



**PROVISION FOR POST PROJECT EVALUATIONS FOR THE UNITED NATIONS  
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**EVALUATION REPORT**



**UDF-BOL-10-403 – Representation and political participation of five urban indigenous populations in Santa Cruz de la Sierra**

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All errors and omissions remain the responsibility of the authors.

**Disclaimer**

The views expressed in this report are those of the evaluators. They do not represent those of UNDEF or of any of the institutions referred to in the report.

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## I. EXECUTIVE SUMMARY

### *(i) Project data*

This report is the evaluation of the project “Representation and political participation of five urban indigenous populations in Santa Cruz de la Sierra,<sup>1</sup>” implemented by the Organization for Indigenous Peasant Support in Eastern Bolivia (Apoyo para el campesino – indígena del oriente boliviano – APCOB), a nongovernmental organization, from April 2012 to June 2014 with a three-month no-cost extension. The project budget was US\$225,000. According to the project document, the overall aim of the project was: “to strengthen the rights of five urban indigenous groups [...] by reinforcing their participation and inclusion in the regional political representation and decision-making.” The intervention unfolds in three different outcomes presented as follows in the project document:

1. Compile “Comprehensive socio-demographic information on the five indigenous populations living in the urban areas of Santa Cruz de la Sierra collected and disseminated;”
2. “Increase the level of knowledge and awareness of urban indigenous peoples as their rights and citizen responsibility. This will be reflected in their increased participation in the shaping of civil associations that can assess both local leadership and the impact on public policies regarding their consideration of urban indigenous issues as it relates to the development of the Municipal Charter;”
3. “The general population of the Municipality of Santa Cruz is informed and aware of the presence of indigenous people in the city, the migration process, and the living conditions of the Ayoreo, Guaraní, Chiquitano, and Guarayo, Yuracare-Mojeno living in urban centres.”

### *(ii) Evaluation findings*

The project was highly **relevant** to the situation of the Plurinational State of Bolivia, which has made little progress in designing public policies that promote the development of indigenous peoples in cities and take their history and culture into account. The project improved the ability of six indigenous groups living in Santa Cruz de la Sierra to exercise their rights, strengthening their organizational capacities (i.e., attainment of legal status and founding of the Asociación de Pueblos Indígenas de Santa Cruz de la Sierra - APISACS) and boosting their representation in neighborhood councils, as well as their participation in municipal administration and planning. The project strategy preserved the internal coherence between the research (socioeconomic studies, baseline) and training (training program, forums, discussions) components. Through its highly relevant communication strategy, it disseminated the information gathered and generated through appropriate tools, among them an excellent photo exhibition.

Notwithstanding, the project could have maximized its relevance by creating opportunities for dialogue and negotiation between the nascent urban indigenous organizations and the existing indigenous organizations (based in ancestral lands), as well as with the CPESC.

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<sup>1</sup> Five populations were to be included in the study. However, during the course of the project, the Yucaré-Mojeño population split into two groups, bringing the number to six.

The project was highly **effective**, producing tangible results and generally achieving its intended outcomes. It successfully combined three complementary strategic components: (a) mapping and situation analysis of the Ayorea, Guaraní, Chiquitana, Guaraya, Yuracaré, and Mojeño populations living in Santa Cruz de la Sierra, which yielded information on the social and economic situation of indigenous families that had settled in the city, making it possible to understand the changes wrought by urbanization and its impact on their cultural and social identity; (b) the strengthening of their participation and inclusion in bodies for regional political representation and decision-making through the training program, improved organizational processes, and the drafting of the Municipal Organic Charter proposal; (c) the publicizing and dissemination of the knowledge gained to the direct beneficiaries and general public alike. Coordination with other civil society stakeholders working in similar sectors enabled the project to capitalize on other intervention projects.

The project would have been more effective, however, had it adopted a more comprehensive vision that addressed organizational capacity and the creation of participatory bodies at the grassroots level. Socioeconomic and cultural rights violations should have been part of the political agenda negotiated with the authorities after discussion not only by indigenous leaders but the population directly affected.

Project **efficiency** was satisfactory; its budget execution rate of 99.84% confirms a good cost-benefit ratio. APCOB has extensive experience in the technical and administrative management of international projects and has a committed and professional technical team. The organization's work methodology prioritizes co-management with indigenous counterparts. It has developed appropriate coordinating and monitoring procedures and has an excellent data entry and storage system. Due to the unavailability of the National Statistics Institute, initially identified as the project's counterpart, APCOB signed a Framework Agreement with UAGRM, which enabled it to execute the activities without affecting project implementation.

APCOB is looking at alternatives to guarantee financing for its operating expenses and institutional deficit and avoid dependence on cooperation funds. The team considers the UNDEF project to have made a positive contribution, pointing to its streamlined and efficient work flow, the quality of communication, and the template used for reporting, which resulted in a coherent document.

The project had a significant **impact** in terms of raising the profile of indigenous communities in the urban sector and promoting greater knowledge and information about indigenous rights. Targeting cities for the intervention helped bring the issue to the public's attention, not only in Santa Cruz de la Sierra but countrywide. The beneficiaries and stakeholders considered capacity building among the leaders (men and women) of emerging indigenous organizations in the city one of the most valuable contributions. Collaborating on the training program forged a link between APCOB and the University and enabled leaders from the six indigenous groups to meet each other, share experiences, and identify mutual needs, which ultimately led to the creation of APISACS. Students praised the support they had received to get organized and better handle the culture shock of moving from tight-knit communities to the city, where cultural mores are very different and highly individualistic.

The project has the potential for replication in other contexts; the AVINA Foundation has put the issue of indigenous life in cities on its agenda to use as an example for Argentina and Paraguay.

The project had important **sustainability** components. APCOB's track record and competence in fighting for respect for the rights of indigenous peoples, especially in urban environments, have given it credibility in the eyes of its public and private stakeholders. In the institutional and technical sphere, organizational capacity building among the six indigenous groups in the city and the founding of APISACS are an important component of continuity. The synergies created with numerous civil society stakeholders in Santa Cruz de la Sierra presage a willingness to continue working together, taking advantage of the potential to optimize the use of available resources.

Despite the institutional financial deficit, financial sustainability will be guaranteed by the collaboration of many international cooperation agencies with APCOB, lending continuity to the implementation of its institutional strategy and projects.

The **value added** by the UNDEF project made it possible to create credible bodies for collaboration, especially with the Department of Government and public agencies. It also made it possible, for the first time, to implement a political project that brought the presence of the indigenous population in Santa Cruz de la Sierra to the public's attention.

### ***(iii) Conclusions***

- ***The project brought the vulnerable situation of the urban indigenous population to the public's attention.*** In the Bolivian context, where relevant public policies geared to the needs of indigenous groups living in urban areas are still lacking, this was the first project to tackle the issue of indigenous political participation and representation, helping these populations feel that they are taken into account and empowered as people with rights.

- ***The project improved the organizational skills of the six indigenous groups that have settled in the city of Santa Cruz de la Sierra.*** Of particular interest were the founding of APISACS and strengthening of the six urban indigenous groups' participation in drafting the Municipal Organic Charter. The various stakeholders realize that these processes must be consolidated.

- ***The project is part of APCOB's long track record of work with and commitment to indigenous populations.*** The organization is strongly committed to the defense of collective rights and to increasing democratization, giving priority to social, technical, and political management capacity.

- ***The project relied on major civil society and government stakeholders and fostered coordination with them.*** The enabling social environment for respect and recognition of the rights of indigenous peoples was significantly improved, thanks to the partnerships forged with allied institutions, which helped to maximize the project's impact and sustainability.

- ***The project generated and disseminated excellent information about the living conditions of indigenous populations in the city.*** Its quality communication strategy gave the public an opportunity to learn about indigenous initiatives in organizing, production, education, and the strengthening of their identity in the city.

- ***The project could have prioritized a rights-based approach with a more comprehensive vision.*** Given the indivisibility of rights, a more comprehensive approach that

simultaneously addressed political, socioeconomic, and cultural rights would have facilitated a better response to specific rights violations that seriously affect these populations, especially violations involving access to justice, housing, education, and employment. This component will be a challenge for future stages.

- ***The project was confronted with rejection and challenges from existing indigenous organizations.*** Well-established indigenous organizations (such as CPESC, CANOB) displayed some resistance to the founding of APISACS, which was to serve as an umbrella group for all urban indigenous organizations. The project did not treat these situations (conflicts and differences of opinion) as an educational exercise in acceptance, tolerance, and negotiation as well as it could have; had it done so, it might have fostered synergies and prevented the pointless weakening of indigenous populations committed to fighting for the defense and recognition of their rights.

#### ***(iv) Recommendations***

Since the project yielded very positive results in terms of its implementation, the evaluation team is limiting itself to issuing two recommendations geared essentially to rounding out and strengthening APCOB's strategic approach.

***(i) Shift toward a comprehensive vision centered on the indivisibility of rights that includes socioeconomic and cultural rights.*** The next stages of the intervention should shift from a logic centered solely on the right to political participation to an approach that also promotes the exercise of socioeconomic and cultural rights. A more inclusive and comprehensive approach should enable indigenous populations whose rights have been violated to review their situation and context, so that they can demand that the authorities address their needs. The political dialogue with local authorities should focus on the action essential for indigenous populations to exercise their citizenship and participate in local governance.

***(ii) Improve APISACS' ability to negotiate and dialogue as the representative body for the six indigenous groups living in Santa Cruz de la Sierra.*** In order to capitalize on the participatory processes implemented, APCOB should foster opportunities for rapprochement and collaboration with the existing indigenous organizations, promoting interinstitutional synergies for the defense of collective rights and recognition of indigenous peoples in specific but complementary bodies (in rural and/or urban areas).

## II. INTRODUCTION AND DEVELOPMENT CONTEXT

### (i) *The project and evaluation objectives*

This report is the evaluation of the project “Representation and political participation of five urban indigenous populations in Santa Cruz de la Sierra,<sup>2</sup>” implemented by the Organization for Indigenous Peasant Support in Eastern Bolivia (Apoyo para el campesino – indígena del oriente boliviano – APCOB), a nongovernmental organization, from April 2012 to June 2014 with a three-month no-cost extension. The project budget was US\$225,000, US\$ 22,500 of which was retained by UNDEF for evaluation and monitoring purposes. According to the project document, the overall aim of the project was: “to strengthen the rights of five urban indigenous groups [...] by reinforcing their participation and inclusion in the regional political representation and decision-making.” The intervention unfolds in three different outcomes presented as follows in the project document:



1. Compile “Comprehensive socio-demographic information on the five indigenous populations living in the urban areas of Santa Cruz de la Sierra collected and disseminated;”
2. “Increase the level of knowledge and awareness of urban indigenous peoples as their rights and citizen responsibility. This will be reflected in their increased participation in the shaping of civil associations that can assess both local leadership and the impact on public policies regarding their consideration of urban indigenous issues as it relates to the development of the Municipal Charter;”
3. “The general population of the Municipality of Santa Cruz is informed and aware of the presence of indigenous people in the city, the migration process, and the living conditions of the Ayoreo, Guaraní, Chiquitano, and Guarayo, Yuracare-Mojeno living in urban centres.”

The project targeted five indigenous groups (the Ayoreo, Guaraní, Chiquitano, Guarayo, and Yucaré-Mojeño peoples) among the 36 recognized by the 2009 Constitution and was implemented in the country’s most populous province, Santa Cruz de la Sierra, in eastern Bolivia. The project identified rural depopulation of indigenous groups as a factor in political and social marginalization and therefore helped indigenous people who had settled in the city gain political representation and dialogue with local authorities while conducting a media campaign at

<sup>2</sup> Five populations were to be included in the study. However, during the course of the project, the Yucaré-Mojeño population split into two groups, bringing the number to six.



the provincial level for public outreach. The project was initially to work in partnership with the National Statistics Institute (Instituto Nacional de Estadística - INE) and two umbrella organizations, CIDOB and CPESC,<sup>3</sup> which were among the few associations active in promoting the rights of indigenous peoples in Santa Cruz. However, due to the national census slated for November 2012, INE was no longer able to contribute to the project's first outcome and was replaced by the Gabriel René Moreno Autonomous University.

The evaluation of this project is part of the larger evaluation of Rounds 2 to 7 of UNDEF-funded projects. Its purpose is to "contribute towards a better understanding of what constitutes a successful project which will in turn help UNDEF to develop future project strategies. Evaluations are also to assist stakeholders to determine whether projects have been implemented in accordance with the project document and whether anticipated project outputs have been achieved."<sup>4</sup>

### ***(ii) Evaluation methodology***

The evaluation was conducted in February 2015 by two international experts and a national expert hired under the Transtec contract with UNDEF, with fieldwork in Santa Cruz de la Sierra from 9 to 14 February 2015. The evaluation methodology is spelled out in the contract's Operational Manual. Pursuant to the terms of the contract, a Launch Note (UDF-BOL-10-403) was prepared describing the analysis methodology and instruments used during the evaluation mission to Bolivia. The evaluators interviewed APCOB staff, partner organizations, representatives of indigenous communities, local authorities, and civil society organizations. Annex 3 contains the complete list of persons interviewed.

During the preparatory work, the evaluators identified several issues, which they followed up on during the fieldwork in Bolivia. These included:

- **The implementing NGO's ability to intervene in the sector.** The evaluators assessed APCOB's track record in the field of indigenous people's rights, its previous experiences, and organizational functioning. They gauged the extent to which the organization's background guided the intervention strategy, beginning with the selection of the target beneficiary groups.
- **How synergies and partnerships were sought and established.** Because APCOB's partnership plans shifted from the very start of the project, the evaluators sought to understand the reasons for this change and how the alternative plan for partnering with Gabriel René Moreno Autonomous University was devised and implemented.
- **Supervision mechanisms and accompanying measures** foreseen by APCOB to facilitate cooperation **between existing indigenous organizations and the civil society organizations created by the project**; how relations between those groups and among the five targeted indigenous groups had been anticipated and supervised.
- **How the different outputs** (surveys, photo exhibitions, meetings, and training) **contributed to social change at both the attitudinal and community levels and in the end, helped improve the exercise of indigenous peoples' right to political consultation, representation, and participation.**

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<sup>3</sup> Confederación de pueblos Indígenas de Bolivia Oriente Chaco y Amazonia unido y organizados, Coordinadora de Pueblos Étnicos de Santa Cruz

<sup>4</sup> Operational manual for the UNDEF-funded project evaluations, page 6

- **The potential for long-lasting effects from project activities/outputs on cooperation between representatives of indigenous groups and local authorities**, especially in terms of the drafting of the Municipal Charter and future mechanisms for representation and **the strengthening of organizational capacity and collective representation mechanisms**.
- **Value added by APCOB through UNDEF funding**, as the project document reported that the phenomenon of the rural exodus of indigenous groups and their related marginalization in urban settings had received little attention and baseline information was lacking.

### ***(iii) Development context***

Bolivia is one of the poorest countries in Latin America. Ranked 113th on the Human Development Index (HDI),<sup>5</sup> it exhibits low joblessness (2.3% in 2013) but a high poverty rate (45% of the population living below the national poverty line<sup>6</sup>). The country has not escaped the global phenomenon of rural exodus, stemming from the globalization of services, the industrialization of agriculture, and the search for a better quality of life. Domestic migration movements flow toward cities, especially La Paz, Cochabamba, and Santa Cruz in search of employment, health services, educational opportunities, and sometimes land. In Latin America this phenomenon has particular resonance for indigenous populations, in that it produces their forcible or voluntary uprooting from “the motherland” and its associated the world vision. It imposes coexistence with value systems diametrically opposed to theirs and resettlement in the alien, and to a certain extent hostile, environment of the city.



**Map of Santa Cruz de la Sierra, Bolivia**

Indigenous migration began to soar in the 1980s, a period in which numerous infrastructure projects led to the direct expulsion of communities or gradually pushed them out due to the changes and disruption of their environment. Contrary to expectations, and as observed by the Economic and Social Council (ECOSOC) for Latin America and the Caribbean, this is contributing to rising poverty rates, a worsening of their original situation, and a widening of the equality gap between indigenous and nonindigenous populations. According to the 2010 report, State of the World’s Indigenous Peoples, published by the United Nations Permanent Forum on Indigenous Issues, sizeable gaps persist between nonindigenous and indigenous peoples. For instance, up to a 4-year gap may exist between the years of schooling among children. Indigenous people are generally far more likely to be living in poverty and extreme poverty. They tend to congregate in the city’s suburbs, where they lack amenities and basic services such as water and electricity and where they also become more vulnerable to petty crime, narco

<sup>5</sup> <http://hdr.undp.org/en/countries/profiles/BOL>

<sup>6</sup> <http://data.worldbank.org/indicator/SI.POV.NAHC/countries/BO?display=graph>

trafficking, prostitution, child labor, etc. – a situation stemming from their long history of marginalization.

Substantial improvements were seen, however, once the Movement toward Socialism (MAS) came to power in 2006. In line with the ratification of Convention 169 of the International Labour Organization (ILO) on indigenous and tribal peoples<sup>7</sup> and the 2004 constitutional recognition of indigenous people's right to run for office, the State ratified the United Nations Declaration on the Rights of Indigenous Peoples.<sup>8</sup> The Bolivian Constitution (CPE), adopted by referendum in 2009, established the rights of indigenous peoples by acknowledging the "plurinational" nature of the State, recognizing its 36 indigenous peoples and languages<sup>9</sup> and proclaiming their identity, their right to the land, to resources, to a multicultural education, and in the case in question, to institutional and political representation (Article 30 of the Constitution – see box).

The Constitution of 2009 in fact provided for territorial restructuring and the delegation of authority to inclusive systems of local government (Article 271). This restructuring would, among other things, ensure the representation of indigenous peoples, each indigenous group having the right to be consulted about any public decision and to have an elected representative once the community numbered more than 5,000. Under this so-called indigenist initiative, the number of indigenous representatives in institutions increased substantially. In 2013, 77 of the 166 members of Parliament were indigenous (or 46% of the total); 7 deputies were chosen in special indigenous proceedings provided for under the Constitution; and finally, 10% of the seats in the nine departmental assemblies were held by indigenous people (or 23 elected in all in 2013). In the same vein, a framework law on autonomous indigenous government, passed in July 2010, established the conditions for the exercise of an autonomous indigenous regime, allowing indigenous communities who so wished to manage their own affairs and safeguard their customs

#### **Constitution of 2009 - Articles 30 and 275**

##### *CHAPTER IV: Rights of the Nations and Rural Native Indigenous Peoples*

5. That its institutions be part of the general structure of the State. [6 to 13...]
  14. To the practice of their political, juridical and economic systems in accord with their world view.
  15. To be consulted by appropriate procedures, in particular through their institutions, each time legislative or administrative measures may be foreseen to affect them. In this framework, the right to prior obligatory consultation by the State with respect to the exploitation of nonrenewable natural resources in the territory they inhabit shall be respected and guaranteed, in good faith and upon agreement. [16-17...]
  18. To participate in the organs and institutions of the State.
- III. The State guarantees, respects and protects the rights of the nations and the rural native indigenous peoples consecrated in this Constitution and the law.

##### *PART III: Structure and organization of the State territories*

Article 275 Each deliberative organ of the territorial entities shall draft, in a participatory manner, the proposed Statute or Organic Charter, which must be approved by two-thirds of the total of its members. Upon prior constitutional review, it shall enter into force as the basic institutional norm of the territorial entity by means of referendum to approve it in its jurisdiction.

<sup>7</sup> <http://www.ilo.org/indigenous/Conventions/no169/lang--en/index.htm>

<sup>8</sup> [http://www.un.org/esa/socdev/unpfii/documents/DRIPS\\_en.pdf](http://www.un.org/esa/socdev/unpfii/documents/DRIPS_en.pdf)

<sup>9</sup> Aymara, Araona, Baure, Bésiro, Canichana, Cavineño, Cayubaba, Chácobo, Chimán, Ese Eja, Guaraní, Guarasu'we, Guarayu, Itonama, Leco, Machajuyaikallawaya, Machineri, Maropa, Mojeño-Trinitario, Mojeño-Ignaciano, Moré, Mosestén, Movima, Pacawara, Puquina, Quechua, Sirionó, Tacana, Tapiete, Toromona, Uru-Chipaya, Weenhayek, Yaminawa, Yuki, Yuracaré, and Zamuco.

(consensus-based decision-making, rotating designation of authorities, choice of penalties for violations of community rules, autonomous financial management, etc.). In three years, only 11 small communes have chosen this path, but none has followed the procedure to its conclusion (collective drafting of statutes, validation by the Constitutional Court, approval by local referendum). This figure should be put into perspective, as Bolivia has 73 “indigenous communes” and 298 “Original Community Lands.”

For the first time, the indigenous peoples are visible. The Constitution recognizes their existence. It officially recognizes their historic ancestral territory and indigenous languages. Education must be based on aspects of their own culture and values. Implementing these tenets has been very problematic.

**Pedro Apala, Director, Plurinational Institute for Linguistic and Cultural Studies**

In this restructuring and reform context, the APCOB project sought to turn constitutional and political commitments into inclusive political participation consistent with the situation in the city of Santa Cruz de la Sierra and, primarily, with the content of the future Municipal Charter, the roadmap for local rights and responsibilities under Law 31 on Autonomy and Decentralization. The project therefore focused on the gaps between the place offered to indigenous

populations and their structural capacities, and between the commitments made by the State and their observance. To illustrate this point, it should be noted that at the time of the evaluation visit, only 2% of municipalities had adopted their Municipal Charter, revealing what some people called the dampening of indigenist enthusiasm, a phenomenon that was even more acute with the approach of the elections of March 2015.

### III. PROJECT STRATEGY

#### *i. Project approach*

The “Representation and political participation of five urban indigenous populations in Santa Cruz de la Sierra” project sought to enhance the political representation of indigenous people and public attention to their living conditions through: 1) 2 censuses and 3 socioeconomic studies reaching all five indigenous communities (Guaraní, Ayoreo, Yucaré-Mojeño, Guarayo, and Chiquitano), 2) the creation of civil society organizations representative of the five communities 3) training for indigenous representatives in the areas of basic leadership skills and specific issues connected with the drafting of laws and proposals, 4) the design and submission of a joint proposal on indigenous peoples’ representation in the Municipal Charter of Santa Cruz de la Sierra, 5) increased public awareness with the opening of a documentation center and launch of a media campaign to inform the public about indigenous culture, living conditions, and level of political representation. The main intended outcomes involved (i) improving institutional knowledge about indigenous people, (ii) building bridges between government authorities and indigenous representatives, and (iii) raise public awareness about indigenous people’s right to a decent life in the city and to participate in decision-making.

APCOB was created as a civil society organization by a German anthropologist in 1980 and was initially active in the lowland Chaco region. Well-established and renowned among civil society stakeholders for its work with indigenous people, APCOB began working with the Ioseño-Guaraní and quickly expanded the scope of its intervention to support the Ayoreo, Chiquitano, and Guarayo. In fact, while the country has 1.2 million Aymara and 1.3 million Quechua, lowland demographics are characterized by the presence of other indigenous groups such as the Guaraní (60,000, according to the 2012 census) and the Chiquitano (90,000). APCOB’s general intervention strategy revolves around four sectors: intercultural education, environmental development and protection, social well-being, and indigenous peoples’ rights in the city.

This project came about after observations that the general public was unaware of the difficulties encountered by indigenous communities living in the city of Santa Cruz de la Sierra and that government authorities could not be confronted with their responsibilities mainly due to a lack of baseline data. The decision was therefore made to conduct a census and socioeconomic surveys to bridge this institutional gap and monitor changes. By planning a census, the project sought to remedy the vagueness of national sources that tended to leave the indigenous affiliation category open to “self-identification.” However, because of the 2012 national census, the project could no longer partner with the National Statistics Institute and had to find a substitute, which ended up being the Gabriel René Moreno Autonomous University. The University contributed to the design of the questionnaires, five socioeconomic surveys, and training for indigenous people. This pilot initiative exposed indigenous people to other communities and boosted their confidence, not only collectively but as individuals that are part of a community. The project had no difficulty implementing the gender approach and boasted participation rates of over 50%.

The identification of project beneficiaries was guided largely by APCOB’s previous experiences with the indigenous communities of Santa Cruz de la Sierra. Through past interventions on behalf of the Ayoreo, Chiquitano, Guaraní, Yuracaré-Mojeño, and Guarayo on matters such as

intercultural education, children’s health, occupational health, etc., APCOB had gained an insider’s understanding of these communities and could take advantage of its pre-existing contacts.

**ii. Logical framework**

The following table summarizes the project’s logical chain from activities to outputs, contributing to the long-term development objective. The table is based on the original logical framework provided by APCOB.

Project activities	Intended outcomes	Specific objectives	Long-term development objective
<p>1.1 Conduct 2 censuses and 3 socioeconomic surveys</p> <p>1.2 Print 500 copies and distribute 1,000 digital copies of the surveys and census results through 6 workshops, reaching 180 people from public and private institutions, as well as 100 leaders of indigenous organizations.</p> <p>1.3 Disseminate the baseline data to the Municipal Government of Santa Cruz de la Sierra</p>	<p><b>Raise awareness on the importance of demographic data about indigenous communities living in the urban areas of Santa Cruz; mobilize communities and disseminate results to local authorities</b></p>		
<p>2.1 5 Civil society organizations are constituted and coordinate with larger indigenous organizations</p> <p>2.2 900 indigenous people benefit from an educational program to learn about their rights as indigenous citizens</p> <p>2.3 100 representatives of the 5 indigenous communities receive training in leadership skills and policy-making processes</p> <p>2.4 30 elected representatives contribute to the preparation of a draft law for inclusion in the Municipal Charter</p>	<p><b>Build capacities among indigenous communities by informing members about their rights as citizen, training leaders and building bridges between communities and between communities and local authorities</b></p>	<p>Support the application of the constitutional provision for a more inclusive democracy by increasing the participation and recognition of 5 indigenous peoples in public policy decision-making processes led by the local government in Santa Cruz de la Sierra</p>	<p><b>Contribution to strengthening recognition and democratic participation of 5 Indigenous Peoples in the municipality of Santa Cruz de la Sierra in Eastern Bolivia</b></p>
<p>3.1 Organize an annual event with grassroots organizations, local government, and private institutions.</p> <p>3.2 Produce and disseminate a TV documentary on urban indigenous groups</p> <p>3.3 Equip APCOB’s documentation and Information Center with materials covering indigenous issues</p> <p>3.4 Design a website on urban indigenous issues</p>	<p><b>Indigenous groups gain visibility and feel recognized by the society; the public is informed about the reality of migration and living conditions for Ayoreo, Guarani, Chiquitano, Guarayo and Yuracare – Mójeno living in urban areas.</b></p>		

## IV. EVALUATION FINDINGS

This evaluation is based on questions formulated to meet the criteria of the Development Assistance Committee of the Organization for Economic Cooperation and Development. The questions and sub-questions are found in Annex 1 of this document.

### **(i) Relevance**

Bolivia's Constitution considers the collective and individual rights of "original indigenous peasant nations and peoples" one of the strategic components of current public administration. Bolivia was the first country to elevate the United Nations Declaration on the Rights of Indigenous Peoples (2007) to the status of law; the Declaration guarantees indigenous people the full exercise of their rights, including free access to their land, territory, and self-determination and full participation in the political, economic, social, and cultural life of the State. Nonetheless, current public policies in Bolivia are geared basically to indigenous populations living in rural areas, and the country has no policies that promote the development of indigenous people in the cities and take their historical and cultural background and capacities into account.

In this context, the project sought to help five indigenous groups (Ayoreo, Guaraní, Chiquitano, Guarayo, and Yuracaré-Mojeño) living in Santa Cruz de la Sierra improve the exercise of their rights. Relevance in selecting the geographic intervention areas derived from APCOB's prior experience with these urban indigenous communities. It should also be noted that the city's indigenous population is relatively young, more than 45% of it being people under the age of majority who are financially dependent on adults.

The project objectives were relevant to the needs of the city's indigenous populations, who are not represented in indigenous organizations and neighborhood councils to make their immediate needs known and are therefore not sufficiently considered municipal administrative and planning bodies. The vast majority of indigenous people who migrate from the lowlands of eastern Bolivia to the city in search of better living conditions (employment, education, and health) are confronted with an urbanization process antithetical to their cultural and social identity. Moreover, the urban environment also brings them face to face with discrimination and shunning by the general population.

The project strategy preserved internal coherence between the research and training components. The socioeconomic studies conducted under its aegis yielded concrete information on the living conditions of indigenous populations residing in urban areas. The beneficiary groups interviewed stated that the project had given them a better understanding of their rights and enabled them to express their demands more clearly. Furthermore, in relation to the training

"That's the crux of the matter. If we are not organized, we are nothing: we're lost in the city. Without his clan, without his family, an isolated indigenous person will die"

**Indigenous representative of the Guarayo community**

**The situation is very hard for students – especially access to housing because rents are very high. The jobs we find are in domestic service or activities that pay very little. Coming to the city is very hard. No one helps you if you're not a member of a political party.**

**Fausto Urañabi, Association of Guayaro Families in Santa Cruz**

program, the beneficiaries' statements confirm the relevance of the topics and methodological approach to the expectations and needs of the indigenous beneficiary populations.

The project's training events were complemented in turn by efforts to improve the organizational skills of urban indigenous communities. Some of these communities have already obtained legal status. This process concluded with the founding of the Indigenous Peoples Association of Santa Cruz de la Sierra (APISACS), an umbrella organization for all urban indigenous groups designed to strengthen and institutionalize their spaces and channels of communication with local authorities and other social stakeholders.



**Entry gate – Ayoreo community, Santa Cruz de La Sierra**

Relevance could perhaps have been maximized had the project attempted to further opportunities for dialogue and negotiation between the nascent urban indigenous organizations and both the existing indigenous organizations (based in their ancestral territories) and CPESC to foster greater linkage with and recognition of the emerging movement among indigenous groups in Santa Cruz de la Sierra to organize – this, especially because the participation of some of the leaders of the *Capitanía Zonacrus* (Guaraní) and Ayoreo communities has been somewhat limited due to the risk of creating a parallel organization that would compete with their existing organization.

Finally, it is important to note the relevance of the project's communication strategy, which made it possible to disseminate the information gathered through appropriate instruments such as the website, Facebook, press releases, the Second Forum of Indigenous Peoples of the City, and the excellent photo exhibition.

### **(ii) Effectiveness**

The project yielded significant tangible results, generally meeting the programmed objectives. APCOB's experience and prior relationship with the beneficiary groups contributed to its effectiveness. At the same time, the project capitalized on the interventions of other committed civil society stakeholders in similar sectors, fostering an enabling environment for the participation and commitment of the various stakeholders involved.

In order to achieve its initial objective, the project combined three complementary components, for which activities were designed and organized. It thus achieved tangible results in three strategic areas.

First, it conducted a mapping exercise and situational diagnostic of the indigenous Ayoreo, Guaraní, Chiquitano, Guarayo, and Yuracaré-Mojeño populations living in Santa Cruz de la Sierra. These studies were conducted under an agreement with the Gabriel René Moreno Autonomous University (UAGRM) School of Humanities. This research yielded very important information about the social and economic situation of indigenous families who had settled in the city, making it possible to understand the changes wrought by urbanization and its impact on



their social and cultural identity. The studies also provided salient insights into the need and importance of developing intercultural venues for social interaction.

It should be underscored that these investigations employed a participatory methodology that promoted collective problem-solving with the representatives of the various indigenous groups. The information obtained served as a baseline for other interventions, since the latest available information at the time dated from 2001, meaning it was totally obsolete. The results of the six research studies were distributed to 700 people from indigenous organizations and public and private institutions.

A second project component was geared to strengthening the exercise of six indigenous beneficiary populations' rights, increasing their participation and inclusion in regional political representation and decision-making bodies. To accomplish this, priority was given to three types of activities: a training program, the strengthening of organizational processes, and drafting of the proposal for the Municipal Organic Charter.

Through the National Legislation and Governance Training Program, offered in collaboration with the UAGRM School of Humanities, 101 men and women leaders from the six indigenous groups received training. The results were highly satisfactory and the drop-out rate lower than expected. Eighty-one participants received certificates of satisfactory performance from the Training Program. Another 20 people received certificates of participation, since they were unable to meet the demands of the full course schedule. The program beneficiaries consisted of leaders of indigenous organizations and indigenous professionals, departmental authorities, university students, artisans, and leaders. The Training Program's integration of the gender approach was very satisfactory, using a module dealing directly with the conditions of women, the legislation to protect them, and gender issues. Another achievement was the fact that 54% of the participants were women.

Seeing so many indigenous students attending classes at the University has been a wonderful and highly motivating experience for the professors. The guards didn't understand why indigenous students would come to the university on Sundays. It was a very positive short-term outcome.

**Marcelo Sossa, Dean, School of Humanities, Gabriel René Moreno Autonomous University (UAGRAM)**

The organizational strengthening activities provided legal assistance in the areas of individual and collective rights in the city and the procedures for securing legal status. Three urban indigenous organizations (Arimlo, Arad, and Zonacruz) that were already well-established benefitted from this support. The project also promoted the creation of three new organizations, among them the Indigenous People's Association of Santa Cruz de la Sierra (APISACS), an umbrella organization created to represent all the urban indigenous organizations. The Association plays a key role because of its influence with urban indigenous communities as their legitimate intermediary with departmental and municipal government entities.

Nevertheless, the mission noted some resistance on the part of senior officials from the Santa Cruz Coordinating Office for Ethnic Peoples (CPESC), who expressed dissatisfaction with the process that had led to the founding of APISACS, in which there had been little consultation. Likewise, some members of the Ayorea communities pointed to the risk of creating an organization parallel to their existing organization. Although such situations may reflect institutional jealousy, it would have been a good idea to use these difficulties to sensitize the

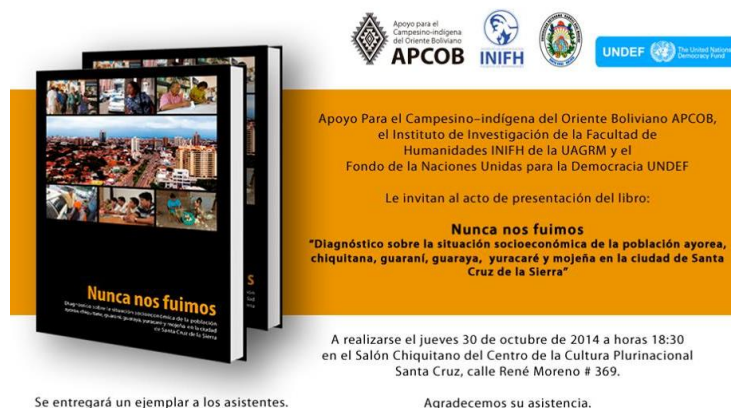
parties and encourage them to embrace democratic values such as negotiation and dialogue with political stakeholders with different points of view.

In its efforts to strengthen indigenous communities' exercise of the right to political participation, the project's support in drafting the Municipal Organic Charter of Santa Cruz de la Sierra was very important. Drafting the proposal involved a participatory consultative process that benefitted from the assistance of legal experts and staff from the Ombudsman's Office. An estimated 900 men and women from indigenous groups living in Santa Cruz contributed to the drafting of the proposed Municipal Organic Charter. This document, which is the product of a process that took the demands and proposals of the city's indigenous population into account, expresses their desire for greater visibility, recognition, and participation in municipal policies and administration. The proposal was presented and reviewed at the Second Forum of Indigenous Peoples of the City: Toward a Municipal Organic Charter, which attracted more than 200 participants. APCOB and APISACS hope that the Charter will be approved after the municipal elections in late March 2015.



**Project website – welcome page**  
<http://indigenasciudadsc.org/>

The third line of action was to raise public awareness. To accomplish this, the project publicized and disseminated the information and knowledge generated using a well-designed communication strategy that, in addition to informing and raising awareness among the direct beneficiaries, indirectly influenced public opinion through various activities, especially the traveling photo exhibition and the publication and distribution of the book “Nunca nos fuimos” (We Never Went Away). These APCOB materials publicized the real problems and expectations of the indigenous peoples living in Santa Cruz de la Sierra. Equally important was the engagement of the local and national media (press and television), which unquestionably raised the profile of urban indigenous people and put their problems into the proper context. In addition, government stakeholders gained access accurate systematized information. Both the departmental and municipal governments have used the six studies produced to improve their interventions with urban indigenous populations.



**Compilation of the surveys produced by the project “Nunca nos fuimos”, APCOB**

From the effectiveness analysis, the evaluation team reached the conclusion that some of the components had not accomplished enough. Given the extremely vulnerable situation of some urban indigenous communities, it is unfortunate that it did not adopt a more comprehensive vision that emphasized respect for fundamental rights and their exercise. While the project strengthened indigenous groups' capacity to achieve representation in order to exercise their political rights, it appears not to have addressed organizational and participatory capacity building at the grassroots level. Creating participatory bodies in the communities would have permitted the analysis of specific rights violations (in connection with access to justice, housing, education, and employment) that heavily impact these populations. The defense and exercise of socioeconomic and cultural rights should be an integral part of the policy agenda negotiated with the authorities after discussion not only by men and women leaders but by the population directly affected.

### ***(iii) Efficiency***

The efficiency analysis reveals heavy APCOB involvement in project activities and human and material resource management. The project mobilized highly committed personnel with the competencies and experience necessary for implementing the programmed tasks. The team members, coordinators, communicators, and training personnel that it selected were relevant to the type of initiatives organized. The team coordinated efforts with the experts hired for specific activities.

APCOB, founded by a German anthropologist who is currently its director, began operations in 1980. Its organizational structure includes a Founders Assembly that sets the overall policies and a Consultative Board comprised of civil society representatives that advises and oversees the work of the Executive Director. The organization's work methodology is characterized by co-management with the indigenous counterparts, along with community technical training, outreach, and promotion.

APCOB has ample experience in the technical and administrative management of international projects and collaborates with a number of international cooperation agencies and NGOs. Its activities and projects are detailed in an Annual Plan of Operations (APO). The team held monthly meetings to present the progress reports, monitor activities, and adjust month-to-month planning based on the APO and the progress made. The five coordinators in charge of each intervention sector submitted monthly estimates of the funds needed to implement the programmed activities. APCOB has administrative management procedures and an excellent data entry and storage system.

At the time of the evaluation, the organization was dealing, on the one hand, with an institutional deficit due to the discontinuation of funding by HIVOS, a Dutch international NGO that had provided APCOB with institutional support for the last 21 years, and on the other, with problems financing the salaries of its personnel and director. This situation forced the Association to sell its headquarters and set up temporary shop in a new site. APCOB is searching for alternatives to guarantee financing for its operating expenses without having to depend on cooperation funds.

The budget approved by UNDEF for direct project costs was US\$225,000, US\$22,500 of which was retained for monitoring and evaluation purposes. Of the remaining US\$202,500 allocated for the programmed activities, US\$202,200 was executed, for a budget execution rate of 99.84%. The most important lines of the executed budget were *Contractual services* (US\$76,897.00) and

*Salaries* (US\$41,985.00), which is consistent with the objectives of the project, which has a heavy qualitative component. A total of US\$32,504.00 was allocated for *Meetings, forums, and training*. The impact of the forums, workshops, assemblies, and training seminars reveals a high degree of efficiency, especially in terms of information generation, capacity building, and collective venues for organizing the various stakeholders.

One of the changes in the project was due to the unavailability of the National Statistics Institute, which had initially been identified as the project counterpart. However, APCOB managed to negotiate a framework agreement with the UAGRM sociology program, enabling it to overcome this difficulty without affecting project implementation.

The team stressed that the UNDEF project's contribution was very important, since in addition to funding specific activities (research, forums, training, publications, etc.), it provided resources to bring people together, offer refreshments, prepare brochures, etc. –expenses that other projects do not always cover.

Furthermore, APCOB valued UNDEF's collaboration and way of working, stating that communication was regular and easy and that it always received a rapid response to any question, especially when it requested a change in budget lines and the respective budget adjustment.

APCOB also praised the template used for the design of the project, which resulted in a coherent document. While at first, the staff felt it was hard to complete, especially since it had to be submitted in English, this exercise actually enabled them to clarify the strategic line that they would be implementing in the project and conduct a more relevant risk assessment.

#### ***(iv) Impact***

Capacity building for men and women leaders of the city's emerging indigenous organizations was one of the project contributions highly valued by the beneficiaries, especially because, despite Bolivia's progress in the legal sphere, exercising rights is always very difficult because Municipalities in major cities do not encourage the participation of representatives of indigenous groups in its basic structure. Furthermore, while public institutions, the Department of Government, and the Municipality are responsible for implementing public policies, the reality is that there are no policies that address the situation of indigenous populations in cities and few institutions that work with them, since the majority of institutions with an indigenous focus provide assistance to rural communities. Designating the city as the priority setting for the intervention also brought the issue to the attention of the general public – and not only in Santa Cruz de la Sierra, but the country as a whole.

According to the field interviews, the project made a real impact by raising the profile of indigenous communities in urban areas. At the same time the interviewees stated that it increased their knowledge and understanding of their rights, educating them about different ways of organizing and relating to decision-making bodies and entities.

The interviews with stakeholders and communities showed the project's effects on student youth. Many of these young people highlighted the lack of leadership, stating that as far as they were concerned, the important thing was to find a forum where they could express and explore their problems and learn about their rights without having to join a political party. They noted that

APCOB was helping them organize and better handle the culture shock of moving from their communities to the city, where life is completely different, with very individualistic cultural mores.

One project component that had a significant impact was the National Legislation and Governance Training Program offered in conjunction with the UAGRM School of Humanities. The meeting with the dean and team of professors enabled the evaluation team to appreciate the impact achieved on the university. The attendees commented that it was symbolic that the university had participated in the process, since it normally did not get involved in this type of initiative. The professors were completely open and accessible, opening their classrooms on Sundays and assigning the instructors and researchers.

The training program also forged a collaborative link between APCOB and the University, which are now planning other joint initiatives going forward. As for the beneficiary groups, the program also gave leaders from the six indigenous groups an opportunity to meet each other, share experiences, and identify mutual needs, contributing to the creation of APISACS. Individuals not from urban indigenous groups, such as technical staff from the Department of Government and indigenous participants from other municipalities, were also involved in the program.

The Forum of Indigenous Peoples of the City was also well-received and had a great impact nationally, since participants from indigenous groups in other departments wished to replicate the self-organization initiative in other Bolivian cities. APISACS members were therefore invited to La Paz and Cochabamba to discuss their experiences in workshops and to offer courses, attended by representatives of public and private institutions.

Likewise, the president of APISAC attended a meeting in La Paz with Deputies, Senators, and advisors to the Plurinational Assembly of Bolivia to urge that National Law No. 482 on Autonomous Municipal Governments, sent to the Assembly for approval in January 2014, consider the promotion of participatory activities in municipalities that do not have the status of Autonomous Indigenous Communities, promoting, for example, indigenous social control, the creation of Indigenous Municipal Districts, and/or the election of indigenous Deputy Mayors following their own customs and procedures.

Thanks to its excellent communication work, the project had a major impact, bringing indigenous problems in the city to the public's attention and promoting greater knowledge and information about indigenous rights. Especially effective was the traveling photo exhibition, "Being Indigenous in the City," displayed in 19 cultural centers, public and private, and visited by more than 10,000 people. One thousand copies of the exhibition brochure were distributed, and the initiative was followed by the media (newspapers and local and national television). A second showing of the exhibition traveled to six municipalities in Chiquitania (east of the Department of Santa Cruz).

Finally, other individual impacts are also worth mentioning, among them the fact that the AVINA Foundation put the indigenous issue on its agenda to use as an example for Argentina and Paraguay and that the Ombudsman's Office made public mention of urban indigenous people on Human Rights Day. Overall, the evaluators found that for a project executed over a two-year period, the impact was entirely positive.

### **(v) Sustainability**

At the organizational level, APCOB enjoys widespread public recognition as one of the first organizations committed to fighting for respect for the rights of indigenous peoples and because of its deep roots in society, chiefly in Bolivia's lowlands and the city of Santa Cruz de la Sierra.

At the technical and institutional level, the project is aligned with the NGO's strategic priorities; therefore, many of its outcomes are potentially sustainable. Evidence of this are the priority it accorded to strengthening the organizational capacity of the city's six indigenous groups and the creation of APISACS.

The meeting with APISACS representatives revealed the competencies attained by the urban indigenous organizations. The Association's application for legal status as a civil society organization is under review, and its organic by-laws and internal regulations are in place. Association members indicated a desire to consolidate the outcomes achieved to increase APISACS's representativeness and legitimacy. At the same time, two of its member organizations have been granted legal status and the others are applying for it. These institutional achievements are an important component of sustainability; while they must still be strengthened, they have the potential to maximize the opportunities of urban indigenous communities to engage in dialogue and advocacy in the government sphere.

In its commitment to increasing indigenous communities' exercise of the right to political participation, APCOB intends to continue offering training seminars to create a multiplier effect in the intervention areas. Through a range of training initiatives, it is looking to guarantee the effective transfer of knowledge and skills, as well as ensuring the sustainability of the project's activities. The indigenous leadership training program organized with the UAGRM School of Humanities was another major contribution, educating 101 participants about national legislation and governance. Some 75% of the attendees successfully completed the program and are able to replicate it and apply the lessons learned. The University plans to follow the participants to observe the relevance of the course and determine the extent to which the beneficiaries are applying the content studied.

In addition, according to the interviewees, the participants' skills and knowledge about the topics taught in the program were put on display at the First National Meeting of Indigenous Peoples and Provincial Capitals of Bolivia. The meeting was managed entirely by the participants, who coordinated the session and facilitated the discussions and the drafting of resolutions.

Furthermore, the partnerships forged with many of the stakeholders that intervene directly or indirectly in the city of Santa Cruz de la Sierra are a significant component of sustainability, due to the complementarity of their activities and the potential for optimizing use of the available resources.

It remains to monitor progress toward approval of the proposed the Municipal Organic Charter, which was drafted in a participatory manner and validated by representatives of the urban indigenous organizations and communities. There is a risk that its approval will be postponed due to the upcoming municipal elections. Some of the stakeholders interviewed believed that the future of the Charter was uncertain and that it would be advisable to discuss potential outcomes with the Department of Government and the Municipality before raising expectations.

Concerning financial sustainability, APCOB has enjoyed the support of a wide range of cooperation agencies since its foundation. One of its main sources of funding was the Humanist Institute for Cooperation with Developing Countries (HIVOS), which is currently withdrawing from Bolivia, obliging the Association to look for alternative sources of funding. However, APCOB receives financial support from other donors who are ensuring the continuity of its activities and projects. These donors include the European Commission Delegation in Bolivia, UNESCO, WWF-Bolivia, Zabalketa (Spain), the IICD and CORDAID (Netherlands), Groenhart (Belgium), the Provincial Government of Cuenca, and the Ibero-American Foundation for Development (FIDE).

***(vi) UNDEF added value***

The support of a United Nations program has opened doors, especially in the Department of Government and public agencies. It has also created a credible intervention that has moved many stakeholders to participate in initiatives organized under its aegis. According to APCOB team members, the value added by UNDEF made it possible for the first time to implement a project with a political purpose that lent visibility to the indigenous population in the city of Santa Cruz de la Sierra. APCOB acknowledges that while it was a demanding experience, UNDEF guided it from the outset, beginning with the project design phase.

## V. CONCLUSIONS

**i. The project brought the vulnerable situation of the urban indigenous population to the public's attention.** Public policies to benefit original indigenous peasant nations and peoples and Afro-descendants in the Plurinational State of Bolivia are geared primarily to rural populations. This was the first project to tackle the issue of indigenous participation and representation in an urban context, helping these populations feel that they are considered to have rights.

**ii. The project improved the organizational skills of the six indigenous groups that have settled in the city of Santa Cruz de la Sierra.** The groups interviewed are happy to have acquired useful skills and consider themselves legitimate social and political intermediaries with an identity and the ability to put new ideas forward. They consider the founding of APISACS and the participation of six indigenous populations in the drafting of the Municipal Organic Charter a very positive development, notwithstanding the need to consolidate these processes. The project had far greater success organizing some groups than others (it was more successful with the Guayaro, Chiquitano, and Mojeño populations than with the Ayoreo and Guaraní, who already had organizations with which coordination was not as easy as the project would have liked).

**iii. The project is part of APCOB's long track record of work with and commitment to indigenous populations.** The NGO's 33-plus years of experience working "for and with" the indigenous peoples of Eastern Bolivia facilitated the project's, especially in regard to the defense of collective rights and the development of social, technical, and political management capacity to further democratization in their organizations and the way they organize.

**iv. The project relied on major civil society and government stakeholders and fostered coordination with them.** The partnerships forged with allied institutions were one of the project's key strategic factors, maximizing its impact and sustainability. Moreover, the synergies it generated facilitated an enabling social environment to foster respect for and recognition of the rights of indigenous peoples. Worth noting in terms of training was the project's collaboration with the public university, which opened up significant opportunities for research and interaction and furthered indigenous groups' access and linkage to the university environment.

**v. The project generated and disseminated excellent information about the living conditions of indigenous populations in the city.** Through diverse initiatives, such as the traveling photo exhibition, the documentary "Nunca nos Fuimos," and publications, the public had an opportunity to learn about indigenous people's initiatives in organization, production, education, and the strengthening of their identity in the city.



**vi. The project could have prioritized a rights-based approach with a more comprehensive vision.** The objective of the intervention was to improve six indigenous people's exercise of the right to political participation, which was a relevant and very positive component. However, it appears that sufficient attention was not paid to the promotion and exercise of socioeconomic and cultural rights. Considering the indivisibility of rights, a more comprehensive approach that simultaneously addressed political, socioeconomic, and cultural rights would have permitted a better response to specific rights violations that seriously affect these populations – especially those involving access to justice, housing, education, and employment. This component will be a challenge for future stages.

**vii. The project was confronted with rejection and challenges from existing indigenous organizations.** The creation of the Association of Indigenous Peoples of Santa Cruz de la Sierra (APISACS), an umbrella organization for all urban indigenous organizations, led to challenges from existing indigenous organizations (such as CPESC, CANOB). Their resistance and differences of opinion over the creation of APISACS could have been used to educate the organizations about the democratic values of acceptance, tolerance, and negotiation with people who think differently to create opportunities for consensus building and dialogue. The evaluation team believes that the project's handling of the problems persuading existing organizations to accept APISAC was inadequate. Better performance in this area would have increased synergies and prevented the pointless weakening of indigenous populations that are finally committed to fighting for the defense and recognition of their rights.

## VI. RECOMMENDATIONS

Since the project yielded very positive outcomes in terms of its implementation, the evaluation team is limiting itself to issuing two recommendations geared essentially to rounding out and strengthening APCOB's strategic approach.

**(i) Shift toward a comprehensive vision centered on the indivisibility of rights that includes socioeconomic and cultural rights.** The evaluation team believes that the next stages of the intervention should shift from a logic centered solely on the right to political participation to a broader, more coordinated approach that includes the exercise of socioeconomic and cultural rights. This would mean developing a more inclusive and comprehensive approach that more explicitly considers the issues and needs that should be the focus of political participation initiatives. This strategy should enable indigenous populations whose rights have most seriously been violated to analyze their situation and context, identify their priority needs (bearing in mind the violations of basic rights such as the right to sanitation, health, education, nutrition, etc.), and seek support from the authorities to improve their living conditions and adaptation to the urban environment. The objectives of political representation and participation activities would therefore be: (a) to create bodies for grassroots civic engagement; (b) to allow the representatives participating in bodies for policy-making to serve as spokespersons to convey the needs of local populations. Political dialogue with the authorities should focus on the factors essential for indigenous populations to exercise their citizenship and participate in local governance.

**(ii) Improve APISACS' ability to negotiate and dialogue as the representative body for the six indigenous groups living in Santa Cruz de la Sierra.** To capitalize on the participatory process that led to the creation of APISACS, APCOB could facilitate opportunities for rapprochement and collaboration with existing indigenous organizations such as CIDOB and CPESC. This would involve promoting positive experiences by creating synergies among institutions with common objectives, such as the defense of collective rights and the recognition of indigenous peoples, in specific but complementary bodies (rural and/or urban). Such initiatives should help the various stakeholders overcome their differences and resistance due to opposing political visions, offering them an opportunity to build democracy grounded in diversity and respect.

## VII. ANNEXES

### ANNEX 1: EVALUATION QUESTIONS

DAC criterion	Evaluation Question	Related sub-questions
Relevance	To what extent was the project, as designed and implemented, suited to context and needs at the beneficiary, local, and national levels?	<ul style="list-style-type: none"> <li>▪ Were the objectives of the project in line with the needs and priorities for democratic development, given the context?</li> <li>▪ Should another project strategy have been preferred rather than the one implemented to better reflect those needs, priorities, and context? Why? How appropriate are/were the strategies developed to deal with identified risks? Was the project overly risk-averse?</li> </ul>
Effectiveness	To what extent was the project, as implemented, able to achieve objectives and goals?	<ul style="list-style-type: none"> <li>▪ To what extent have the project's objectives been reached?</li> <li>▪ To what extent was the project implemented as envisaged by the project document? If not, why not?</li> <li>▪ Were the project activities adequate to make progress towards the project objectives?</li> <li>▪ What has the project achieved? Where it failed to meet the outputs identified in the project document, why was this?</li> </ul>
Efficiency	To what extent was there a reasonable relationship between resources expended and project impacts?	<ul style="list-style-type: none"> <li>▪ Was there a reasonable relationship between project inputs and project outputs?</li> <li>▪ Did institutional arrangements promote cost-effectiveness and accountability?</li> <li>▪ Was the budget designed, and then implemented, in a way that enabled the project to meet its objectives?</li> </ul>
Impact	To what extent has the project put in place processes and procedures supporting the role of civil society in contributing to democratization, or to direct promotion of democracy?	<ul style="list-style-type: none"> <li>▪ To what extent has/have the realization of the project objective(s) and project outcomes had an impact on the specific problem the project aimed to address?</li> <li>▪ Have the targeted beneficiaries experienced tangible impacts? Which were positive; which were negative?</li> <li>▪ To what extent has the project caused changes and effects, positive and negative, foreseen and unforeseen, on democratization?</li> <li>▪ Is the project likely to have a catalytic effect? How? Why? Examples?</li> </ul>
Sustainability	To what extent has the project, as designed and implemented, created what is likely to be a continuing impetus towards democratic development?	<ul style="list-style-type: none"> <li>▪ To what extent has the project established processes and systems that are likely to support continued impact?</li> <li>▪ Are the involved parties willing and able to continue the project activities on their own (where applicable)?</li> </ul>
UNDEF value-added	To what extent was UNDEF able to take advantage of its unique position and comparative advantage to achieve results that could not have been achieved had support come from other donors?	<ul style="list-style-type: none"> <li>▪ What was UNDEF able to accomplish, through the project, that could not as well have been achieved by alternative projects, other donors, or other stakeholders (Government, NGOs, etc.).</li> <li>▪ Did project design and implementing modalities exploit UNDEF's comparative advantage in the form of an explicit mandate to focus on democratization issues?</li> </ul>

## ANNEX 2: DOCUMENTS REVIEWED

### *Project document:*

- (i) PO Note - UNDEF;
- (ii) Initial Project Document;
- (iii) Mid-term Progress Report and Final Narrative Report submitted by APCOB
- (iv) The grantee website - <http://www.apcob.org.bo> ; <https://www.facebook.com/apcobolivia>;
- (v) The project website: Ser Indígena en la Ciudad - <http://indigenasciudadsc.org/index.html> and Facebook page - <https://www.facebook.com/indigenasciudadsc>
- (vi) Articles about one of the two indigenous organizations associated with the project: “Coordinadora de Pueblos Étnicos de Santa Cruz” (CPESC), which has no dedicated website.
- (vii) The second indigenous organization associated with the project, “Confederación de pueblos indígenas de Bolivia Oriente Chaco y Amazonia unido y organizados” (CIDOB) - <http://www.cidob-bo.org/>
- (viii) The project’s initial partner (withdrew from the project): El Instituto Nacional de estadística - <http://www.ine.gob.bo/>
- (ix) The project’s final partner: Universidad Autónoma Gabriel René Moreno - <http://www.uagrm.edu.bo/>
- (x) Consejo Municipal de Santa Cruz de la Sierra - <http://www.concejomunicipalscz.gob.bo/>

### *Materials published during project execution:*

- (i) Annual Operational Plan 2012, 2013 and 2014
- (ii) Community Training Plan for Indigenous beneficiaries
- (iii) Program for Education in National Legislation and Governability for indigenous leaders
- (iv) Methodology of input construction for the Municipal Charter
- (v) Indigenous proposal for the Municipal Charter
- (vi) Documentary “Nunca nos Fuimos”
- (vii) Photo exhibition “Being Indigenous in the City”
- (viii) “Nunca nos fuimos” Socioeconomic Studies of the Indigenous Population of Santa Cruz de la Sierra
- (ix) Convention with UAGRM
- (x) Report of the II Forum of Indigenous Peoples of the City “Hacia una Carta Orgánica incluyente y participativa”

### *Other documents:*

- Ley N° 341, de Participación y control social, Ley de 5 de febrero de 2013;
- Ley N° 045, Ley contra el Racismo y toda forma de Discriminación;
- Ley No. 482 de Gobiernos Autónomos Municipales, enero de 2014;
- Ley Marco de Autonomías y descentralización “Andrés Ibáñez”;
- Proyecto de Ley Municipal para los Pueblos Indígenas;
- Reglamento Interno APISACS;
- Instrumentos de apoyo a la construcción de cartas orgánicas municipales, Guía para los gobiernos municipales autónomos; Ministerio de Autonomías;
- Índice de apertura y transparencia municipal Boliviana, 2013; HIVOS y GIZ;

## ANNEX 3: LIST OF PEOPLE INTERVIEWED

February 8, 2015	
Arrival, international consultant	
Evaluation Team meeting	
Luisa María Aguilar	International Consultant
Mónica Sahonero	National Consultant
February 9, 2015	
Arrival, International Expert, Evaluation Manager, Quality Assistant	
Aurélie Ferreira	International Expert and Evaluation Manager
Presentation of the APCOB project execution team and project results, processes, partnerships, materials, etc.	
Patricia Patiño	Administrator, APCOB
Lenny Rodríguez	Project Coordinator
Naldo Caballero	Project technical staff
Paulina Brusela	Project technical staff
February 10, 2015	
Visit to the Degüi Ayorea community	
César Picanerai	President, Degüi Ayorea Residents Association
Lenny Rodríguez	Project Coordinator
Paulina Brusela	Project technical staff
Meeting with leaders of Central Ayorea Nativa del Oriente Boliviano (CANOB)	
Manuel Chiqueno	President, CANOB
Rubén Picanerai	Vice President, CANOB
Chugupei Nurumini	Secretary of Health, CANOB
Dope Etacorei	Secretary of Organization, CANOB
Meeting with Indigenous Departmental Assemblyman	
Subi Picanerai	Indigenous Departmental Assemblyman for the Ayoreo People
Meeting with Association of Urban Guarayo Families of Santa Cruz (AFIGUC)	
Florinda Urañabi	President, AFIGUC
Donato Oreyai	Vice President, AFIGUC
Lucía Aramendaro	Secretary of Gender, AFIGUC
Lorena Urañabi	General Secretary, AFIGUC
José Evelio	Member, AFIGUC
José Urañabi	Member, AFIGUC
Anselmo Urapuca	Member, AFIGUC
Fausto Urañabi	Member, AFIGUC
Roberto Urañabi	Member, AFIGUC
Meeting with Chiquitano leaders of the Monkox Residents Association of Lomerío (ARIMLO)	
Reinaldo Chuvirú Peña	President, ARIMLO
Julio Parapaino García	Member, ARIMLO Directorate
Daniel García	Member, ARIMLO Directorate
José Parapaino García	Member, ARIMLO Directorate
February 11, 2015	
Meeting with Asociación Civil Desafío –UNITAS –Bolivia	

Carola Parel	Technical staff, Desafío, and Member, Urban Program, Red UNITAS
Meeting with Asociación de Comités de Vigilancia de Santa Cruz ACOVICRUZ – Network for Citizen Participation and Social Oversight (PCCS)	
Isaías Rojas	Director, ACOVICRUZ
Lourdes Chávez	Technical assistant, ACOVICRUZ and participatory democracy facilitator
Lenny Rodríguez	Project Coordinator
Meeting with Asociación Civil Formación Solidaria FORMASOL	
Jeannete Beltrán	Director, FORMASOL
Marilyn Carayuri	Communicator
Lenny Rodríguez	Project Coordinator
Meeting with representatives of Coordinadora de Pueblos Étnicos de Santa Cruz (CPESC)	
Arturo Chiqueno	President, CPESC
Ivar Vaca Saucedo	Vice President, CPESC
David Pérez	Secretary of Community Autonomy and Democracy
Meeting with the Director of Instituto Plurinacional de Estudios de la Lengua y la Cultura (IPELC)	
Pedro Apala	Director, IPELC
<b>February 12, 2015</b>	
Meeting with the Ombudsman's Office	
Hernán Cabrera	Ombudsman's Office – Departmental Representative, Santa Cruz
Catherine Paco Vidaurre	Technical staff, Ombudsman's Office of Santa Cruz
Meeting with the Departmental Secretariat for Indigenous Peoples of the Autonomous Government of Santa Cruz	
Ronald Gómez	Departmental Secretary for Indigenous Peoples, Autonomous Government of Santa Cruz
Meeting with the technical team in charge of drafting the Organic Charter of the Municipality of Santa Cruz de la Sierra	
Hugo Oliva	Coordinator, Technical Team
Javier Rojas	Constitutional Attorney
Romina Justiniano	Tax Attorney
Ernesto Suárez	Informatics Expert
Paulina Brusela	Project technical staff
Meeting with the Dean of the School of Humanities, Gabriel René Moreno Autonomous University (UAGRAM) and members of the School of Humanities Research Institute (INIFH)	
Marcelo Sossa	Dean, UAGRM School of Humanities
Elisa Saldías	Former director, INIFH
Alfredo Mena	Director, INIFH
Norma Casanova	Instructor and member, INIFH
Lenny Rodríguez	Project Coordinator
Paulina Brusela	Project technical staff
Meeting with leaders of Asociación de Pueblos Indígenas de Santa Cruz de la Sierra (APISACS)	
Marcelino Posiva	President, APISACS
Florinda Urañabi	Vice President, APISACS
Juan Romero	Secretary of Organization

Antonio Viaña Chubé	Secretary of Education, Culture, and Communication
José Valentín Muiba	Secretary of Human Rights and the Environment
Lenny Rodríguez	Project Coordinator
Naldo Caballero	Project technical staff
<b>February 13, 2015</b>	
Meeting with Fundación AVINA – Bolivia	
Chiaki Kinjo	AVINA Program Coordinator for Amazonía and Chaco - Bolivia
Lenny Rodríguez	Project Coordinator
Evaluation Team meeting	
Luisa María Aguilar	International Consultant
Aurélie Ferreira	International Expert, Evaluation Manager, Quality Assistant
Mónica Sahonero	National Consultant
Meeting with APCOB project implementation team and director of the institution for information and feedback	
Jurgen Riestler	Director, APCOB
Patricia Patiño	Administrator, APCOB
Lenny Rodríguez	Project Coordinator
Naldo Caballero	Project technical staff
Paulina Brusela	Project technical staff
<b>February 14, 2015</b>	
Interview with Gísela López, former Vice Minister of Autonomous Municipalities and candidate for Departmental Assemblywoman for Santa Cruz	
Gísela López	Former Vice Minister of Autonomous Municipalities and candidate for Departmental Assemblywoman for Santa Cruz

## ANNEX 4: LIST OF ACRONYMS

ACOVICRUZ	Asociación de Comités de Vigilancia de Santa Cruz
AFIGUC	Asociación de Familias Guarayas Urbanas Cruceñas
AIAG	Asociación Indígena Ayorea Garay
APCOB	Apoyo Para el Campesino-indígena del Oriente Boliviano
APISACS	Asociación de los Pueblos Indígenas de Santa Cruz de la Sierra
ARAD	Asociación de Residentes Ayoreos Degüi
ARIMLO	Asociación de Residentes Indígenas Monkox de Lomerío
CANOB	Central Ayorea Nativa del Oriente Boliviano
CIDOB	Confederación de pueblos Indígenas de Bolivia Oriente Chaco y Amazonia unido y organizados
CPESC	Coordinadora de Pueblos Étnicos de Santa Cruz
CSO	Civil Society Organization
EU	European Union
FORMASOL	Asociación Civil Formación Solidaria
HIVOS	Humanist Institute for Cooperation with Developing Countries
INE	National Statistics Institute
INIFH	Research Institute, UAGRM School of Humanities
IPELC	Instituto Plurinacional de Estudios de la Lengua y la Cultura
NGO	Nongovernmental Organization
PCCS	Red Participación Ciudadana y Control Social
POA	Annual Operational Plan
UAGRM	Gabriel René Moreno Autonomous University
UNDEF	The United Nations Democracy Fund
UNDP	United Nations Development Programme
UNITAS	Unión Nacional de Instituciones para el Trabajo de Acción Social