hence their websites are no longer operating.

Ensuring that the websites created under the STDF 19 project remain viable, current and relevant requires adequately trained staff and a consistent commitment to promptly updating with accurate current information. This also requires that staff maintaining the sites have adequate technical knowledge of the SPS field. If the websites do not maintain a reputation for reliability, they may quickly lessen their relevance and usefulness.

Against this background, unless specific funding is allocated by the Paraguayan Authorities for this purpose, or private or other sponsorship can be obtained, consideration should be given to funding of further technical training and capacity building targeted at staff charged with providing upkeep to the websites.

In summary, the achievements of the project, including increased awareness and coordination among public and private stakeholders, a more systematic approach to handling SPS information and valuable improved infrastructure including web-based portals have the potential for sustainability over the long term. At the same time, despite these achievements, there remain issues that could negatively impact the long term sustainability of the benefits such as sustained upkeep and technical management of the web-based infrastructure.

3.6. LESSONS LEARNED / RECOMMENDATIONS

The main stakeholders expressed the unanimous view that the STDF 19 project has had a positive impact on improving coordination between and among public and private stakeholders with respect to the handling of SPS related information. The establishment of the SPS Committee has played a central role towards the achievement of this goal. However, the particular effects of this project may not easily be separated from the effects of other activities, such as other capacity building projects, that may have also improved the information flow in the SPS field.

- Completion of the outputs

Information received from various parties in the review indicates that the international consultant has not met some obligations on time and that other obligations have not been met at all (training manuals). In particular, the STDF Secretariat informed the evaluator that it did not authorize the final payment – US\$ 44,300 (corresponding to 15% of the total project value) – because the work was not satisfactorily completed.

The evaluator is of the view that through the appropriate channels, the contractor in charge of the implementation of the project should be required to complete the work yet to be done with respect to the *Portal de inocuidad* in order for it to be fully usable by the beneficiary. This portal is essential in the management of the flow of information to the relevant stakeholders (SENAVE, SENACSA, INAN, private sector, etc.).

In light of the above, it is recommended that the STDF Secretariat contacts the contractor and requires it, utilising appropriate means at its disposal, to finalise and provide a fully usable portal to the MAG. This includes the transmission of the property of said portal to the beneficiary institution.

- Communication between the international consultant and the local stakeholders

The lack of communication between the international consultant and the local authorities is according to the unanimous view of the Paraguayan stakeholders the most important factor hindering the implementation of STDF 19. Actions to avoid this from happening should be taken in future projects, in all stages of the project cycle.

Various stakeholders have expressed the view, fully shared by the evaluator, that local experts should be involved in the design of the project as they are best positioned to provide feedback on the local realities on the ground. In the view of the evaluator, and whenever possible, local experts should also be involved throughout the implementation of the project as they are – as shown by the Paraguayan project at stake – more likely to be contacted by the local stakeholders.

The information collected on the ground also shows that the beneficiaries should also be encouraged from the outset to agree with the consultant on clear contact points on both ends and clarification of each contacts' roles and responsibilities towards the achievement of project objectives. In the case at stake, information collected during the field visit indicates that until the SPS Committee started functioning, there was little, if any, follow-up of the STDF 19 project. For a project such as STDF 19, where because of the outputs sought the involvement of the public stakeholders is essential for a successful implementation, the lack of interaction with the international consultant and direct follow-up since the early stages of implementation, may have negative effects that may not be able to be corrected during the implementation of the project.

It is recommended in light of the above, that in future projects, where expertise is available, local experts be involved in all stages of the project cycle, from design through implementation.

- Objectives / outputs and budget

A mismatch between the objectives / outputs and budget seems to have been one of the main issues surrounding the implementation of STDF 19. Thus, the project objectives seem to have outstripped the financial resources that were made available for the implementation of this project. As a result the consultant in charge of the implementation requested an extension of the budget for the project, which was not approved.

Scaling down the outputs for the project may have an immediate effect on the achievement of the objectives set forth for the project, as the Paraguayan stakeholders perceive it has occurred in the STDF 19 project. More importantly, in the experience of the evaluator, this type of issues may generate an ill-will that can affect negatively the mood of the stakeholders and hence impact the smooth implementation of a project. These issues therefore need to be considered seriously by all involved parties and agreed solutions, where possible, should be quickly found.

In the view of the evaluator, it is essential that as accurate as possible assessments of the costs of the implementation of a project are made in the design phase of projects and that the consultant implementing the projects sticks to the budget agreed. Furthermore, the evaluator is of the view that there should be flexibility to take into account exceptional cases where costs outstrip those initially considered to involve the implementation of a project.

However, where additional funds are requested, this shall be contingent upon provision of detailed, timely and appropriate justifications for additional funds by the implementing consultant so that the competent authority can decide whether to grant them. Moreover, the information provided by the implementing consultant to the competent authority must be sufficient to ensure accountability and provide an objective basis for evaluating extra-funding requests. To this end, the implementing consultant must provide an adequately detailed and reconcilable breakdown of the costs incurred during implementation, the costs involved in the request for added funding, and a concise statement of reasons as to why the project objectives cannot be met within the pre-existing budget allocation.

It is recommended that in the future particular attention is provided to ensuring that the objective / outputs of STDF-funded projects can be achieved with the funds allocated for the implementation of the project at stake. Similarly, where a mismatch appears to occur, a solution should be discussed – following the appropriate channels – as quickly as possible between all interested stakeholders.

- STDF Secretariat supervision of project implementation

A recurrent topic in the interviews carried out during the field visit was the role of the STDF Secretariat in supervising the implementation of this particular project. Some stakeholders expressed the view that the STDF Secretariat could have provided further assistance to ensure that the commitments undertaken by the consultant had been fulfilled fully and on time.

The evaluator has examined the documentation made available by the STDF Secretariat, in particular several communications exchanged with the consultant in charge of the implementation of the project. In view of the actions taken, the evaluator is of the view that the STDF Secretariat discharged of its obligations in an appropriate and responsible manner. In the particular case at stake, the outcome of these actions however does not seem to have ensured the outcomes sought by the beneficiary, regardless of the intensity of the effort made to try to reach it.

In the view of the evaluator the STDF Secretariat should have appropriate resources – whether human, financial or otherwise – to allow it to perform its supervision and follow-up tasks diligently. In turn, these resources need to continue to be used by the STDF Secretariat to ensure that the implementation of the projects takes place – as far as possible – as per the agreed terms of reference and that the objectives and results are achieved as expected by the beneficiary.

It is recommended that support to the STDF Secretariat to perform its *inter alia* implementation tasks continues and that the STDF Secretariat pro-actively follows-up the implementations of currently ongoing or future projects.

- Continued support to Paraguay's efforts to improve its technical capacity in the field of SPS

The interviews conducted in the field showed that there is a genuine and continuous need for capacity building in the field of SPS matters in Paraguay. In this regard, IICA has led efforts to identify these needs and a list of such needs has recently been compiled. They include, but are not limited to, the

accomplishment of certain objectives which were not achieved through the STDF 19 project, as well as other objectives which have arisen during the implementation of that project. The evaluator met with several bilateral donors in Paraguay to explore their interest in supporting an extension of the project under evaluation. The results of these interviews show a genuine interest on the part of some donors to cooperate if the needs exist. A summary of these meetings is contained in Annex III to this report.

In the view of the evaluator, any support activity conducted in the field of SPS matters in Paraguay may lead to faster and more profound changes than in the past. Indeed, ground work has been done through past actions such as the project being evaluated. As a result of these actions, private stakeholders have started realising that it is necessary for them to know more about SPS and on how such type of measures can affect their interests. The association of meat producers and exporters is perhaps the most relevant example. In addition to this, the private sector in Paraguay has expressed interest in a parallel effort to improve the knowledge of TBT measures. This technical assistance project has been a success in most respects and important lessons can be learned from it which could be extrapolated to the SPS context.

It is recommended that if the Paraguayan authorities request for assistance in the field of SPS matters, and in particular to improve the flow of SPS information between the stakeholders and their ability to interpret and act upon it, positive consideration is given to any such request. An example of such assistance would be the preparation of a manual and training material on best practice parameters for improving SPS co-ordination.

ANNEX 1

Terms of Reference for the ex-post evaluation of STDF project 19 (Paraguay)

Background

In April 2008, STDF project 19 entitled "Model Arrangements for SPS Stakeholder Involvement at the National Level" implemented by the Abt Associates Inc. was completed. The objective of the project was to identify ways to improve SPS-related information flows as well as information-sharing between the public and private sector, with positive spin-off effects on market access, in two pilot countries: Paraguay and Sri Lanka.

The STDF Working Group has decided that project STDF 19 should be externally evaluated and instructed the STDF Secretariat to make the necessary arrangements in this regard. Following consultations, Mr Marius Bordalba, was selected as the consultant for this assignment in Paraguay. Separately, the STDF will select and contract a consultant for the evaluation work in Sri Lanka.

Description of tasks

Under the overall supervision of the STDF Secretariat, and in close collaboration with other stakeholders involved, the consultant shall conduct an independent ex-post evaluation of STDF project 19 in Paraguay in accordance with the STDF Evaluation Guidelines (**Appendix 1**). In particular, the consultant shall:

- review all available documentation related to the project in Paraguay - to be submitted separately to the consultant by the STDF Secretariat;
- collect and review other relevant information and documentation as appropriate;
- develop - in collaboration with the STDF Secretary - a detailed survey questionnaire for this evaluation based on the standard evaluation criteria of relevance, effectiveness, efficiency, impact, sustainability and key lessons learned;
- identify and request stakeholders to complete and return the survey questionnaire;
- travel from Geneva to Paraguay (**one week**), interview key stakeholders that have been involved in the implementation of the project and collect other information and documentation as appropriate;
- identify and contact key development partners and - while in Paraguay - meet those partners to discuss the need and possibility of follow-up actions on the project;
- on the basis of the information collected, draft and submit an evaluation report in English in the proper format (see Appendix 1) to the STDF Secretary no later than Friday 15 May 2009 close of business. In its recommendations, the report shall pay specific attention to key lessons learned and to follow-up actions to be taken.

Appendix 1: Guidelines for the evaluation of projects funded by the Standards and Trade Development Facility (STDF)

The STDF's Operational Rules require an independent "ex post" evaluation of all projects. These Guidelines set out a framework for such evaluations. The Guidelines draw heavily on the OECD-DAC Principles for the Evaluation of Development Assistance.⁷

Objective

The objective of the evaluation of STDF projects is to:

- verify whether the project achieved the objectives set out in the project document;
- identify if the project has achieved any of the higher level objectives of the Facility, e.g. a measurable impact on market access, an improved domestic, and where applicable regional, SPS situation, and poverty reduction;
- identify key lessons learned for the benefit of both recipients and donors and for future STDF programme development.

Structure

Evaluations may be conducted as "desk studies" or require the collection and review of information in the beneficiary country or region. Project progress reports will be reviewed against the project documents as approved by the STDF Workshop Group. This literature survey will normally be supplemented by survey questionnaires and/or interviews with relevant stakeholders. Other methods such as case studies or cost-effectiveness analyses may also be applied depending *inter alia* on the size and complexity of the project.

Evaluations should be typically organized around the standard evaluation criteria of relevance, effectiveness, efficiency, impact, sustainability and lessons learnt. In this regard, the following set of evaluation questions provide a framework for the evaluation process and a basis for a clear set of conclusions and recommendations. More specific questions will be elaborated within this general framework for each individual project.

Relevance

1. Was the project the right answer to the needs of the beneficiary?
2. To what extent do the needs which gave rise to the project still exist?

Effectiveness

3. To what extent were the objectives achieved /are likely to be achieved? (Indicators of achievement should be used where applicable and refined on the basis of the specific project to be evaluated).
4. What were the major factors influencing the achievement or non-achievement of the objectives?

Efficiency

5. Were the activities and outputs delivered according to the project document (e.g. on time and within the budget)?

⁷ See the DAC Principles for Effective Aid (<http://www.oecd.org/dataoecd/31/12/2755284.pdf>).

6. What changes, if any, were made during project implementation?
7. Was the project a cost-effective contribution to addressing the needs of the beneficiary?

Impact

8. To what extent did the project contribute to higher level objectives of the STDF programme such as a measurable impact on market access, improved domestic, and where applicable regional, SPS situations, and/or poverty reductions?
9. What real difference has the project made or is likely to have on the final beneficiaries?

Sustainability

10. To what extent will the benefits of the project continue after STDF funding ceased? Do the recipients of the project have the necessary capacity to sustain the results?
11. What are the major factors which influenced sustainability of the project?
12. Was sustainability adequately considered at the project design phase?

Lessons learned

13. What lessons can be learned from the project as to the process of project design and implementation?
14. What lessons can be learnt from the project which are of importance to the broader donor community and which should be disseminated more broadly?

Reporting

The evaluation report shall be clear, as free as possible of technical language, and normally no longer than 16 pages. It shall be written in the same language as the project documents. Additional information shall be confined to annexes. The report shall take account of the draft OECD-DAC Evaluation Quality Standards⁸ and shall have the following outline:

1. Executive summary (1 page)
 - Overview of the report, which highlights the main conclusions, recommendations and key lessons learned
2. Introduction (2 pages)
 - Description of the policy context and institutional environment within which the project has taken place - including the role of the STDF, other donors and project partners as well as the private sector, consumer organizations and NGOs, if any
 - Summary of the project including its objectives, activities, inputs (budget) and outputs
 - Objective of the evaluation

⁸ See <http://www.oecd.org/dataoecd/34/21/37854171.pdf>

- Indication of independence of the evaluator from the STDF, project partners and beneficiaries - including a description of conflicts of interest, if any

3. Methodology (2 pages)

- Explanation of the used evaluation method, its validity and reliability, including an explanation of the methods and techniques used for data and information collection and processing
- Description of the sources of information used (documentation, respondents, literature etc.)
- Description of the stakeholders consulted, their relevance, and the criteria for their selection

4. Findings and analysis (8 pages)

- Answers to each evaluation question, including findings and an analysis for each
- Overall judgement, which shall cover:
 - relevance to needs and overall context, including the extent to which the project suited the priorities and policies of recipients and the STDF
 - effectiveness - in terms of the extent to which the objectives and outputs were achieved
 - efficiency - in terms of the extent to which funding, staff, regulatory, administrative, time and other resource considerations contributed or hindered the achievement of results
 - impact - in terms of the established and unforeseen impacts
 - sustainability, i.e. whether the results of the project can be maintained over time without STDF funding or other donor support

5. Conclusions, recommendations and lessons learned (2 pages)

- Main conclusions following from the findings and analysis⁹
- Recommendations, i.e. actionable proposals for the STDF and/or the wider donor community
- Key lessons learned for wider use and future programme development, both on process and substance.

Dissemination

The evaluation report shall be discussed by the STDF Working Group and further disseminated through the STDF website and other fora, as appropriate.

⁹ Please note that any conclusions and recommendations should be based on the findings and analysis included in the previous section of the report.

ANNEX 2

List of contacts

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ANNEX 3

Summary of meetings with bilateral donors (Paraguay) regarding follow-up to the STDF 19 project

Date	Bilateral Donor Agency	Meeting Summary
29 April, 2009	Cooperation attaché of the Embassy of Germany	Ms. Rättich of the German Embassy explained the cooperation activities conducted by Germany in Paraguay. Germany is not an active player in trade in Paraguay. However, it was stated that they are active in environmental/rural development issues. SPS matters could potentially be linked to that. This would need to be discussed with the GTZ (she undertook to inform the GTZ office in Paraguay).
30 April, 2009	Spanish Cooperation Office AECID (Agencia Española de Cooperación Internacional para el Desarrollo)	Mr. Illera explained the activities of AECID in Paraguay, which do not include trade-related matters. The scope for AECID Paraguay to finance such a project is limited. However, it was stated that AECID's Directorate of Multilateral Cooperation has a separate budget to fund activities of international organizations, including the WTO. It was further stated that the Foreign Trade Institute may also be interested in the project and provide some financing.
30 April, 2009	European Communities Delegation to Paraguay	<p>Messrs. Dejoie and Vasconellos, from the EC Delegation, stated that the FoCoSEP project had comprised a component to develop the SNIN which was substantially similar to STDF 19 and that it had been implemented successfully. They expressed interest in the development of the web portal for SPS, but stated this should be done within the context of one of the projects that they are already implementing in Paraguay. Three possible options were raised:</p> <ol style="list-style-type: none"> 1. FoCoSEP finances the web portal. This project will be concluded at the end of 2009. Hence the window of opportunity for financing under this project is limited. Depending on how quickly a new project could be developed, this may be an option. 2. Try to obtain funds under a regional (MERCOSUR) project on SPS matters. 3. Finally, in 2010 a new multi-year project will commence. This project will replace FoCoSEP and will be administered by the Ministry of Industry and Commerce. While the components of this project have already been determined, there is scope to negotiate the financing for a follow-up activity of STDF 19 under one of those components. Since the project will only start next year, there would be plenty of time to prepare the request and to contact the team in charge of its implementation.
30 April, 2009	JICA (Japan International Cooperation Agency)	Mr. Watanabe from JICA attended the meeting. Mr. Watanabe explained JICA's activities and fields of action in Paraguay, which did not focus on trade issues. However, it was stated that JICA had historically been interested in SPS matters and that in the case of Paraguay, JICA's office in Paraguay had requested funding for various such activities. Headquarters in Japan had not approved them at the time of writing. Nonetheless, it was stated that JICA was interested to be informed of the preparation of the follow-up and JICA would remain interested in potential funding of said follow-up. However, JICA prefers to fund projects with other donors rather than alone. Thus, another partner for the project should be sought. In addition to urged to ask the beneficiary (Paraguay) to participate in the funding of the project (even if in small amounts). It was stated that this approach has previously worked well where JICA has sought such type of involvement.

Apart from the above-listed meetings, email contact has been established with the FAO representative in Paraguay, Dr. Valdir Welte.