



2009:15

Sida Review

Thorbjörn Waagstein
María Quintero

SUPPORT MECHANISM FOR INDIGENOUS PEOPLE IN GUATEMALA “OXLAJUJ TZ’IKIN”, 2005–2008

Support Mechanism for Indigenous People in Guatemala “OXLAJÚJ TZ’IKIN”, 2005–2008

**Thorbjörn Waagstein
María Quintero**

Sida Review 2009:15

Sida

Authors: Thorbjörn Waagstein, María Quintero.

The views and interpretations expressed in this report are the authors' and do not necessarily reflect those of the Swedish International Development Cooperation Agency, Sida.

Sida Review 2009:15

Commissioned by Sida, Department for Conflict and Post-Conflict Cooperation, Team for Guatemala.

Copyright: Sida and the authors

Date of final report: March 2008

Printed by: Edita 2009

Art. no. Sida52472en

ISBN: 978-91-586-4065-8

URN:NBN se-2009-27

This publication can be downloaded from:
<http://www.sida.se/publications>

SWEDISH INTERNATIONAL DEVELOPMENT COOPERATION AGENCY

Address: SE-105 25 Stockholm, Sweden.

Visiting address: Valhallavägen 199.

Phone: +46 (0)8-698 50 00. Fax: +46 (0)8-20 88 64.

www.sida.se sida@sida.se

Table of Contents

Acronyms	2
Executive Summary	3
1. Introduction	7
2. Brief Programme Description	7
3. Methodology Employed	8
4. Context.....	9
5. Effectiveness	12
6. Programme Efficiency	16
6.1 Comparison between Activities Planned and Carried Out.....	16
6.2 Overall Progress in the Projects Financed	21
6.3 Programme Cost-efficiency	22
7. Impact	24
8. Relevance.....	25
9. Sustainability.....	26
10. Management and Follow-up	26
10.1 Implementation Mechanism	26
10.2 Technical Team	27
10.3 Steering Committee.....	28
10.4 Project Approval Process	29
10.5 Monitoring System	30
11. Cross-cutting Issues	31
12. A Possible Future Phase	33
13. Summary of the Main Recommendations	34
Annex 1 Terms of Reference.....	36
Annex 2 Programme	40
Annex 3 Person Met	42
Annex 4 List of Projects Financed.....	45
Annex 5 Participants, Workshop on Next Phase	47

Acronyms

AIDPI	Agreement on the Identity and Rights of Indigenous Peoples
CATIE	Research and Training Centre for Tropical Agriculture
CIDH	Inter-American Human Rights Commission
COCODES	Community Development Councils
CUC	Campesino Unity Committee
DIGEBI	General Directorate for Intercultural Bilingual Education
IGSS	Guatemalan Social Security Institute
ILO	International Labour Organisation
IP	Indigenous Peoples
Q	Quetzals (Guatemalan currency)
SC	Steering Committee
SEK	Swedish Crowns
Sida	Swedish International Development Agency
URNG	Guatemalan National Revolutionary Unity

Executive Summary

Since 2005 the Swedish International Cooperation Agency (Sida) has been financing a three-year programme titled “Oxlajuj Tz’ikin Financing Mechanism in Support of Indigenous Peoples”. As this Programme is scheduled to conclude in mid-2008, the Royal Swedish Embassy has engaged a team of external consultants to carry out an evaluation. This report reflects the conclusions and recommendations made by the evaluation team.

The Programme

The Programme consists of setting up a mechanism for financing projects in support of the indigenous peoples of Guatemala known as “Oxlajuj Tz’ikin”. The total financing is of SEK 40 million (approximately 43 million quetzals).

The *general objective* of the mechanism is to consolidate an inclusive and democratic state in Guatemala that concentrates its strategies on compliance with the Peace Accords, and specifically the Agreement on the Identity and Rights of Indigenous Peoples (AIDPI), as well as compliance with ILO Convention 169.

The Programme has two substantial *specific objectives*, as follows: (i) “Indigenous peoples reach higher levels of citizen empowerment and participate in the design and application of public policies” and (ii) “Organisations of indigenous peoples have strengthened their capacity to generate proposals and policies in the rural sphere that contribute to the reduction of poverty and a sustainable development that is compatible with the socioeconomic agreements, AIDPI and ILO Convention 169.” The aim is to reach these two objectives by means of a number of small projects financed by the Programme. Setting up this financing mechanism is the third *specific objective*.

The mechanism has made two open calls for proposals and has financed a total of 34 projects. As of February 28, 2008, a total of Q 31.4 million had been spent, of which Q 23.9 million (76%) were for projects and Q 7.5 million (24%) went to administrative and operational expenses. Most of the projects are still being implemented. The current phase is scheduled to conclude in May of this year.

Programme Effectiveness

This section of the evaluation contains an assessment of the point to which the Programme objectives set forth have been achieved. Keeping in mind that most of the projects are still underway, this analysis is necessarily somewhat tentative.

A comparison between the indicators established for the objectives with that which has been achieved in practice renders a mixed result. There are some concrete goals that have been reached (bills for legislation and other political and legal proposals, as well as the alternative report on ILO Convention 169). On the other hand, there are concrete aims in which progress has been limited (it has not been possible to persuade the government to institutionalise the indigenous consultations process, nor to significantly change its modus operandi with indigenous populations). Where the goals are more general (such as local advocacy) there has indeed been compliance.

Beyond the indicators set forth in the Programme Document (and that display weaknesses regarding relevance, precision and means of verification), in general terms it can be said that the mechanism has developed major efforts through its functioning structure in order to work on political advocacy aimed at the design of public policy at the local, regional and national levels. The efforts made have allowed for making progress in the design of legal proposals, local development models, the preparation of agendas that have led to consensus on strategic issues for the different Maya organisations, the strength-

ening of traditional authorities and the revaluing of the traditional forms of administration of justice and indigenous artistic expressions, as well as the approach to the issue of access to land by means of resolving the existing legal conflicts.

Programme Efficiency

This section of the evaluation consists of a comparison between Programme inputs and outputs.

A comparison between the expected outputs described in the Programme Document and the outputs actually obtained shows us a mixed picture, although in general considerable progress has been toward achieving the expected outputs. Overall, the projects selected are well matched to the objectives, and it has proven possible to limit financing almost exclusively to advocacy projects (capacity strengthening, specifically the proactive and consensus-reaching competencies, as well as lobbying to find solutions). This is the expressed intent set forth in the PD.

Further, it is thought that a balance has been struck between national projects that concentrate on advocacy work vis-à-vis the government and Congress, and sub-national projects (community, municipality, region).

The projects in general have suffered delays in their implementation, as reflected in a request for extensions from 18 of the projects. One project was terminated due to delays in implementation and in the accounting for the funds received, but it is expected that most of the remaining projects will conclude before the closing of the Programme.

The reasons for the delays in project implementation are several, among which stand out: (i) overly ambitious schedules as regards implementation periods; (ii) slow start-up for many projects; (iii) problems for organisations to adjust to the administrative systems required by the entity charged with administering the mechanism; (iv) as an outcome of the foregoing, many organisations have undergone periods of paralysis in their activities due to lack of funds; (v) a relatively complex process by the team responsible for execution for approving changes in the programming of activities; (vi) as most are advocacy projects, these are subject to political circumstances as they exist at any given time, and this factor too has exerted an influence upon implementation, particularly during the last few months of 2007, when an election campaign was underway.

The conclusion as concerns expenditures made by the projects seems reasonable, as long as the project is effective, meaning that it effectively achieves the goals set forth. Efficiency may be increased by a simplification of the administrative-financial procedures.

Programme Relevance

In brief, it is thought that the Programme is highly relevant due to its close relation to the Peace Accords, in particular the AIDPI, and the ILO Convention 169, both of which have been prioritised by the indigenous peoples and their organisations as well as by the Swedish cooperation. It is also the opinion of the Evaluation Team that the decision to concentrate the Programme on advocacy rather than directly financing the implementation of the accords is pertinent, as it is necessary that the Guatemalan state assume responsibility for the agreements it has signed. It is not sustainable in the long run that the Accords depend upon the goodwill of the international community and the cooperation of donors.

Programme Sustainability

In this context the Programme's sustainability refers not to the mechanism as such (as it is temporary) but rather to the advocacy efforts begun through the projects being financed. This sustainability varies depending upon the characteristics of each project. Based on the eleven projects visited by the Evaluation Team, it is considered that there is no generalised problem regarding sustainability. That said, there

are a few projects for which it will be crucial to raise additional funds in order to consolidate the effects achieved thus far, and it is not very likely they will succeed (they therefore are at risk as concerns sustainability).

Programme Management

The *projects selection* process has improved between the first and second call for proposals. It is thought that the practice, starting with the second call, of requesting profiles instead of already fleshed out documents is a good idea, as it can save much work (and possible frustration) for both applicant organisations as well as the technical team and Steering Committee (SC). It is proposed to simplify the technical analysis of the projects, and that the selection criteria used by the SC be explicit and made public.

As for *administrative-financial* aspects, there have been many problems between the administering entity, the Research and Training Centre for Tropical Agriculture (CATIE), and the implementing organisations. The Evaluation team is of the opinion that these problems can be ascribed to the fact that CATIE has chosen the “joint implementation” modality with the indigenous organisations, something rarely seen in the framework of international cooperation. It is recommended that this be changed to a more common modality, in which the indigenous organisations are the only ones responsible for implementation under an agreement with the mechanism, while simultaneously simplifying the system by delegating responsibilities to the different levels. This may make the mechanism more efficient and at the same time reduce administrative-financial problems.

As concerns *monitoring*, it is clear that it is not an easy task to set up a monitoring system that allows for usefully summing up the progress made among a number of such heterogeneous projects, as is the case in the Oxlajuj Tz’ikin financing mechanism. Two monitoring exercises have thus far taken place at the projects, and it can be observed from the second round of monitoring that there has been progress in relation to the first, as it includes more information at the outputs level. The entity responsible for administration of the mechanism informs that it has the intention to develop further the monitoring system so it also can address objectives and outputs. Still, the way in which the monitoring system is currently operating is in essence no more than a record of activities undertaken that does not monitor outputs, much less impacts. Further, it does not include indicators for participation at the various activities (for instance, the number of persons that participate in the activities, broken down by gender, indigenous people, etc.). The result of the monitoring is basically no more than a balance of the level of implementation of project activities, a balance that has scarce informative value beyond what is in any case to be found in the budget execution reports. As this information is already at hand, the effort made to monitor the projects in this fashion is difficult to justify.

It is recommended to carry out a thoroughgoing review of the monitoring system for a possible new Programme phase.

Cross-cutting Issues

The financing mechanism has favoured the incorporation of indigenous women, in particular those belonging to the Maya peoples, in decision-making and leadership structures (Steering Committee – Board of Directors), as well as the technical and operational levels (Regional Offices). In other words, it has opened up significant opportunities to incorporate professional indigenous women with broad experience in organisational processes and exercising ethnic-political claims. The mechanism also has an affirmative action strategy that is reflected explicitly in the second objective and in output 5: “Indigenous peoples and indigenous women in particular increase their participation and exercise citizenship at different public decision-making bodies.”

Despite these significant efforts it can be stated that there are still limitations as concerns a cross-cutting treatment of the gender and equity approach in each and every one of the initiatives presented by the different indigenous organisations that receive support from the mechanism. Said initiatives deal with issues that are of vital importance to exert an influence on the current situation and condition of indigenous women, and bear a direct relation to the political and identity-related rights, as well as such socio-economic rights as education, land, poverty reduction plans, food security, and so on.

One of the most important achievements of the mechanism is that it has facilitated the building of political advocacy proposals based on the development of the “Cosmo-vision” (worldview) of indigenous peoples, thus strengthening the construction of a democracy that is based on the principles of the very real multi-culturality that prevails in Guatemala. It would therefore be appropriate to systematise the aspects of the indigenous worldview that have been developed through the different initiatives that are supported by the mechanism.

A Possible Future Phase

As regards a possible future phase the following is recommended:

- Continue with the two specific objectives, perhaps rewording them somewhat to make them clearer.
- Define expected outputs based on a strategic analysis of the current situation of the indigenous movement and the neuralgic points for furthering a project toward its objectives. This analysis is to be carried out by the Steering Committee. Outputs must be formulated as a mixture between general and very specific outputs, and the formulation must be validated by a wider group before being approved.
- Among the very specific outputs it is recommended to include (i) an output related to a position on women’s rights within the Maya worldview (possibly as a pilot project); and (ii) the formulation of draft legislation that implies the legal recognition of the traditional types of organisation in Mayan culture (among which are the indigenous community mayors), without their having to seek legal standing as civil associations (as stipulated in ILO Convention 169).

1. Introduction

Since 2005 the Swedish International Cooperation Agency (Sida) has been financing a three-year programme titled “Oxlajuj Tz’ikin Financing Mechanism in Support of Indigenous Peoples”. As this Programme is scheduled to conclude in mid-2008, the Royal Swedish Embassy has engaged a team of external consultants to carry out an evaluation. This report reflects the conclusions and recommendations made by the evaluation team.

In order to carry out the evaluation, the Embassy of Sweden in Guatemala engaged a team of evaluators¹ made up of

- Thorbjorn Waagstein, economist, head of team
- María Quintero, expert in indigenous peoples and gender issues

The Evaluation Team (ET) visited Guatemala from March 3 to 14, 2008. During its visit to Guatemala the ET emphasised visits to projects and discussions with the technical team and administrative entity. A more thoroughgoing analysis of the existing written documentation took place only after the field-work was concluded. A total of eleven of the 34 projects financed by Sida in Guatemala’s central, northern and western regions were visited.² On March 13 a debriefing meeting was held with the Steering Committee (SC) of the mechanism, Swedish Embassy staff and staff from the administrative entity presenting the preliminary conclusions. On March 14 a reflection workshop on the future of the mechanism took place with the SC, Swedish Embassy staff and around twenty invited representatives of Maya organisations.

The Evaluation Team would like to thank all the persons interviewed, and in particular the mechanism’s technical team for their time and kind attention, as well as their openness to sharing their analyses and assessments with the ET.

2. Brief Programme Description

The Programme consists of setting up a financing mechanism known as “Oxlajuj Tz’ikin” for financing projects in support of the indigenous peoples of Guatemala. The total financing is of SEK 40 million (approximately Q 43 million).

The *general objective* of the mechanism is to consolidate an inclusive and democratic state in Guatemala that concentrates its strategies on compliance with the Peace Accords, and specifically the Agreement on the Identity and Rights of Indigenous Peoples (AIDPI), as well as compliance with ILO Convention 169.

The Programme has two substantial *specific objectives*, as follows: (i) “Indigenous peoples reach higher levels of citizen empowerment and participate in the design of and application of public policies” and (ii) “Organisations of indigenous peoples have strengthened their capacity to generate proposals and policies in the rural sphere that contribute to the reduction of poverty and a sustainable development that is compatible with the socioeconomic agreements, AIDPI and ILO Convention 169.” The aim is to reach these two objectives by means of a number of small projects financed by the Programme. Setting up this financing mechanism is the third *specific objective*.

¹ The Terms of Reference are included as Annex 1 to this Evaluation Report.

² The itinerary and list of persons interviewed are to be found in annexes 2 and 3 to this Evaluation Report.

The mechanism has made two open calls for proposals and has financed a total of 34 projects, plus a specific time-bound project to get out the indigenous vote in the 2007 presidential and congressional elections. As of February 28, 2008, a total of Q 31.4 million had been spent, of which Q 23.9 million (76%) were for projects and Q 7.5 million (24%) went to administrative and operational expenses. Most of the projects are still being implemented. The current phase is scheduled to conclude in May of this year.

The mechanism is guided by a Project Document that includes a logical framework (reviewed in September 2006). The Logical Framework defines a total of seven specific outputs for the substantial objectives, and for each objective it specifies one or more indicators for a total of ten indicators.

The mechanism is guided by a SC that takes the strategic decisions (among them project approval). An open call was made to find an administrative entity for the mechanism, the winner of which was the Research and Training Centre for Tropical Agriculture (CATIE). The administrative entity is charged with financial administration and a technical team that is distributed among a main office and three regional offices (Guatemala, Cobán and Quetzaltenango).

3. Methodology Employed

This evaluation has followed the Sida Project Evaluation Guide.³ The Guide recommends that the following five points be reviewed:

- *Effectiveness.* This part of the evaluation attempts mainly to gauge to what point the objectives set forth have been achieved. Normally, an evaluation of effectiveness should be based on the project's monitoring system, but as the monitoring system used in this case does not gather information at that level, and as most projects have yet to conclude, effectiveness has been assessed indirectly. The information therefore comes from the following sources: (i) studies on the progress made in the implementation of the AIDPI and ILO Convention 169; (ii) information on progress made at the projects as concerns objectives; (iii) perceptions of key persons and (iv) perceptions of the Evaluation Team.
- *Efficiency in the process of implementation.* This part is in essence a comparison between the inputs invested and the outputs achieved.
 - The outputs achieved have been compared to the planned outputs. The data source has been the reports prepared by the technical team.
 - An assessment of the cost-efficiency of the strategy selected.
- *Impact.* This part of the evaluation is more broad-based and seeks to assess both the positive and negative consequences of project implementation, regardless of whether or not these were planned.
- *Relevance.* This part of the evaluation assesses the overall relevance of the mechanism's objectives to the indigenous people in Guatemala as well as to Swedish cooperation.
- *Sustainability.* This part of the evaluation assesses if the positive effect of the mechanism can continue in the future. In order to be in a position to evaluate this, the ET based itself mainly on observations made during its visit to the eleven projects.

³ This Guide is equivalent to the standard guide of the Development Assistance Committee (DAC) of the Organisation for Economic Cooperation and Development (OECD).

The evaluation methodology has been as follows:

- Interviews with the SC, the technical team and the administrative entity.
- Reading of progress and monitoring reports, as well as other relevant materials.
- Discussions with members of the indigenous organisations visited (five days in the field).
- Discussions with the administrative-financial staff of the administrative entity.

4. Context

Guatemala is a country of approximately thirteen million inhabitants, and is characterised by an unusual cultural and linguistic diversity. Its territory is inhabited by 22 Maya indigenous people,⁴ which taken together make up the majority of the population. The *mestizo* (mixed race) and *ladino* (white, European descent) population is concentrated mainly in the urban centres. A smaller population of Afro-Antillean descent (Garifuna people) live on the Atlantic Coast of Guatemala. There are no precise data on another indigenous people, the Xinca.⁵

Youths predominate among the Guatemalan population, with 44% being less than fourteen years of age. Sixty-five percent are younger than 25 years. The country has a large and stable rural population.

Women make up 49.5% of the population, of which 61% live in rural areas. Of that group, 80.3% are indigenous. The indigenous population lives in the poorest regions of the country and is poorer than the non-indigenous population.

The lack of opportunities regarding access to land and the quality of the land to which indigenous people do have access are among the factors that influence the persistence of high levels of poverty among that sector of the population. Racism, exclusion and marginalisation are other factors that aggravate the situation: the highest percentages of illiteracy affect the indigenous population at large and women in particular. For the most part, the indigenous population is excluded from access to basic services such as health, education, employment, land and other natural resources. Indigenous participation in state structures is still limited.

The official language in Guatemala is Spanish, but more than 23 indigenous languages coexist with it. The 1986 Constitution is the first instrument that officially recognises that Guatemala is made up of several peoples, among which are indigenous peoples of Mayan descent (Art. 66). The document also acknowledges that the indigenous languages are part of the nation's cultural heritage, and in general terms this Constitution acknowledges some of the cultural and territorial rights, as well as indigenous peoples' right to self-management.

It is, however, in the sphere of Conventions that Guatemala has advanced the furthest: the Agreement on the Identity and Rights of the Indigenous People (AIDPI) reached between the government and the Guatemalan National Revolutionary Unity (UNRG) in 1995 offers a rather complete catalogue of rights for the Maya, Garifuna and Xinca peoples, and is guided mainly by ILO Convention 169, which Guatemala signed that same year.

⁴ The Guatemalan legal framework formally recognises the existence of 22 Maya "linguistic communities". The notion of "indigenous peoples" has yet to be included in the existing legal framework.

⁵ There is no updated information on the exact percentage of the population that is indigenous. Some sources claim it is as high as 60%, while others put it closer to 42%. In any case, Guatemala is one of the countries with the largest indigenous population in all Latin America.

ILO Convention 169, ratified by Congress in 1996, is an outcome of a process different from the signing of AIDPI, as the latter was promoted and negotiated from and by representatives of indigenous peoples.

The Guatemalan government thereby took on the commitment to promote a reform of the Constitution intended to define and characterise Guatemala as a multiethnic, multicultural and multilingual nation of national unity.

At the time of the signing of the Peace Accords it was envisioned to build a nation based on the recognition of the cultural diversity of the peoples that inhabit the country.

The executive branch drafted a reform to the Constitution, which was subsequently submitted for approval to the Guatemalan people in a referendum held in May 1999. The proposal included the description of Guatemala as a multiethnic, multicultural and multilingual nation, with specific recognition going to the Maya, Garifuna and Xinca peoples, their ways of life, social organisation, customs and traditions. The constitutional reforms emanating from the Peace Accords were not promoted in the framework of the peace process (May 1999).

The referendum was marred by a high level of abstention, which in some areas reached 90% of the citizens on the voter registration lists, and the reform failed to pass by a small margin. Thus, the Agreement on the Identity and Rights of Indigenous Peoples did not become part of the Constitution, although the government recently declared it to be in effect state policy.

The reforms that were put forth were not geared only to the recognition of the existence of a variety of indigenous people, as stipulated in the current Constitution, but also sought a new recognition in the condition of the Guatemalan state as such and society in general, inspired by the principle of cultural diversity.

According to the Inter-American Human Rights Commission (CIDH), the following stand out as positive steps taken in the Peace Accords: a greater presence of representatives of indigenous people in local and national governments (Congress); the creation in 1996 of the General Directorate for Intercultural Bilingual Education (DIGEBI); the establishment of the Office of the Ombudsman for Indigenous Women; the creation of the Land Fund; the forming of Peer Group Commissions as well as Special Commissions, with indigenous participation; the signing of ILO Convention 169 in 1996; the passing of the Law for the Advancement and Comprehensive Promotion of Women (1999); and the increase in the coverage of health and education services offered in areas inhabited by indigenous peoples.⁶

Some initiatives, such as the juridical and legislative reform passed by Congress in 2002 with a view toward specifying discrimination as a crime, demonstrate that government policies on issues related to indigenous peoples have in general not translated into a reformed and articulated legal corpus, but rather into initiatives that are still specific and time-bound.

According, once again, to the CIDH, the commitments mentioned in the AIDPI have not been complied with by the state, as the necessary legislation to grant indigenous people and their communities the legal protection of the land that is their due has not been passed, nor have they been given state land. The same source indicates that the high level of conflict concerning land-related issues has been generated precisely by the inexistence of a national property registry, the disposessions to which the indigenous communities continue to be subject, and the overexploitation of their lands. This requires that the Guatemalan state make a greater effort to achieve the objectives set forth in the Peace Agreements.⁷

⁶ Inter-American Human Rights Commission, 2001, page 20.

⁷ Inter-American Human Rights Commission, 2001, page 63.

It can therefore be observed that the actions undertaken thus far by the state are as yet not sufficient, given the magnitude of the problem faced by indigenous peoples and that there is no planning by the state that indicates it intends to implement the Peace Accords, nor sufficient budget allocations to make them effective.⁸

Over the past thirteen years the indigenous people have used their various organisations to carry out mobilisations and advocacy work, exerting pressure to achieve compliance with the commitments reached in the Peace Accords. This indigenous participation has been made possible through the efforts of the peoples and their organisations, as well as the contributions made by international cooperation.

The coordinated political advocacy activities of the indigenous peoples have brought together a variety of organisations (traditional and non-traditional) at the local, regional and national level. This organisational work has been a breeding ground for a diversity of specialties among the organisations, thus reflecting a broad spectrum of capacities.

Indigenous actions have been oriented not only toward the demand that the Peace Accords be complied with, but also to generate a process of critical reflection concerning the state, democracy, citizenship and multiculturality.

In the current scenario it is common to question the nature of the state and the way in which under liberal democracy citizens are presumed to have the same political rights and obligations, and unification is proclaimed for the good of the consolidation of the nation, while in practice this is not the case.

It is therefore proposed that one of the main tasks the Guatemalan state has before it is to intellectually, culturally and economically decolonise the public spaces in the exercise of power.

It is recognised that the rights of indigenous people are deposited in the indigenous peoples, but are to be exercised by individuals. Making the rights of indigenous peoples effective is considered to be an ethical and political task to be built through a process that removes human rights from a monological vision and deals with the challenge of reinterpreting said rights from the standpoint of the diversity of cultures.⁹ Thus the rights of indigenous peoples ensue from the exercise of individual and collective rights.

It is therefore no coincidence that these new concepts that have entered the debate are currently inspiring reflection on the political participation of indigenous peoples and leading to a definition of the most suitable mechanisms for achieving control of power spaces at the local, regional and national level.

⁸ Consultancy report: "Study of the Context of the Indigenous Movement in Guatemala and its organisations", 2003.

⁹ Human Rights Office of the Archbishopric of Guatemala, "Toward the Respect for the Religious Rights of the Maya people – Report on the Freedom of Religion for the Maya Peoples."

5. Effectiveness

This section of the Evaluation contains an assessment of the degree to which the Programme objectives set forth have been met. Keeping in mind that most of the projects are still underway, this analysis is necessarily somewhat tentative.

The *general objective* of the mechanism is to consolidate an inclusive and democratic state in Guatemala that concentrates its strategies on compliance with the Peace Accords, and specifically the Agreement on the Identity and Rights of Indigenous Peoples (AIDPI), as well as compliance with ILO Convention 169.

The Programme has two substantial *specific objectives*, as follows:

- (i) “Indigenous peoples reach higher levels of citizen empowerment and participate in the design of and application of public policies”; and
- (ii) “Organisations of indigenous peoples have strengthened their capacity to generate proposals and policies in the rural sphere that contribute to the reduction of poverty and sustainable development that is compatible with the socioeconomic agreements, AIDPI and ILO Convention 169.”

In order to attain these objectives the mechanism has made two open calls for proposals and has financed a total of 34 projects from the three regions of the country that are still in the implementation phase.¹⁰

The table below describes the type of advocacy work carried out by the mechanism in order to achieve its specific goals.

¹⁰ A list of the projects being financed can be found in Annex 5 attached hereunto.

Table 1. Projects financed by the mechanism

Projects	Nationwide	Regional
Political rights and identity (Democratisation and Multicultural Citizenry Area)	Sacred Sites (Oxlajuj Ajpop)*	Political Advocacy, Women (AMUTED)*
	Alternative ILO 169 Report (COMG)	Education Participation (Ak' Tenamit)
	Maya Agenda (consortium)*	Indigenous Authorities (ASDECO)*
	Education Reform (consortium)*	Youth Participation (Comprehensive Youth Association)
	Cultural and Artistic Development (consortium)	Indigenous Rights (Kemb'al Tinimit)
	Reform of COCODES (consortium)	Cultural Recovery Music and Folkloric Dance Committee, San Juan Chamelcp)*
	Discrimination (FRMT)	Maya Reproductive Health (Oxlajuj Na'leb)*
	Maya Medicine (consortium)	Spiritual Expressions (Uk'ux B'e)
	Ch'orti Bilingual Education (COIMCH)	Total: 8; visited 4.
Total: 9; visited 3.		
Socioeconomic rights (Sustainable Development and Poverty Reduction Area)	CUC*	Social Audit (ACODIMAM)*
	Total: 1; visited: 1.	Ecotourism (K'aache')
		Local Power (ADIVIMA)
		Advocacy on Regional Planning (K'amolb'e)*
		Participation and advocacy (IIDEMAYA)
		Economic Reactivation (COMKADES)
		Rawinj Tzuul Ch'ixb'ajaw
		Sustainable Use of Natural Resources (CADIQ)
		Consultations w/ Indigenous Peoples (consortium)
		Proposal for Local Poverty Reduction Plans (consortium)
		Access to Water (Patzún indigenous community)
		Food Security (consortium)
		Marketing of Agricultural Products (ACOMNAT)*
		Management of community projects (ADIMPA)
		Development Plans (ADECI)
		Claims of those affected by the Chixoy Hydroelectricity Company (COCAHICH)
		Total: 16; visited 3.

N.b.: (i) The asterisk indicates that the Evaluation Team visited the project. (ii) It is dubious whether the CUC project can be considered to be nationwide in scope, as the plan was to work exclusively in the three departments implementing the cadastre.

In the next table are indicators of these objectives as defined in the Programme Document, with an evaluation of the degree to which the objective has been achieved.

Table 2. Comparison between indicators and achievements

Indicators	Degree of achievement	Remarks
Long-term objective		
I.1 The agendas of indigenous organisations are incorporated to public policies geared towards the implementation of the AIDPI and ILO Convention 169.	Very little or no progress is apparent.	In the documents to which the Evaluation Team has had access there is no specific information on any progress that may have taken place. There is hope that the new government will make an effort to implement at least some of the points in AIDPI.
I.2 The state reports on human rights make reference to progress on the situation of indigenous peoples, and the ILO is informed regarding violations of the rights of Indigenous Peoples (IP).	Partially achieved. The Evaluation Team has no information to indicate that government reports make reference to progress in the situation of IP. The Programme has supported the preparation of an Alternative ILO Report. It was presented at the 2007 Annual Meeting.	
I.3 Permanent consultation with IP has been institutionalised (Articles 6 and 7 of ILO 169).	This has not been achieved.	There is draft legislation in Congress concerning consultation with IP, but it has not yet passed.
Objective 2		
I.2.1 Proposal for reforms on democratisation and multicultural citizenry are being negotiated to the benefit of IP.	Achieved At national level, the project has contributed with several initiatives (a bill for reform of the law on urban and rural development councils; a bill on sacred sites; enabling regulations for the implementation of Convention 169; a Policy Document on indigenous arts; and criminal prosecution of acts of discrimination). Several initiatives are underway at decentralised level (indigenous rights, indigenous authorities).	
I.2.2 Mechanisms for monitoring public policies in functioning/validation.	Limited progress The preparation of an alternative report on ILO Convention 169 is a contribution in this regard. A nationwide project to monitor the cadastre has been terminated. Only one local project has been financed in this regard (social audit in one municipality).	It is still necessary to work more on the concept of monitoring/ social audit.
Objective 3		
I.3.1 Proposals for policies and reforms regarding rural development are being negotiated with the aim of reducing poverty and achieving sustainable development for the benefit of IP.	Partially achieved. There are several local initiatives financed by the mechanism that may potentially have an impact.	

As can be seen in the table above, an evaluation of the progress made toward achieving the indicators set forth in the objectives comes up with mixed results. There are a few specific goals that have been reached (legal proposals) and the ILO 169 Alternative Report, while in others progress has been much more limited (institutionalisation of the process of indigenous consultation, causing an impact on government policy towards indigenous peoples). Where there are more general goals (for instance local advocacy), these have been met.

Beyond the indicators defined in the Programme Document (and which show weaknesses as concerns relevance, precision and means of verification), in general terms it can be said that the mechanism has developed major efforts through its functioning structure in order to work on political advocacy aimed at the design of public policy at the local, regional and national levels. The efforts made have allowed for progress in the design of draft legislation, local development models, the preparation of agendas that have led to consensus on strategic issues for the different Maya organisations, the strengthening of traditional authorities and the revaluing of the traditional forms of administration of justice and indigenous artistic expressions, as well as the approach to the issue of access to land by means of resolving the existing legal conflicts.

The main contribution of the mechanism is that it has made a significant contribution to the Mayan people's understanding of the juridical and political instruments that legitimate their participation, their ownership of these and the generation of proposals at the local, regional and national levels in terms of their relevance/suitability, sometimes making progress in their implementation.

In general it can also be said that the mechanism has contributed significantly to the strengthening of traditional and non-traditional indigenous organisations on matters such as the design, lobbying, and negotiation of proposals related to both the strengthening of political rights and the reduction of poverty. Capacities have been generated at indigenous organisations for the negotiation and procedures leading to the resolution of agrarian conflicts, and initiatives have been furthered geared towards the use, administration and conservation of natural resources in the indigenous communities.

The actions undertaken by the mechanism have strengthened the approach to strategic issues in the indigenous movement as put forth in the Peace Accords and ILO Convention 169, among which the following stand out:

- Participation in decision-making processes intended to influence public policy and state government;
- Culture and identity;
- Economic development;
- Land and territory;
- Environment and Natural Resources;
- Professional training and upgrading;
- Education;
- The Maya juridical system: traditional norms in the communities, ways of resolving conflicts and administering justice.
- Elimination of all forms of discrimination against indigenous peoples;
- Strengthening of community participation in legal reform and the political participation of indigenous women and youth;
- Setting the agenda of the Maya people; and

- Social oversight: preparation of an Alternative ILO Convention 169 Report to be presented in Geneva.

In many cases the projects financed by the mechanism have begun processes the results of which will only become evident in the medium and long term. It must be acknowledged that there are inherent limitations to achieving the political advocacy goals of a mechanism that finances projects lasting from 18 to 24 months.

6. Programme Efficiency

This part of the evaluation consists of a comparison between Programme inputs and outputs.

6.1 Comparison between Activities Planned and Carried Out

Since the Programme consists of a mechanism for financing small projects, the achievement of outputs will depend crucially upon the degree of success in the projects being financed. The Programme Document describes seven outputs intended to achieve the two substantial objectives. The instrument the Programme has available for achieving these outputs is the project selection process, which is an opportunity to ensure that the projects to be financed are effectively keyed to the expected outputs being proposed. Obviously, the achievement of these outputs depends upon the indigenous organisations actually introducing such projects. The Programme cannot guarantee this is the case, but in practice these are only a few output indicators for which few or no projects have been introduced.

There follows first an assessment of the achievements of the expected outputs described in the Programme, and then a more general appraisal of the progress made in the projects financed.

6.1.1 Outputs achieved, objective 2¹¹

As mentioned earlier, the Programme has two substantial objectives, the first of which is to empower the indigenous peoples and their organisations so that they exert greater influence on the design and application of public policy. The Programme Document specifies four outputs in order to achieve this objective. The table below indicates in summarised fashion to what degree these four outputs have been met.¹²

¹¹ The first objective (with its three results and five indicators) refers to the establishment of the financing mechanism.

¹² A project often contributes to several results and indicators.

Table 3. Comparison of outputs and achievements, objective 2

Output	Indicator	Degree of Achievement
Output 2.1 IP are formulating and negotiating legal reforms, as well as more equitable budget allocations through their organisations.	I.6 Upon conclusion of the mechanism, at least three proposals for draft legislation or reforms to laws, regulations and policies in the areas prioritised in the Agenda are being negotiated by indigenous organisations.	Six projects have been financed that contribute to this indicator. The main results are as follows: Progress has been made regarding sacred sites (draft legislation, the establishment of a follow-up mechanism, setting up a network, preparation of a protection manual). The Fourth Alternative ILO Convention 169 Report has been prepared. Draft legislation has been drawn up on consultation with IP. The Political Agenda of the Maya People has been written up and is currently in the final stages of consultation. There has been progress in terms of the Development of Indigenous Art (Base Document with a policy proposal, establishment of networks, directory). There has been some movement in the struggle against discrimination (training of staff at the Public Ministry, inclusion of the issue to the curriculum of the Rafael Landívar Law School, and follow-up on some cases).
	I.7. Indigenous organisations are improving the social audit of the public budget for IP.	One project that contributes to this indicator has been financed (in the municipality of San Juan Ostuncalco). Among the achievements are the following: training for commissions in the communities and the preparation of a proposal for the equitable distribution of the public budget.
Output 2.2 IP and indigenous women in particular increase their political and citizen participation at the various public decision-making entities.	I.8. Public institutions respect the results of the consultation processes held with IP.	There are no projects that contribute to achieving this indicator, although it is considered that the ASDIT0J project in Huehuetenango indirectly touches upon the subject.
	I.9. IP organisations, in particular those made up of indigenous women, increase their activities in order to exert influence (advocacy) upon decision-making on public policy.	Eight projects have been financed that contribute to reaching this indicator, mainly at local level. Among the most important results are the following: Promotion of the participation of women in the 2007 elections in the municipalities of the department of Quetzaltenango. Application of the SAT teaching system in Itzabál, with support from the Ministry of Education. Strengthening of the indigenous municipality in Chichicastenango (and the region). Some progress made as concerns the revaluation of indigenous customary law. Restoration of cultural values in the municipality of Alta Verapaz. Two projects have seen some progress in the development of the Maya medical system (preparation of manuals, exchanges, establishment of a local network of midwives).

Output	Indicator	Degree of Achievement
Output 2.3 The Guatemalan population has improved its sensitivity and respect for the exercise of the spirituality of IP, and in particular for sacred sites.	I.10. There are more spaces that contribute to make the worldview of IP better known and respected.	A project has been financed that contributes to this indicator (Quiché and Sololá). Among the achievements are: The establishment of consensus-building roundtables, radio programmes to improve information on the issue and a diagnosis of the religious conflicts in the region.
	I.11. More sacred sites are recovered, respected and conserved by the Guatemalan population.	There are no projects that contribute to this indicator, although the Oxlajuj Aj'Pop project makes an indirect contribution.
Output 2.4	I.12. Indigenous organisations promote the application of at least three of the nine issues in education reform.	Two projects have been financed that contribute to this indicator, mainly at local level. Among the most important results are the following:
		Preparation of a curriculum for bilingual teachers that has been approved by the Ministry of Education (MINEDUC).
		Creation of a Maya languages career at the University of San Carlos.
		An agreement is reached with MINEDUC on the creation of a Ch'orti Bilingual Teacher's College. Donation of premises for the building of the teacher's college.

Remarks concerning the contents of the above table:

- There are some rather large nationwide projects, among them the preparation of a Maya political agenda, draft legislation on sacred sites and on consultation with indigenous peoples and the promotion of a Maya languages major at University level.
- There are a number of smaller local projects (community, municipality or region) that promote advocacy by indigenous organisations.
- Regarding the social audit, which is prioritised in the Programme Document, only one project has been financed. Apparently there is some confusion as concerns the concept. The way in which it has been carried out thus far makes it seem more like a parallel process of preparing a more equitable municipal budget.¹³
- Some projects have set themselves some rather ambitious specific goals. One such example is a project in Quetzaltenango that had for its objective to achieve the election of a number of women as councillors and deputies in its department. Ultimately, not a single woman was elected, but then again, the goal was very optimistic for a project with only two years of existence, and it is thought that it has in any case made a contribution toward that goal in the medium and long term.

6.1.2 Outputs achieved, objective 3

The second substantial objective (Objective 3) proposes to empower indigenous people and their organisations so that they are in a position to exert greater influence and thus put in place a policy based on the struggle against poverty and in favour of sustainable development at local and rural level.

¹³ According to an article published by the Inter-American Development Bank (IDB), there is an ongoing discussion on the different ways in which the issue has been tackled in Central America. See Peter Nolis and Natalia Winder, *Building Local Accountability in Central America: Lessons Learned and Future Challenges in the Social Sector* (a Spanish-language version can be found at <http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=850983>)

There are three outputs, each with its indicator, for this objective. The table below sums up the levels of achievement of these three outputs.

Table 4. Comparison of outputs and achievements, objective 3.

Output	Indicator	Degree of Achievement
Output 3.1 The IP have been strengthened in their proactive capacity to define sustainable rural development models (national, regional, local) that take into account the values and demands of IP.	I.13 IP organisations lobby for sustainable rural development proposals at different levels and different state agencies.	Seven projects that contribute to this indicator have been financed. The main results are as follows: Advocacy in the municipality of El Estor on the issue of community ecotourism. Preparation of a minimum agenda for development in the municipality of Rabinal. Preparation of a comprehensive development proposal in ten municipalities in Alta Verapaz, based on indigenous rights. Preparation of sustainable development proposals in the central region. Recovery of autonomy in water management in the community of Patzún. Preliminary document on an Economic Development Plan for five municipalities in the department of Chimaltenango. Lobbying of mayor's offices and INGUAT to approve the plan. Establishment of a network of fruit producers in six communities of Alta Verapaz, including training, the preparation of manuals and a needs analysis.
Output 3.2 IP organisations have increased and strengthened their organisational, technical and lobbying capacities to improve/generate public policy and investments to make progress towards poverty reduction, including the agrarian problem.	I.14 The IP review and generate reforms to the existing legislation on the issue of lands and territories in relation to the Agreement on Socioeconomic Aspects and the Agrarian Situation, AIDPI and ILO Convention 169.	Four projects have been financed that contribute to achieving this indicator. The main results are as follows: A nationwide project intended to monitor and advocate in favour of the implementation of the cadastre failed to make progress for several reasons and was cancelled. Establishment of a network to negotiate proposals related to the management of natural resources in the Quiché area. Preparation of alternative proposals and lobbying regarding plans to begin open-sky mining in Huehuetenango. Establishment of a network of local organisations that promote IP poverty reduction strategies, the preparation of critical analysis documents and a process to develop an alternative strategy are underway.

Output	Indicator	Degree of Achievement
Output 3.3 IP organisations are implementing monitoring mechanisms regarding policies, programmes and public projects leading to the reduction of poverty.	I.15 IP organisations lobby for proposals to comply with poverty reduction policies at national, departmental and local levels.	Four projects that contribute to this indicator have been financed. The main results are as follows: Through lobbying of FONAPAZ land has been assured for a group of landless campesinos in San Marcos, while other groups that have been granted land are receiving support for the marketing of their products. The non-governmental organisation ADIMPA has negotiated several projects in western Guatemala (housing, funds for land rental and inputs for crop-growing). A consortium of organisations in Ixcán are acknowledged and are in the process of negotiating projects with the municipal authorities. A commission has been set up to negotiate compensation with the government for the communities affected by the construction of the Chixoy Hydroelectric Dam. A political agreement has been reached in this regard.

Remarks concerning the contents of the above table:

- There are few nationwide projects that support the achievement of this objective. One of these projects dealt with the monitoring of the implementation of the cadastre, but it has been cancelled.
- The outputs achieved partially overlap, and the indicators are not very suitable for specifying the outputs.

6.1.3 Contribution of outputs to the objectives

As mentioned earlier, the Programme cannot ensure that every project effectively contributes to the achievement of each of the outputs, as this depends upon the projects introduced by the indigenous organisations. However, what the Programme can do is prioritise projects that contribute to particular outputs.

In general, the projects selected match the objectives well, and it has proven possible to limit financing almost exclusively to advocacy projects (capacity strengthening, specifically the proactive and consensus-reaching competencies, as well as lobbying to find solutions). This is the expressed intent found in the PD.

Further, it is thought that a good balance has been struck between national projects that concentrate on advocacy work vis-à-vis the government and Congress, and sub-national projects (community, municipality, region).

However, at national level it is observed there is a certain bias toward ethnic and cultural claims (language, culture, spirituality), to the detriment of social claims (fighting poverty, the land issue, etc.). This bias probably reflects more the current thinking among indigenous organisations, and particularly among the Mayas, than a Programme policy on project selection. In the process of building consensus around a Maya Political Agenda (as reflected in different drafts), a gradual transition from socio-economic to ethnic and cultural matters can also be noted.¹⁴

¹⁴ The project director has the following to say on the subject: "Experience shows that the struggle for land is also a spiritual struggle, that the demands for recognition of languages are also political struggles, and so on. In short, these issues overlap and there are no well-defined limits that determine exactly to what point cultural demands extend and where class-based demands begin or vice-versa. What is difficult in the field is to match cultural with economic demands, to get them to advance simultaneously as rights, given that the State has different agencies through which to channel and further these struggles."

6.2 Overall Progress in the Projects Financed

In general terms, the Programme has been implemented as planned. An open call was made for the selection of an entity to take charge of administrating the mechanism (won by CATIE, as mentioned earlier). A Steering Committee (SC) was set up for the mechanism, a director was engaged and a technical team set up. Further, an Implementation Manual was drafted and an administrative and financial control system established, as was a monitoring and information system.

Subsequently two calls for projects were made. The first such call (December 2005) attracted 114 proposals, of which the technical team chose 39 as being viable. Ultimately the SC approved financing for sixteen of the proposals.

During the first call it was noted that the indigenous organisations were having difficulty adjusting to a rigorous presentation of their projects in the context of a logical framework. Due to this weakness it was decided to change the procedure for the second call and request only project profiles, for the purpose of proceeding first to establish a short list and then provide support for the preparation of documents according to the guidelines and forms used by the mechanism.

In July of 2006 the second call was issued, and 116 profiles were received. The technical team then pre-selected 34 of the proposals, which received support for the preparation of a project document. Of those, eighteen were approved for financing by the SC. During the 2007 election campaign, the SC decided to also finance a specific project intended to get out the indigenous vote. Thus in all 35 projects were financed.

As can be deduced from the above, the Programme in reality did not get underway until early 2006, due to the considerable amount of work that went into choosing the first projects to be financed, leaving two years for the implementation of the projects selected as an outcome of the first call and only eighteen months for those chosen in the second round. In practice, implementation time became even shorter, due to the administrative problems encountered during start-up.

The projects in general are thus running late as concerns their implementation. This is reflected in the request for an extension introduced by eighteen of the projects.¹⁵ One project was terminated due to delays in accounting for the funds received, but it is expected that most of the remaining projects will conclude before the Programme closes down.

The reasons for the delays in project implementation are several, among which stand out: (i) overly ambitious plans regarding implementation times; (ii) a slow start at many of the projects; (iii) problems for organisations to adjust to the administrative systems at the entity charged with administrating the mechanism; (iv) as a consequence of the foregoing, many organisations had to paralyse project activities for lack of funding; (v) a relatively complex process to approve changes in programming of activities on the part of the implementing staff; and (vi) as most were advocacy projects, they were subject to the political conjuncture, which influenced their implementation, especially in during the latter part of 2007, when the election campaign was underway.¹⁶ In some cases, there was staff turnover among project staff due to the dangerous nature of the work involved.

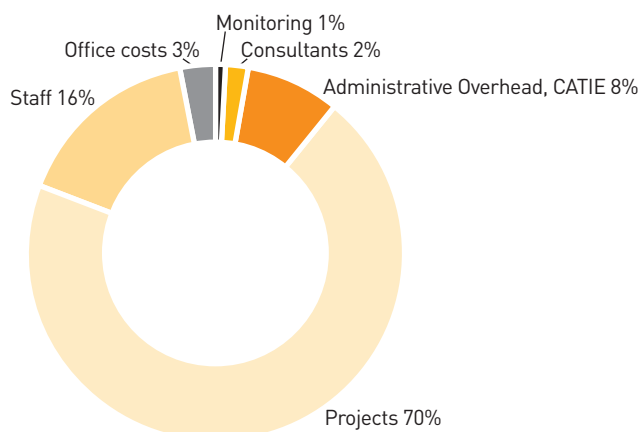
¹⁵ This was in part the case due to the change in director of the mechanism.

¹⁶ The effect of the elections is mixed. In some cases the change of municipal authority has forced the organisations to start their lobbying work again from scratch, while in others it has meant that efforts that had found themselves bogged down, were suddenly crowned with success.

6.3 Programme Cost-efficiency

As for the mechanism's cost-efficiency, it can be observed that it has a relatively high operational cost (approximately 30%, according to the approved budget). To this must be added the operational costs of the projects themselves. The following graph indicates the distribution of expenditures according to the main budget items.

Costs, Oxlajuj Tz'ikin



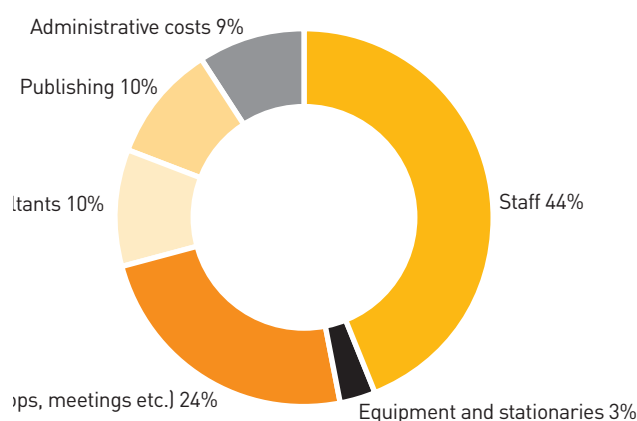
As can be seen in the graph, some 70% of the funds go to the projects. The largest expenditures are for staff expenses (16%), followed by payment to the administrative entity for overhead expenses (8%, as per contract).

Staff expenses are high because the team is fairly large (one director, five technicians, three administrators at the regional offices and an accountant at headquarters whose wages form part of the 8% allocated to the implementing entity). This is a rather large number of people to deal with these 34 projects. One justification for this might be that a significant number of the counterparts are relatively weak organisations and that there is therefore a need for reasonably intensive follow up and technical assistance.

The Evaluation Team, however, is of the opinion that in the future operational costs could be reduced somewhat by establishing a lighter implementation system (see below), while simultaneously improving the quality of technical assistance.

The next graph shows the distribution of expenditures of a *typical small local project* (financing of Q 250,000 over 18 months).

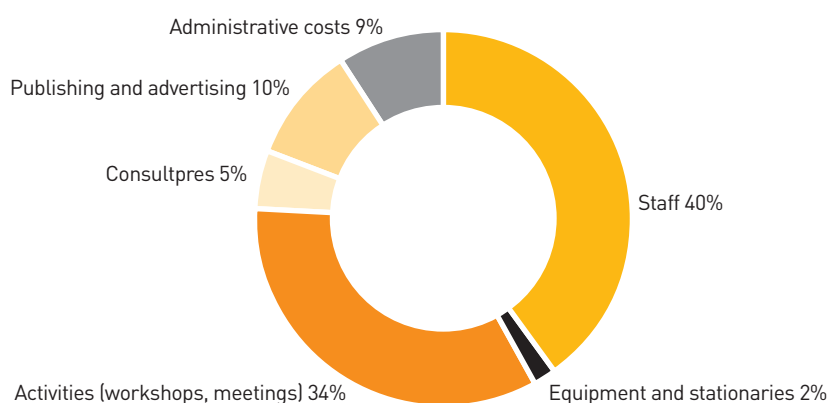
Distribución de gastos, pequeño proyecto local



As can be seen, the largest expenditure is for staff (44%), while workshops and meetings together make up some 24%. The organisation receives 10% (9% of the total) for overhead expenses. In this example, the staff consists of a coordinator, two technicians and a half-time accountant.

The following graph displays the distribution for a large project, national in scope (Q 30 million in twenty months).

Distribution of costs, large national project



The graph above shows that the distribution of project expenditures does not vary much compared to small local projects. The most significant expenditures here also are for staff (40%), followed by workshops and meetings (34%).

It is tempting to criticise projects for the high contents of their staff expenses, which include consultants whose fees often surpass half the total project cost. On the other hand, the projects are mainly in the field of advocacy, and as such typically need a considerable amount of human resources.

Advocacy projects normally imply a phase of mobilisation, consultation, the preparation of proposals through a consensus-building process, their subsequent validation, sometimes training for the organisation's grassroots and finally the actual advocacy work with authorities at the various levels (dissemination, negotiation). All of these activities require human resources (permanent staff or consultants), expenditures on workshops and meetings, dissemination expenses (in print, radio, etc.) and mobilisation costs.

The salaries (fees) received seem in general to be reasonable.

As for the use made of staff, one observation is that staff at the projects (much like the Programme's technical staff) spends a great deal of time dealing with administrative-financial matters. Another source of inefficiency at the projects is that many of them have gone through periods of stagnation due to delays in the transfer of funds.¹⁷

In some cases, the organisations have proposed persons on their Board for positions as project coordinators or technicians. Taking into account that the organisations in great measure depend upon internal financing, this is an understandable, albeit questionable, practice. In one case in which the General Coordinator of the organisation had been accepted as Project Coordinator as well, it led to the problem that in practice the organisation was left without a coordinator, causing serious difficulties regarding implementation. It is recommended that in the future there be a condition, namely that project coordinators may not come from the leadership of the applicant organisations. The practice is to provide the organisations with 10% above the project cost for overhead, which should be sufficient as institutional support. As these 10% may be used as the organisation sees fit, those who wish to do so may use the money to pay their leaders.

The conclusion as regards expenditures is that they seem reasonable, as long as the project itself is effective, meaning that it achieves the objectives set forth. A simplification of the administrative-financial procedures may improve efficiency.

7. Impact

This part of the evaluation is more broad-based and seeks to assess both the positive and negative consequences of project implementation, regardless of whether or not these were planned. However, taking into account that the projects are still underway, it is not possible at this juncture to expect effects beyond the objectives put forth. One expected impact in the medium and long term is a more generalised consolidation of the indigenous organisations, but it is still too early to evaluate to what extent this will actually be the case.

As an unexpected impact one might mention the degree of institutionalisation of Oxlajuj Tz'ikin, as the financing mechanism is now one of the most important referents among the Maya organisations. This may be both a positive and negative outcome. On the one hand, the intention behind establishing Oxlajuj Tz'ikin is precisely to set up a self-management mechanism for Maya organisations that is not under the supervision of any foreign agency. On the other hand, Oxlajuj Tz'ikin runs the risk of becoming yet another NGO among the many NGOs made up of indigenous people in Guatemala. It must also be remembered that Oxlajuj Tz'ikin does not have a mandate from the Maya organisations – after all, its SC has been selected by the Swedish Embassy. It is therefore thought that it is important to insist on the temporary nature of this transitory financing mechanism that will operate until the indigenous organisations and particularly the entities that represent the indigenous people grow stronger and can stand on their own.

¹⁷ The administrative entity reports that it is the delays in the presentation of accounts on the part of the organisations that lead to delays in the transfers.

8. Relevance

The study carried out in 2003 regarding the context of the indigenous movement in Guatemala and its organisations, which serves as the baseline for the mechanism, points out that the commitments related to the rights of indigenous people are the ones showing the least degree of compliance, along with most of the actions foreseen to overcome discrimination and poverty. The ILO Convention 169, the Peace Accords, the Law on Development Councils and the Municipal Code are all, according to the study, the juridical and political instruments that legitimate the participation of indigenous peoples.

In brief, it is thought that the Programme is highly relevant due to its close relation to the Peace Accords, and AIDPI and ILO Convention 169 in particular, both of which have been prioritised by the indigenous peoples and their organisations as well as by Swedish cooperation. It is also the opinion of the Evaluation Team that the decision to concentrate the Programme on advocacy rather than directly financing the implementation of the accords is pertinent, as it is necessary that the Guatemalan state assume responsibility for what it has signed. It is not sustainable in the long run that the Accords depend upon the goodwill of the international community and the cooperation of donors.

What can be discussed is if the mechanism constitutes the best way by which to support the progress of AIDPI and ILO Convention 169. In schematic terms, three alternatives may be stipulated for channeling the funds to Sida:

- Support to the government of Guatemala, specifically for the implementation of AIDPI and ILO Convention 169.
- Support to Maya organisations through international NGOs (Swedish).
- Support to Maya organisations through a financing mechanism run directly by persons involved in the Maya movement (Oxlajuj Tz'ikin).

International cooperation funds to support the implementation of the Peace Accords are traditionally channelled through the first two of the abovementioned modalities. It is the opinion of the Evaluation Team that the Oxlajuj Tz'ikin financing mechanism, in which the funds are managed by persons involved in the Maya movement, constitutes an interesting innovation that complements the other types of international cooperation.

9. Sustainability

In this context, Programme sustainability refers not to the mechanism (which is temporary), but rather to the projects being financed. This sustainability in fact varies depending upon the characteristics of each project. The Evaluation Team is of the opinion that among the eleven projects that it visited, there is in general no problem concerning sustainability. Some of the projects are specific to a particular place and being time-bound need no follow-up. Others have provided additional funds in order to add advocacy activities to projects already underway with support from other sources of financing, while still others have a good possibility of obtaining financing later on (for instance, the municipal governments).

There are, however, also projects for which it is crucial to raise additional funds if they are to consolidate the effects of their work thus far, while it is unlikely they will be able to do so. They therefore run the risk of not being sustainable. Specifically, some of the advocacy projects consist of the preparation, negotiation and reaching of agreements, and the mechanism is committed to financing the process up to the point at which it is introduced. But in several cases the projects conclude without having finished negotiating the proposal. In other cases, networks of organisations have been established around an issue of common interest, but these will encounter difficulties to continue functioning without some external financing.

10. Management and Follow-up

As mentioned earlier, the administration mechanism has been delegated to an administrative entity (CATIE), while strategic decisions – among which are the issues to be prioritised and the subsequent selection of projects to be financed – are taken by the Steering Committee.

10.1 Implementation Mechanism

Once a project is approved, CATIE signs a contract with the organisation that has introduced the project. This contract describes CATIE and the organisation as joint project implementers. This carries the implication that the organisation implements the project on behalf of CATIE, and that all invoices are made out to CATIE.¹⁸

CATIE makes the first disbursement of funds based on an operational plan and a quarterly budget. When the organisation has executed 70% of the funds, it can request a new disbursement based on a plan and a budget for the subsequent quarter, as long as the accounting for the funds received is satisfactory. The organisations must deliver the original invoices so that these can be recorded in CATIE's accounting system.

This type of relationship between the financing agency and implementing organisation was not unusual ten or fifteen years ago, but nowadays very few cooperation agencies use it, and even less so after the signing of the Paris Agreement on the new modalities for international cooperation. The main reason is that this type of project implementation does not help to create institutionality at the organisations, as they are directed to follow the internal regulations of the various financing agencies they work with.

¹⁸ According to the contracts signed between the organisations and CATIE, the invoices are to be issued to CATIE/PROJECT and include CATIE's taxpayer identification number (533690-2).

The current international norm is that cooperation must contribute to strengthen the beneficiary organisation's internal administration, accounting and oversight mechanisms.

The cooperation modality that predominates today (and it is recommended that the Programme follow it in the future), is that a cooperation agreement be signed between the parties that stipulates conditions for financing.¹⁹ The disbursements take place based on periodical plans and budgets (often quarterly), and the organisation implements the funds, journalises the transactions and sends the financing agency a rendering of accounts based on its own accounting system, together with a plan of operation and a budget for the upcoming period. The financing agency reviews the accounts presented to verify that it is in accordance with the agreed-upon budget and annual plan of operation (APO), and if it is, proceeds to make the next disbursement. In order to ensure the proper use of the funds being provided, the financing agency engages an auditing company to undertake periodic audits (normally on an annual basis, but more frequently in those cases in which an organisation's internal control system is weak), unless the organisation has an external auditing system that satisfies the requirements of the financing agencies. Normally the auditing company must also support the organisation by helping it to improve its internal control system. In case there are many deficiencies, the financing agency may provide technical assistance to strengthen the administrative and financial system. The continuity of the relationship between the parties depends on that the organisation demonstrates the willingness to improve its administrative-financial and internal control systems.

It is worth highlighting a particularity of the regulations issued by the administrative entity and that has been widely criticised by the indigenous organisations. According to instructions from CATIE, any staff contracted whose salary is to be paid for using financing made available by the mechanism must be hired as a provider of professional services. This means that such staff members must register in the SAT as service providers and extend invoices legalised by SAT to CATIE for services rendered. One implication of this practice is that no benefits are paid (among these, the payment to the Guatemalan Social Security Institute, IGSS). Several of the organisations interviewed expressed their disagreement with this rule, as it forces them to work with a modality that does not recognise labour rights.²⁰ As a curiosity, CATIE staff financed by the Programme have a normal labour relation with CATIE, and are not considered to be service providers. It is difficult for the Evaluation Team to understand the rationale behind this CATIE decision, and it is recommended that in the future the mechanism impose no such conditions as concerns labour relations on the organisations being financed, except that all contracting must be the responsibility of the organisation and implies no contractual obligations for the mechanism (as is the case in the relationship between CATIE and the Swedish Embassy).

10.2 Technical Team

The financing mechanism currently has a technical team made up of (i) three regional coordinators and three regional administrative assistants (in northern, central and western Guatemala); (ii) two national technicians (one for each area); (iii) a director and (iv) an accountant (part-time). The projects tend to have a coordinator, one or several technicians and an accountant (full or part-time).

The Evaluation Team is of the opinion that the technical team is competent and identifies with the objective of supporting indigenous peoples. It is also considered to be a step in the right direction that bilingual (Maya-Spanish) staff has been recruited that is knowledgeable of prevailing conditions in the

¹⁹ The relationship between donor agency – administrative entity – implementing organisation is very similar to the current type of relationships that exist in the case of most international NGOs working in Guatemala. Normally, the international NGO has an agreement with the donor agency (oftentimes the government of its country of origin) and then proceeds to sign agreements with local implementing agencies.

²⁰ CATIE avers that it has not issued instructions to this effect. However, the Evaluation Team can verify that this is how it was understood by all organisations interviewed. At the least this is a case of lack of communication between the administrative entity and the indigenous organisations, and as such is highly worrisome.

different regions where the financing mechanism operates. This has greatly facilitated the capacity for dialogue and local advocacy. The technical team has not limited itself to receiving proposals from the organisations, but has rather played a proactive role in helping to develop ideas for projects that were put forth by the organisations, and in forging alliances between organisations that work in the same field. Among these there stands out the establishment of the Maya Agenda, which has required political negotiation to take place between the parties in order to build a relative consensus, as well as intense collective work among the organisations that make up the consortium. Another case worth highlighting is the project at the Chichicastenango Indigenous Mayor's Office, where it has been equally demanding to coordinate negotiation and agreement-reaching activities in order to advance its aspirations.

Yet at the same time the Evaluation Team noted that currently a considerable portion – and in the opinion of the Team more than the optimal amount – of the technical team's work is dedicated to ensuring that the administrative and financial requirements of the mechanism are complied with. The consequence of this is that the work of accompaniment and technical assistance to the organisations is insufficient, and there is a tendency for the organisations to perceive the technical team as part of the control system, rather than as partners in dialogue and strategic development.

The Evaluation Team recommends that the relationship between the mechanism and the implementing organisations be changed as proposed in the foregoing section. This would allow the technical team to decouple itself from the administrative-financial control system and concentrate on its main role, namely accompaniment and technical assistance.

In order to make the functioning of the technical team more efficient, it is recommended that its faculties be more clearly delegated. The organisations must be able to make small changes to the projects without prior consultation, among them minor movements between budget item lines (say, those beneath 10%). They should also be allowed to introduce changes somewhat more substantial in scope, upon prior approval from the regional coordinator, so that only truly major changes need to be brought before the director of the mechanism for approval (for instance, changes that imply modifications to the outputs). Along the same lines, the organisations should be allowed to decide whether to expedite or postpone activities planned from one quarter to another, without prior permission. This implies that the organisation would be free to make use of a quarterly transfer received, as long as the activities are part of the plan and annual budget.²¹

Finally, it is thought that an effort should be made to encourage better team spirit. This can be achieved by promoting periodic meetings at which experiences are exchanged and thematic discussions and strategic analyses take place.

10.3 Steering Committee

The Steering Committee is made up of four Maya notables, a representative of the Government (currently the Maya Ombudsman for Women), the director of the technical team and the director of the financing mechanism's administrative entity (the latter participates but has no vote). At the time of this writing the SC is not complete, as the incoming government has not yet designated its representative, and another member of the SC has resigned. The Evaluation team considers that the members of the SC show great dedication to their role as persons charged with responsibility for the strategic guidance of the financing mechanism, and have made significant contributions to its development. As said mechanism is new, all participants are still in process of learning and evolving.

²¹ CATIE has noted in its comments to this Evaluation Report that it does not agree with the introduction of this more flexible approach.

The technical team has pointed out it considers there is very little direct communication with the SC. It is recommended that periodic strategic analysis events take place on specific issues, with the participation of the SC and the technical team, for the purpose of enhancing the unification of criteria.

Although there is already a proposal for regulating the mechanism, it has yet to be definitively approved. The Evaluation Team is of the opinion that the paragraph on possible conflicts of interest could be more detailed than is the case in the current proposal.

10.4 Project Approval Process

As it is now operating, the project selection process involves the following steps:

- *Public call for projects.* It is understood that the SC has not used its authority to define priorities besides those that are already set forth in the Programme Document. As mentioned earlier, the second call required only project profiles.
- *The technical preselection* of the profiles is carried out by the technical team.
- Support for *preparation of the project documents* is provided for the organisations that have entered preselected profiles based on a previously defined model.
- A *technical preselection* of the projects introduced takes place, using a predefined form that weighs different aspects of the proposals and assigns a number based on a points system.
- *Analysis of projects and approval by the SC.* During the assessment of the proposals for projects, the SC developed criteria for project approval. However, these need to be detailed, made clear and communicated to the organisations that are interested in putting forth projects in the future.

The Evaluation Team considers that the practice implemented during the second call for projects, meaning an initial request for profiles instead of detailed documents is a good idea, as it can save work (and possible frustration) for both the applicant organisations, the technical team and the SC.

The form used for the technical evaluation of the projects is not the most suitable and it is recommended it be reviewed before a new call for projects is issued. In the first place, there are numerous points (three points at 10% each for impact, 8 points at 5% each for technical quality, three points at 5% each for institutional capacity and three points at 5% each for financial aspects) that in many cases are not at all clear²² and tend to create confusion. Secondly, there is a mixture of criteria that are indeed priorities (for instance in relation to programme objectives, the probability of success or the dependability of the applying organisation), and those that should rather be conditions (for example, the relationship between budget and activities planned, or the ceiling set for operating expenses), and which may only need to be adjusted before a possible approval. Finally, the form has elements that are more indicated in the case of an evaluation of technical proposals in tenders for civilian works, in particular as concerns the experience of the organisation. These elements tend to favour large NGOs that have received considerable external financing, but is not propitious for emerging organisations that may well have interesting ideas for contributing towards an issue that is central to the Programme.

²² For instance, how to interpret an allocation of 5% to the criterion “Geographic coverage of the project (linguistic communities, departments, nationwide)”? Does this mean that projects with nationwide coverage are rewarded above community projects?

It is proposed to simplify the technical analysis of the projects with least points and to strongly emphasise the following in the project profiles:

- *Criteria of eligibility.* The main criteria must be that the issue upon which work is to be done be within Programme objectives. The other criteria for eligibility, for instance that the organisation must have legal standing, should be interpreted as per ILO Convention 169.
- *The relevance of the project* to the mechanism's objectives. Here extra points should be awarded to those projects that are keyed to important issues that other proposals do not take into account.
- *The applicant organisation:* Here *representativity or contact with the grassroots* should carry some weight. The organisation's experience (successful or not) with prior projects should also be a factor.

It is proposed that once a project profile is preselected, the introduction of a proposal that is coherent and in accordance with the norms set forth by the financing mechanism must be a condition for its final approval. Whenever necessary, the mechanism must continue to provide technical assistance in preparing the document. Final approval could be conditioned to adjustments to the project (for instance, to the budget).

It is recommended that criteria used by the SC to prioritise the projects be developed, made explicit and included in the implementation manual.

10.5 Monitoring System

CATIE has developed a monitoring system that is independent of the projects. This monitoring follows an established guide and is carried out by monitoring assistants that are contracted on a temporary basis and are independent of the technical team. In the contract, CATIE has a budget of approximately Q 400,000 for this activity. To date there have been two monitoring exercises (June and December 2007).

The Evaluation Team recognises the effort made by CATIE to establish a monitoring system, but considers that there are still many challenges to be overcome before the system can really be said to contribute to the Programme's strategic management.

The two monitoring exercises carried out thus far both concentrated on monitoring the implementation of the planned activities. The monitoring assistant, working together with the regional coordinator and the project coordinator, fills out a spreadsheet in which he/she records the activities undertaken. Further, the monitoring assistant reviews the available documentation in order to verify that the activities actually took place (i.e. proceedings from workshops). The monitoring is thus perceived to be yet another control exercise.

Now clearly it is not an easy task to build a monitoring system that allows for usefully summing up the progress made in a number of projects as heterogeneous as is the case with the Oxlajuj Tz'ikin financing mechanism. Progress can be observed in the second round of monitoring that took place in December 2007, compared to the first June round, as it includes more information concerning actual outputs.²³ Still, as it is currently being carried out, the monitoring system is essentially reduced to a recording of activities that does not really monitor outputs, much less impacts. Further, it does not include indicators for participation in the various activities (for instance, the number of persons that participate in the activities, broken down by gender, indigenous people, etc.). The result of the monitoring is basically no more than a balance of the level of implementation of project activities, a balance that has scarce informative value beyond what is in any case to be found in the budget execution reports. As this

²³ The administrative entity reports that it has the intention of continuing to develop the system toward a monitoring modality at the level of objectives and results, and that it already has the instruments with which to incorporate the appropriate information (for use in the Final Report).

information is already at hand, the effort made to monitor the projects in this fashion is difficult to justify.

The technical team each year prepares an annual report that indicates the degree to which the outputs identified in the logical frameworks of the projects have been achieved. These reports provide more relevant information about the progress made in the projects, particularly as regards the outputs obtained

It is recommended to carry out a thoroughgoing review of the monitoring system for a possible new Programme phase. The criteria for such a review should be:

- The system must be useful to the organisations. To that end it must be simple and provide useful information to the organisation.
- The goal is to provide useful information to the organisations and the mechanism, rather than exercise control and oversight. If considered pertinent, the monitoring system can be complemented with an external evaluation of the projects selected for verifying the functioning of the monitoring.
- It is necessary to distinguish between continuous information (keeping track of activities) and periodical information (for instance, annual for outputs and every four months for impact indicators). One possible way of gathering information on progress regarding outputs is by holding an internal evaluation and planning workshop at each project at the end of the year, with the participation of the financing mechanism technician.
- There must be a reasonable relation between the cost of gathering the information and its usefulness.
- It is not an end in itself to sum up project progress in a single indicator (percentage of progress made), given that there already is an approximate indicator for that purpose in the way financial execution is reported.

11. Cross-cutting Issues

The financing mechanism has favoured the incorporation of indigenous women, in particular those belonging to the Maya peoples, in decision-making and leadership structures (Steering Committee – Board of Directors), as well as the technical and operational levels (Regional Offices). In other words, it has opened up significant opportunities to incorporate professional indigenous women with broad experience in organisational processes and exercising ethnic-political claims.

The mechanism director has been an active member of different commissions and has participated at international events geared towards socialising the progress made at Oxlajuj Tz'ikin, as well as at others aimed at supporting initiatives related directly and indirectly to their activities.

The financing mechanism also has an affirmative action strategy that is reflected explicitly in the second objective and in output 5: “Indigenous peoples and indigenous women in particular increase their participation and exercise citizenship at different public decision-making bodies.”

By means of support to specific projects the mechanism has favoured the participation of indigenous women and has achieved that its initiatives exert influence, mainly at local and regional level. Support to initiatives such as “Maya Sexual and Reproductive Health” or “Political Advocacy of Maya Women for the Exercise of Citizenship” acquire particular relevance as they contribute to improving the current situation of indigenous women through advocacy activities.

Despite these significant efforts it was observed that limitations persist in relation to the cross-cutting treatment of the gender equity approach in each and every one of the initiatives introduced by the various indigenous organisations and is supported by the mechanism that tackles issues that are of vital importance to the improvement of the current situation and conditions of indigenous women. Said issues have a direct relation to the question of identity and political as well as socioeconomic rights such as education, land, poverty reduction plans, food security and so on.

The difficulties faced by the crosscutting treatment of the gender approach may be related to the priority being currently granted at indigenous organisations to human rights seen from a cultural perspective, as well as the prioritisation of their demands in terms of the collective rights of indigenous peoples.

These difficulties evidence that it is still necessary to hold debates and continue to reflect on the conceptual proposals of the gender approach and the need to work on them in the different sociocultural contexts in which the mechanism operates, for the purpose of facilitating an encounter between these proposals and the Maya concept of “complementariness”, that would allow for recognising that women too have rights, much as do collectives, communities, peoples and nations.²⁴

The internal debate at the mechanism, and above all among the indigenous organisations with which it works must without doubt focus on taking organisational positions that favour dealing with the problems inherent to the current situation of women, with a view towards contributing positively to improving them by means of their participation, empowerment and advocacy at the organisations themselves and in the local, regional and *national* context. This must be done through all of the actions they undertake, in order to generate an *internal* context (at the indigenous organisations and among the subjects – men and women – that are members) and an *external* context (in public spaces, institutions at local, regional and national level) favourable to improving their current situation and condition. The financing mechanism would thus contribute to generating more democratic, participatory and equitable processes within the indigenous organisations themselves.

The projects to be selected will thus have to explicitly establish gender indicators, and the monitoring system must improve qualitatively as concerns recording the processes of participation and advocacy, so that it becomes clear who the actors are (women, men, entities, organisations) that are promoting it.

Without a doubt, the advocacy activities foreseen by the mechanism have generated broad-based participation by the indigenous population at local, regional and national level. This participation should be made evident in the project reports and records kept by the monitoring system.

One of the greatest efforts made by the mechanism is its facilitation of political advocacy proposals based on the worldview of the indigenous peoples, thus fostering the building of a democracy based on the principles of multiculturalism that exist in Guatemala. It would therefore be appropriate to systematise the aspects of the indigenous worldview through the various initiatives supported by the mechanism.

The construction of political advocacy proposals based on the worldview of indigenous peoples has doubtlessly also generated processes of advocacy among the indigenous peoples themselves, their traditional and non-traditional organisations. These processes have contributed to the strengthening and revaluation of aspects related to the cultural, social and organisational identity of these peoples.

It must, however, be stressed that challenges remain as concerns the internal consolidation of participatory mechanisms in the current structures that would allow for the development of internal democracy and equity that favour social control in the implementation of their current proposals.

²⁴ Human Rights Office of the Archbishopric of Guatemala, “Towards respect for the religious rights of the Maya People”, 2006.

12. A Possible Future Phase

Since it was first conceived, the Oxlajuj Tz'ikin financing mechanism was planned to have two three-year periods. Put otherwise, there always was to be second three-year phase upon conclusion of the first phase in mid-2008. This Evaluation Report has no elements that might lead to questioning the continuity of the mechanism. Indeed, the evaluation is in general positive, while pointing out some areas in which its functioning can (and should) be improved.

For a possible future phase there are two main areas in which strategic decisions must be taken:

- 1) The *specific objectives and outputs* that are sought through these specific objectives (the Programme logical framework). Defining the logical framework there are several options, as follows: (i) to set objectives and expected outputs in a very broad fashion, allowing the mechanism to function mainly in terms of the demands of the organisations; or (ii) define more specific objectives and expected outputs, which would force the organisations to adjust to the strategy set by the mechanism; or (iii) a combination of the first two options, namely to be very specific in some areas that are considered to be of particular importance and more open to the creativity of the organisations in others. The current strategy most closely reflects option (iii).
- 2) *More operational functioning of the financing mechanism*. The present evaluation includes a number of recommendations to improve this aspect.

A brainstorming workshop/meeting was held for the purpose of discussing the first point. The SC participated, as did some twenty notable personalities active in the Maya movement, both from organisations being financed by the mechanism and those without any direct relation to it.

The workshop was not designed to reach consensus on the strategic lines for the future, but some indications as to its likely direction can be gathered from the discussion at the workshop:

- It is considered that the two large areas of intervention are still relevant: (i) advocacy in the political and cultural sphere; and (ii) advocacy in the socioeconomic arena. There was an inconclusive debate on where to deal with the issue of land and territoriality and possible targeting within the large objectives.
- No one questioned the fact that the mechanism intervenes exclusively in the area of advocacy and strengthening of the organisations, but some had doubts about the pressure exerted by the mechanism for organisations with similar projects to create consortiums.
- Support was expressed to the way in which the mechanism operates through regional offices, but there was a generalised claim concerning changes in the administrative-financial procedures.
- The wish was expressed that the mechanism continue using affirmative action toward indigenous women and the need to deal with the issue of women within the context of the Mayan worldview.
- The need to ensure the continuity of some of the strategic initiatives financed during the first phase was discussed.

Regarding a possible future phase, the following is recommended:

- Continue with the two specific objectives, perhaps rewording them somewhat to make them clearer.
- Define expected outputs based on a strategic analysis of the current situation of the indigenous movement and the neuralgic points for furthering a project toward its objectives. This analysis is to be carried out by the Steering Committee. Outputs must be formulated as a mixture between gen-

eral and very specific outputs, and the formulation must be validated by a wider group before being approved.

- Among the very specific outputs it is recommended to include (i) an output related to a position on women's rights within the Maya worldview (possibly as a pilot project); and (ii) the formulation of draft legislation that implies the legal recognition of the traditional types of organisation in Mayan culture (among which are the indigenous community mayors), without their having to seek legal status as civil associations (as stipulated in ILO Convention 169).

13. Summary of the Main Recommendations

The recommendations found in the different sections of this document are related to the design and implementation of a future phase, as the current one is about to draw to a close. There follows a summary of the main recommendations:

Regarding the objectives for a second phase and Programme targeting:

- 1) Continue with the two specific objectives, perhaps rewording them somewhat to make them clearer.
- 2) Define expected outputs based on a strategic analysis of the current situation of the indigenous movement and the neuralgic points for furthering a project toward its objectives. This analysis is to be carried out by the Steering Committee. Outputs must be formulated as a mixture between general and very specific outputs, and the formulation must be validated by a wider group before being approved.
- 3) Among the very specific outputs it is recommended to include (i) an output related to a position on women's rights within the Maya worldview (possibly as a pilot project); and (ii) the formulation of draft legislation that implies the legal recognition of the traditional types of organisation in Mayan culture (among which are the indigenous community mayors), without their having to seek legal status as civil associations (as stipulated in ILO Convention 169).

Regarding the process of calls for projects and their selection

- 4) The SC can strengthen the Programme's strategic management by defining specific priorities (within the framework of defined objectives and outputs) for each call for projects.
- 5) Continue to use the project profile modality in the preselection phase.
- 6) Carry out a thoroughgoing review of the complete criteria for prioritising projects, emphasising the project's strategic significance. Selection criteria should be made public.
- 7) Proceed to the definitive approval of the regulations for the mechanism, and in this process go into further detail in the paragraph on possible conflicts of interest.

Regarding programme administration

- 8) Change the relationship between the administrative entity and the organisation in such a way that the latter takes on full responsibility for implementation. This includes accounting for the funds received and decisions regarding the modality for contracting staff.

- 9) Simplify regulations as concerns administrative and financial management, delegating responsibilities to implementing organisations and the financing mechanism's regional offices, thus ensuring that only issues that are strategic in nature reach the director and the SC. The technical team must concentrate mainly on technical assistance and accompaniment.

Regarding the monitoring system

- 10) Review the monitoring system based on the following principles:

- The system must be useful to the organisations.
- The goal is to provide information that is useful to the organisations and the mechanism, not to exercise a controlling function.
- It is necessary to distinguish between continuous information (recording of activities) and periodical information (for instance, annually for outputs and every four months for impacts).
- There must be a reasonable relation between the cost of gathering the information and the use it is put to.

Regarding cross-cutting issues

- 11) Approach the gender issue within the context of the Maya worldview, giving special priority to projects that deal with this subject.
- 12) Prioritise projects that strengthen participatory mechanisms within the implementing organisations, thus allowing for the development of internal democracy and equity that favour social control.

Regarding projects

- 13) Establish as a condition that project coordinators not come from the leadership of the applicant organisations. It is thought that the practice of providing the organisations with 10% above the project cost for overhead is sufficient as institutional support.

Annex 1 Terms of Reference

1. Propósito de la evaluación:

El proceso de implementación y grado de consecución de los objetivos y resultados esperados del programa denominado “Mecanismo de apoyo a pueblos indígenas Oxlajuj Tz’ikin” ha sido evaluado y valorada la relevancia del mismo en el contexto actual y futuro de los pueblos indígenas de Guatemala. Además, la nueva propuesta de seguimiento es formulada por el equipo evaluador.

2. Antecedentes y contexto general

De acuerdo a lo expresado en el documento de Proyecto del Programa “Mecanismo de Apoyo a los Pueblos Indígenas en Guatemala: Oxlajuj Tzi’kin”, a partir de la ratificación del Convenio 169 de la OIT y la firma del Acuerdo de Identidad y Derechos de los Pueblos Indígenas (AIDIPI), el Estado ha dado pasos importantes relacionados con el reconocimiento de los derechos de los pueblos indígenas, pero se evidencia que el reto aún es grande. Estos instrumentos jurídicos y políticos, han constituido la base fundamental de las diversas organizaciones indígenas, para encausar sus acciones y estrategias de trabajo, tendiente a la búsqueda de la implementación de sus contenidos temáticos. Asimismo, se indica que desafortunadamente, los resultados alcanzados hasta estos momentos, aun son insuficientes, por lo que se hace necesario coordinar acciones para avanzar en su implementación y efectivo cumplimiento.

Los pueblos indígenas de Guatemala, representan alrededor del 60% de la población guatemalteca; sin embargo, llama la atención que el Acuerdo de Identidad de los Pueblos Indígenas sea el acuerdo que menos se ha cumplido desde que se firmaron los Acuerdos de Paz.

En el año 2003, Asdi contrató los servicios de una empresa consultora²⁵, la cual realizó un estudio sobre el movimiento maya-indígena de Guatemala; asimismo, elaboró una propuesta de programa/proyecto para la implementación del Mecanismo; de manera complementaria, una segunda consultoría en el año 2004, se enfocó en los aspectos relacionados con la entidad administradora, el contenido pragmático del fondo y el marco lógico, entre otros.

El Programa Oxlajuj Tzi’kin, centra sus principales esfuerzos en activar propuestas provenientes de las organizaciones indígenas, cuyo objetivo es articular las estrategias a partir de los intereses de los pueblos indígenas y, enmarcados en los Acuerdos de Paz, en los espacios locales, regionales y nacionales. Con este mecanismo, también se pretende atender solicitudes no indígenas que trabajen en el tema pero de preferencia, se promoverán acciones afirmativas para las expresiones afirmativas de los pueblos y mujeres indígenas.

Este mecanismo busca ser un instrumento que contribuya a disminuir las inequidades que sufran los pueblos indígenas, fomentando su participación e incidencia en distintos procesos económicos, sociales, políticos y culturales, marcados de forma relevante en el AIDIPI y el Convenio 169 de la OIT. El mecanismo no busca sustituir la responsabilidad del gobierno y Estado guatemalteco de asumir el financiamiento de las instituciones y programas de desarrollo de y para los Pueblos Indígenas.

Como parte de su estrategia de orientación política y tomando en cuenta las inequidades socioeconómicas de los pueblos indígenas y el histórico estatus de exclusión-discriminación en los que están inmersos, la estrategia de implementación del Mecanismo se basa en dos principios fundamentales:

²⁵ Boman & Peck.

- Principio de unidad de la diversidad, en la cual el Mecanismo busca apoyar el reconocimiento positivo de la diversidad lingüística, étnica y cultural, en el marco de la unidad del Estado guatemalteco para la construcción de una ciudadanía multicultural, real y no formal.
- Principio de acción afirmativa para con los pueblos indígenas y las expresiones organizativas de las mujeres indígenas, que busca privilegiar a los pueblos indígenas y a las mujeres indígenas, quienes representan alrededor del 60% de la población guatemalteca, han estado excluidos históricamente y no han sido sujetos reconocidos en la orientación de las políticas públicas del Estado guatemalteco.

La estrategia que se desarrolló para poner en marcha el Mecanismo, consta de tres fases:

- Primera Fase: instalación del Mecanismo.
- Segunda Fase: operativización de las áreas temáticas de cooperación del Mecanismo.
- Tercera Fase: sistemátización, monitoreo, evaluación y retroalimentación de proyectos.

Objetivo del Mecanismo: Se contribuirá a la consolidación de un estado guatemalteco democrático e incluyente a su naturaleza multicultural y pluricultural a través de estrategias de avances en el cumplimiento de Acuerdos de Paz, especialmente los acuerdos sobre Identidad y Derechos de los Pueblos Indígenas, Acuerdo Socioeconómico y Situación Agraria y el Convenio 169 de la OIT.

Como resultado de una licitación pública, Asdi adjudicó la administración del Mecanismo de apoyo a pueblos indígenas a CATIE, por un monto de 20 millones de Coronas Suecas, que equivale alrededor de Q26, 518, 184.

El Mecanismo de apoyo a pueblos indígenas Oxlajuj Tz'ikin, cuenta con un Consejo Directivo del Mecanismo es responsable de la toma de decisiones relacionadas con la aprobación de proyectos y otros de carácter estratégicos del mismo.

CATIE hizo dos convocatorias públicas, de las cuales tiene en ejecución 34 proyectos; 15 corresponden al Área de Democratización y Ciudadanía Multicultural y 19 al Área de Desarrollo Sostenible y Reducción de la Pobreza.

3. Delimitación/Alcances

La evaluación incluirá, pero no necesariamente estará limitada a los siguientes aspectos:

- 3.1 Analizar el marco contextual (político-institucional y jurídico –social) relacionado con los pueblos indígenas.
- 3.2 Evaluar y valorar la relevancia del programa en el contexto del Acuerdo de Identidad y derechos de los pueblos indígenas y el Convenio 169 de la OIT.
- 3.3 Valorar la relevancia y efectividad de los resultados alcanzados del programa y valorar la sostenibilidad de los resultados alcanzados.
- 3.4 Valorar la eficiencia de la entidad administradora en la implementación del Mecanismo de apoyo a pueblos indígenas Oxlajuj Tz'ikin.
- 3.5 Valoración del proceso de selección de proyectos a financiar y del proceso de selección a cargo del Consejo directivo.
- 3.6 Describir lecciones aprendidas para el Consejo Directivo del mecanismo de apoyo a pueblos indígenas, para la entidad administradora y para Asdi.
- 3.7 Formular la propuesta de seguimiento del programa Mecanismo de apoyo a pueblos indígenas.

4. Metodología

La evaluación externa será realizada por un equipo de dos consultores internacionales con amplia experiencia; quienes serán contratados por Asdi.

El consultor principal presentará su propuesta metodológica a Asdi, el cual deberá ser aprobado previo al inicio de la misma. Entre otras, deberá incluir:

- Una revisión documental relacionado con el programa: Mecanismo de apoyo a pueblos indígenas Oxlajuj Tzikin: documento de proyecto, informes, planes, entre otros. La documentación será proporcionada por la dirección del mecanismo y por Asdi.
- Entrevistas con personas clave, miembros del equipo técnico, CATIE, Consejo Directivo y otras que el equipo consultor consideren relevantes.
- Entrevistas con la Embajada de Suecia, otros organismos de cooperación, organizaciones e instituciones nacionales.
- Visitas de campo y entrevistas con el grupo meta

Se espera una participación activa de la dirección del mecanismo en el proceso de evaluación. CATIE y la dirección del mecanismo facilitarán el apoyo logístico para el trabajo de campo de los consultores; tanto en la ciudad como en las distintas regiones del país.

5. Plan de trabajo

La evaluación se llevará a cabo del 3 de marzo al 2 de abril del 2008. La visita de campo a Guatemala está prevista para el período del 3 al 13 o 14 de marzo?

Un plan de trabajo completo será presentado a Asdi por parte del consultor principal junto con la propuesta metodológica completa.

6. Informes

Antes de partir de Guatemala, el equipo brindará un debriefing con participación de la dirección del mecanismo, la dirección de la entidad administradora, el Consejo directivo y Asdi.

El informe escrito será elaborado en versión borrador, y en versión final, dando espacio (según lo acordado en el plan de trabajo) para Asdi y otros actores directamente involucrados a someter comentarios.

El primer borrador del informe será remitido a Asdi, Consejo Directivo y CATIE a más tardar el 25 de marzo; quienes. El 28 de marzo, habrá un taller para la discusión final de los resultados, en el cual participará el Consejo directivo, Asdi y CATIE.

El informe final deberá estar finalizado a más tardar el 3 de abril, el cual será remitido a Asdi en versión digital y física.

El informe final de evaluación externa será escrito en inglés y español, con un resumen ejecutivo en inglés y español²⁶. Respecto a la terminología, habrá que adherirse a la convención establecida sobre el tema por OECD/DAC.

²⁶ Junto con el informe en versión final, el consultor principal deberá presentar el formulario de Asdi conocido como Sida Evaluations Data Work Sheet.

En relación a la disposición del informe, habrá que tomar en cuenta el formato establecido según el Manual de Evaluaciones de Asdi.

Finalmente, en lo que se refiere al volumen del informe, el resumen ejecutivo tendrá un máximo de 5 páginas y el texto principal del informe un máximo de 30 páginas (sin incluir los anexos).

7. Productos esperados

1. Un informe de evaluación externa de acuerdo con los puntos enumerados en la delimitación del trabajo.
2. Una propuesta de seguimiento elaborada, con base a las lecciones aprendidas y recomendaciones del equipo para los actores involucrados

Annex 2 Programme

Lunes 3 de marzo

La tarde Llegada responsable del equipo
Reunión inicial en la Embajada de Suecia

Noche Llegada especialista en pueblos indígenas y género

Martes 4 de marzo

Mañana Reunión inicial con el equipo técnico (Germán Curruchiche Otzoy y Gergorio Hernández).
Planificación del trabajo.
Reunión con el responsable de monitoreo, Julio López

Tarde Continuación del trabajo con el equipo técnico

Miércoles 5 de marzo

Mañana Visita a Chimaltenango. Proyecto de Agenda Maya/PRODESSA

Tarde Visita al Proyecto Monitoero del Catastro/CUC
Reunión con Rigoberto Quemé, exalcalde de Quetzaltenango

Jueves 6 de marzo

Mañana Reunión con el equipo del Proyecto Lingüístico Francisco Marroquín.
Reunión con la Escuela de Ciencias Lingüísticas de la Universidad de San Carlos

Tarde Reunión con el Consejo Directivo
Reunión con la administradora y el contador de CATIE
Visita al Proyecto sobre sitios sagrados/Oxlajuj Aj'Pop
Reunión con la directora del mecanismo.

Viernes 7 de marzo

Mañana Viaje a Cobán. Visita en el camino a un taller realizado por el proyecto de la Instancia Kamol B'e.

Tarde Reunión con el equipo de la oficina del mecanismo en Cobán (Región Norte)
Reunión con la Instancia Kamol B'e

Sábado 8 de marzo

Mañana Reunión con el Alcalde de San Juan Chamelco
Visita al proyecto de danza y música en San Juan Chalmeco

Tarde Visita al proyecto de salud reproductiva /Oxlajuj Naleb
Viaje a Santa Cruz de Quiché

Domingo 9 de marzo

Mañana Visita al proyecto de la Alcaldía Indígena de Chichicastenango/ASDECO

Tarde Viaje a Quetzaltenango

Lunes 10 de marzo

Mañana Visita al proyecto de incidencia política de mujeres/AMUTED

Tarde Visita al proyecto de auditoría social en el municipio de San Juan Ostuncalco/ACODIMAM
Viaje a San Marcos
Visita al grupo de campesinos sin tierra gestionando tierra en San Marcos/ACOMNAT
Viaje a Malacatán

Martes 11 de marzo

Mañana Visita al proyecto de comercialización/Finca Nuevo Paraíso-APROT/ACOMNAT

Tarde Viaje a Guatemala

Miércoles 12 de marzo

Mañana Reunión con el director de CATIE en Guatemala
Reunión con la directora de Oxlajuj Tz'ikin
Reunión con la Embajada de Suecia

Tarde Redacción de nota de conclusiones preliminares

Jueves 13 de marzo

Mañana Redacción de nota de conclusiones preliminares (continuado)

Tarde Reunión con Diakonía (ONG Sueca)
Reunión con el Consejo Directivo de Oxlajuj Tz'ikin y la Embajada de Suecia, presentación de nota de conclusiones preliminares

Viernes 14 de marzo

Mañana Salida de especialista en pueblos indígenas y género
Taller sobre el futuro de Oxlajuj Tz'ikin

Tarde Salida del responsable del equipo

Annex 3 Person Met

Embajada de Suecia

Åsa Walton, Primer Secretario

Juana María Camposeco, Oficial de Programa

CATIE

Jorge Jiménez Burgos, Director CATIE-Guatemala

Julio López-Payés, Especialista de Proyectos

Eva Samara Casado, Administrativa Financiera

Equipo técnico, CATIE

Irma Alicia Velásquez, Directora

Germán Curruchiche Otzoy, Coordinador Área Democratización y Ciudadanía

Gregorio Loi Hernández, Coordinador Área de Desarrollo Sostenible

Héctor Chávez, Contador

Juan Guillermo Tzub, Coordinador Técnico, Oficina Norte

Yesenia Caal, asistente administradora, Oficina Norte

María Rosario Tiu, Coordinadora Técnico, Oficina Occidente

Ixil Cuzal, asistente administradora, Oficina Occidente

Consejo Directivo, Oxlajuj Tz'ikin

Ángel Zapeta

Miriam Chavajai

Martha Macz

Proyecto Agenda Maya/Prodesa

Proyecto Sitios Sagrados/Oxlajuj Aj Pop

Proyecto Monitoreo al Catastro/CUC

Daniel Pascual, Coordinador General, CUC

Carlos Barrientos, Secretario Ejecutivo

Sergio Beltedón, Asesor Legal

Helio Rolando Cuá, Administrador

Proyecto Educativo/Proyecto Lingüístico Francisco Marroquín

Claudio Tzay, Coordinador General del Proyecto

Andrés Cholutío García

José Caderón, Director de la Escuela de Ciencias Lingüísticas, USAC

Proyecto Instancia Kamol Be, Cobán

Oscar Pop, Consejo Asesor

Alberto Macz, Consejo Asesor

Byron Caal Caal, Consejo Asesor

Proyecto de Música y Danza, San Juan Chamelco

Daniel Alejandro Bar, Alcalde de San Juan Chamelco

Miguel Ángel Quin, Coordinador

Carlos Antonio Leal, Consultor

José Luís, Secretario del Comité

Proyecto Salud Reproductiva/Asociación Oxlajuj Na'leb

Myrna Cuq, Coordinadora Proyecto

Francisco Caal, Guía Espiritual

Doña Elizabeth, Comadrona

Doña Teresa, Comadrona

Proyecto Autoridad Indígena de Chichicastenango/ASDECO

José Macario Morales, Alcalde Indígena

Thomas Morales, Secretario de la Junta Directiva, ASDECO

Josefina, Directora ASDECO

Proyecto Incidencia Política Mujeres Indígenas/ AMUTED

Julia Sum, Coordinadora de AMUTED

Elizabeth del Rosario Coti, Coordinadora del Proyecto

Carmen Xicara, Consultora

Rauferí Ramírez, Contador AMUTED

Proyecto Auditoría Social San Juan Ostuncalgo/ACODIMAM

Pascual Romero Morales, Director Ejecutivo ACODIMAM

Alexander Gómez, Coordinador del Proyecto

Carmen Caldera, Contadora

Hugo Aníbal Juárez, Técnico del proyecto

Proyecto Comercialización Agrícola/ ACOMNAT

Don Catalino, Presidente ACOMNAT

Honorio Fuentes, Vice-Presidente, Asociación Campesina Nueva Candelaria

Luís Armando Gómez, miembro de la directiva,. Asociación Campesina Nueva Candelaria

Marcelino Miranda, Comisión de comercialización, APROT

Eludio Miranda, Administrativo, APROT

Claudio Fuentes, Comisión de comercialización, APROT

Emilio Rodríguez, encargado de apicultura, APROT

Victoriano Miranda

Diakonía

Sotero Sincal Cujcuj, representante de Diakonía en Guatemala

Lucy Andrade, Representante Regional de Diakonía

Otras personas:

Ribero Quemé, Ex-alcalde de Quetzaltenango

Annex 4 List of Projects Financed

Código proyecto	Nombre del proyecto	Organización Ejecutora	Región
01	Mecanismo de monitoreo, incidencia y cabildeo de políticas publicas referentes a las tierras de comunidades indígenas	CUC	
02	Recuperación, conservación y difusión de los valores históricos, espirituales y científicos de los lugares sagrados mayas en Guatemala	OXLAJUV AJPOP	CENTRAL
03	Participación e incidencia del pueblo maya Q'qchi' y Poqomchi' de alta Verapaz en la toma de decisiones de los gobiernos municipales y departamentales	INSTANCIA Q'echi'	NORTE
04	Abrir caminos para la comercialización de los productos de las familias campesinas para la reducción de la pobreza.	ACOMNAT	OCCIDENTE
05	Fortalecimiento y empoderamiento al poder local de líderes democráticos comunitarios en Rabinal Baja Verapaz.	ADIVIMA	NORTE
06	Políticas publicas, cuarto informe alternativo sobre la aplicación del convenio 169 de la O.I.T. en Guatemala	COMG	CENTRAL
07	Acercamiento entre las diferentes expresiones espirituales.	UK'U'X B'E	CENTRAL
08	Incidencia política de las mujeres mayas para el ejercicio de la ciudadanía	AMUTED	OCCIDENTE
09	Auditoria social para monitorear el presupuesto y gasto publico en el municipio de San Juan Ostuncalco	ACODI- MAM	OCCIDENTE
10	Apoyo en la reforma educativa en la organización de la comunidad educativa, integración del currículo para las escuelas normales y la creación de tres carreras en la universidad de San Carlos de Guatemala.	PLFM	CENTRAL
11	Construcción de agenda política y desarrollo maya en Guatemala	PRODESSA	CENTRAL
12	Nuevas maneras de participación equitativa de las poblaciones q'echi's: consolidación de sistemas educativos sustentables que propicien políticas publicas incluyentes	AK TENA- MIT	NORTE
13	Fortalecimiento del ecoturismo comunitario en comunidades mayas q'echi's del municipio del El Estor Izabal Guatemala	K'AACHE	NORTE
14	Fortalecimiento de la organización comunitaria para incidir en la reducción de la vulnerabilidad de las comunidades indígenas Panimache y Pacaman de Chuwila	ADIMPA	OCCIDENTE
15	Fortalecimiento del ejercicio de la Autoridad Indígena de Chuwilà	ASDECO	OCCIDENTE
16	Fortalecimiento de la participación y de la identidad comunitaria para la incidencia en las políticas públicas y el desarrollo.	IIDEMAYA	CENTRAL
17	Construcción de políticas Publicas para el desarrollo Artístico Cultural de los pueblos Indígenas	TIMACH	OCCIDENTE
18	Escuela Normal de Educación Bilingüe Ch'orti-Español Intercultural en el Marco de la Reforma Educativa	COIMCH	CENTRAL

Código proyecto	Nombre del proyecto	Organización Ejecutora	Región
19	Anteproyecto de Reforma a la ley de los concejos de Desarrollo Urbano Rural	AMEU	CENTRAL
20	Participación de la juventud en tres Municipalidades de la Región Ixil.	IXIL	OCCIDENTE
21	Generación de Opinión Publica a la Aplicación del Derecho Indígena	CPD	OCCIDENTE
22	Subsidio para el desarrollo del Arte Maya Infantil q'eqchi', en tres Municipios de Alta Verapaz	COMITÉ DE DANZA	NORTE
23	Apoyo a la lucha Contra Racismo y Discriminación en Guatemala para el Ejercicio Pleno de los Derechos de los Pueblos Indígenas y la construcción de Estado Multicultural	FRMT	CENTRAL
24	Estrategias Indígenas Comunitarias de Conservación, Manejo y uso Sustentable de Recursos Naturales.	CADIQ	OCCIDENTE
25	Respeto a las decisiones Locales y la Territorialidad Indígena en Huehuetenango.	ADISTOJ	OCCIDENTE
26	Desarrollo del sistema Medico Maya en Guatemala	PIES	OCCIDENTE
27	Propuesta Alternativa para la reducción de la pobreza desde pueblos Indígenas del Occidente	TZUKIM POP	OCCIDENTE
28	Fortalecimiento del Ser-Hacer de la comunidad Indígena en torno al acceso al agua como bien público.	CI PATZUN	CENTRAL
29	Reactivación económica y Reducción de la pobreza del pueblo Kaqchikel.	COM-KADES	CENTRAL
30	Incidencia Para El Desarrollo de los Pueblos Indígenas de Ixcán.	COSI IXCA-NADECI	NORTE
31	Rawinj Tzuul Chi`xb`ajaw (frutos del cerro).	COCODE-SAQUWILL	NORTE
32	El Derecho a la Reivindicación de las Comunidades Indígenas Afectadas por la Construcción de Represas Hidroeléctrica Chixoy.	COCAHICH	NORTE
33	Gobiernos locales de Momostenago, Santa Maria Chiquimula, Santa Lucia la Reforma y san Bartolo Aguas Calientes, incluyen dentro de sus planes de Trabajo el Modelo de Seguridad y Soberanía Alimentaria Departamento de Tonicapan.	COOR MOMOSA-PADER	OCCIDENTE
34	Modelo de salud Reproductiva de las mujeres Mayas Q'eqchi' para la atención de la salud a nivel Regional del Ministerio de Salud Publica y Asistencia Social.	OXLAJU NALEB	NORTE

Annex 5 Participants, Workshop on Next Phase

No.	Nombre	Teléfono /Celular	Correo Electrónico
1	Alma Sacalxot	2230-2802	almas@segeplan.gob.gt
2	Fredmam Pacay	5049-4829	fpacay@soros.org.gt
3	Marta Elena Macz	5735-2040	huetmacz@axioma.net
4	Hugo Us	2329-8029	husalvarez@worldbank.prg
5	Medarda Castro	4002-7380	mcastroajcot@gmail.com
6	Daniel Saquec	5704-4500	dsaquec@yahoo.com
7	Dolores Cabnal	5354-1280/ 4040-1832	Lola@aktenamit.org
8	Armando Palacios	5608-3118	Julioarmado48@hotmail.com
9	Marta J. López	5734-4190	nohozina@yahoo.es
10	Obispo Pablo Puac	4052-3886	pablopuac@yahoo.com
11	Claudio Javier Tzay	5346-9460	ctzayb@gmail.com
12	José Ángel Zapeta	5896-7986	angelzapeta@hotmail.com
13	Bartolomé Chocooy	5332-6984	comkadessc@hotmail.com
14	Delfina Mux Canà	5978-2174	delfinamuxcana@yahoo.com
15	Benito Morales	4002-0332	bmoraleslaynez@gmail.com
16	Demetrio Cojti Cuxil	5789-4148	nu_utzil@yahoo.com
17	Julia Sum	5551-5109	
18	Emma Chirix	2232-2881	emmachirix@intelnett.com
19	Juan Tiney	5777-0984	jtiney@hotmail.com
20	José Macario Morales	5952-0867	
21	Bertha Zapeta Say	7756-1392	Asdeco06@gmail.com
22	Felipe Gómez	2238-3502	Felipegomez13@yahoo.com
23	Thorbjorn Waagstein		tw@pem.dle
24	Álvaro Pop	5123-8010	alvaropop@organismonaleb.org.gt
25	Alma López	5504-4141	ixokib@gmail.com
26	Daniel Pascual	5808-1421	danielpascual@gmail.com
27	Romeo Tiu	5630-8234	rotiulo@latinmail.com
28	Juana M Camposeco		
29	Dora Serech	2366-1078	
30	Irma A. Velásquez	2366-1078	velasqueziaoxlajuj@yahoo.es

Recent Sida Reviews

2009:04 Apoyo Institucional de Suecia (Asdi) para el Instituto Nacional de la Mujer (INAM), durante el período 2003–2008

Fátima Real R., José Rodolfo Pérez Córdova.
Sida

2009:05 The Swedish Support to the South African Revenue Service through an Institutional Cooperation with the Swedish Tax Agency, 1998–2008

Philip Bottern, Jens Peter Christensen.
Sida

2009:06 Training for a Career in International Development an Evaluation of the JPO, BBE, JED and SARC Programmes

Elisabeth Lewin
Sida

2009:07 The Swedish Program for ICT in Developing Regions (SPIDER) An Independent Evaluation

Kerry S. McNamara
Sida

2009:08 Sida-Amhara Rural Development Programme 1997–2008

Bo Tegnäs, Eva Poluha, Seán Johnson, Sosena Demissie, Yared Fekade Mandefro
Sida

2009:09 Evaluación de programa PNUD-REDES 2006–2008 en Colombia

Francisco Rey Marcos, Hernán Darío Correa, Clothilde Gouley
Sida

2009:10 Scientific Evaluation of the Lake Victoria Research Initiative (VicRes)

Björn Lundgren
Sida

2009:11 Mid-term Review of Sida's Support to Civil Society in Cambodia through Forum Syd and Diakonia 2007–2009

Pia Sassarsson Cameron, Peter Winai
Sida

2009:12 Mid Term Review of Music Cross Roads Southern Africa

Nicolette du Plessis
Sida

2009:13 Panos Southern Africa's Communicating HIV and AIDS in Southern Africa Project, 2005–2008

Jolly Kamwanga, Richard Mutemwa
Sida

2009:14 Sweden's Support to Legal Education in Vietnam

Tauno Kääriä, Phan Manh Tuan, Anne-Lie Öberg
Sida

**Sida Reviews may be
downloaded from:**

<http://www.sida.se/publications>

**A complete backlist of earlier evaluation reports
may be ordered from:**

Sida, UTV, SE-105 25 Stockholm
Phone: +46 (0) 8 698 51 63
Fax: +46 (0) 8 698 56 43
Homepage: <http://www.sida.se>



SUPPORT MECHANISM FOR INDIGENOUS PEOPLE IN GUATEMALA “OXLAJUU TZ’IKIN”, 2005–2008

The evaluation contains an assessment of the point to which the programme objectives set forth have been achieved. Keeping in mind that most of the projects were still underway when the evaluation was carried out.

The evaluation also includes a comparison between programme inputs and expected outputs. Additionally, the evaluation includes an assessment of the relevance of the programme, as well as the programme management and cross-cutting issues.

The evaluation also includes recommendations on how to design the second phase of the Mechanism in support of the Oxlajuj Tz’ikin Indigenous People.

SWEDISH INTERNATIONAL DEVELOPMENT COOPERATION AGENCY

Address: SE-105 25 Stockholm, Sweden.

Visiting address: Valhallavägen 199.

Phone: +46 (0)8-698 50 00. Fax: +46 (0)8-20 88 64.

www.sida.se sida@sida.se

