

UNDEF



The United Nations
Democracy Fund

**PROVISION OF POST PROJECT EVALUATIONS FOR THE UNITED NATIONS
DEMOCRACY FUND
Contract NO.PD:C0110/10**

EVALUATION REPORT



**UDF-GUA-11-476– Civic Participation of Indigenous Youth for the Strengthening of
Democracy**

Date: 4 January 2016

Acknowledgments

The evaluation team would like to thank Jorge COLORADO y Alberto COLORADO, as well as all the members of the COMADEP team who devoted their time and energy to organizing this mission. Their good will and professionalism contributed to its success. The evaluators would also like to thank all young beneficiaries who participated in this evaluation process and agreed to share their thoughts and experiences.

Disclaimer

The evaluators are solely responsible for the content of this publication, which in no case can be considered to reflect the views of UNDEF, Transtec, or any other institution and/or individual mentioned in the report.

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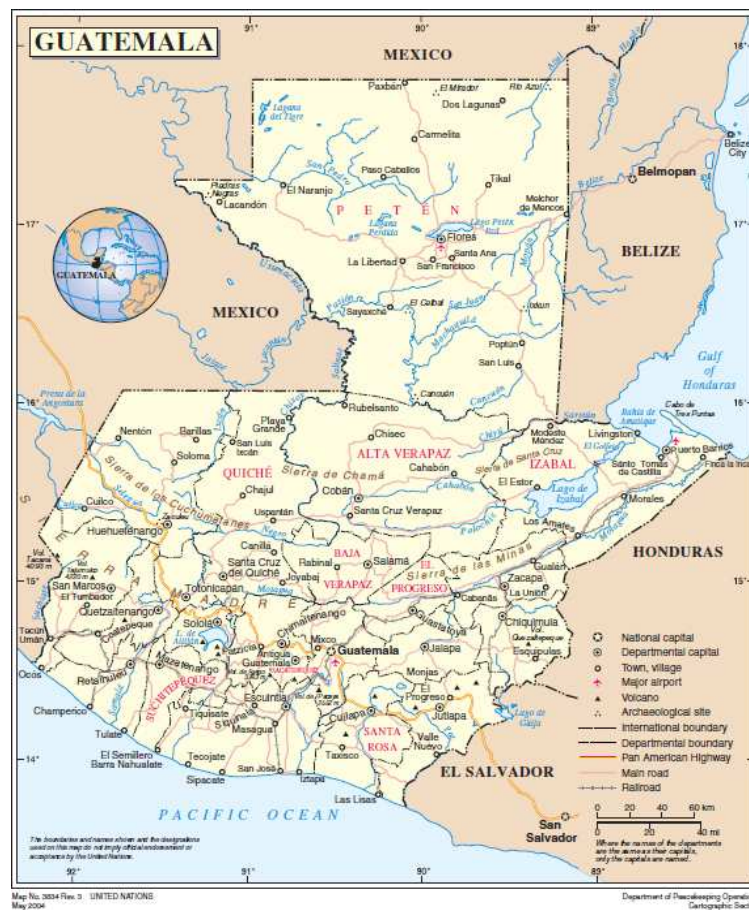


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I. Executive Summary

(i) Project Data

This report is the evaluation of the project entitled: “*Civic Participation of Indigenous Youth for the Strengthening of Democracy*”, which was implemented by the ‘Coordination of NGOs and Cooperatives (CONGCOOP)’ and the Mesoamerican Cooperation for Development and Peace (COMADEP), from 01 July 2013 to 30 June 2015. The project benefited from a UNDEF grant of 225,000 USD to carry out the following activities and objectives.

The aim of the project was “*to increase the participation of Q’eqchi youth (especially women) in individual and collective decision-making and democratic processes in the municipality of Sayaxché, department of Petén, expressly involving the local government in this process*”.

The project strategy was structured around two results which were respectively centered around (a) training young people on citizens’ rights and participatory democracy; and (b) creating organized youth spaces in order to foster the participation of young people in political decision-making processes. In order to do this, a process of civic awareness-raising and training sessions for young people from 23 communities belonging to five micro-regions within the municipality of Sayaxché was planned. In a first step, 50 young men and 50 young women were trained as “promoters of peace and democracy”. Later, each promoter would go on to train a further 25 young people from their villages, which would lead to a total of about 2,500 young people having been trained by the end of the project. The second step of the project focused on strengthening the structure of youth association by creating two youth associations: the “Association of Promoters of Democracy” and the “Youth Association of Sayaxché”. Both organizations would jointly draft a proposal for a Public Policy on Youth at the municipal level, which would be presented to the local government for adoption. At this stage of the project, it was also planned to promote the involvement of young people who had been trained in various areas of civic participation spaces, both formal (COCODEs and COMUDEs) and informal (working parties and committees) at the local level.

The project aimed at reaching the following groups of beneficiaries;

- Direct beneficiaries: Young people (men and women), primarily between the ages of 16 and 20.
- Indirect beneficiaries: local authorities and family parents.

(ii) Evaluation Findings

The project achieved a very good level of **relevance**, since it was coherent with the needs of the socio-political context in Guatemala, which has been much weakened by the recent crisis. The intervention took place in the municipality of Sayaxché, a rural area which is marked by violence and social exclusion and where it is essential to promote a culture of rights and political participation among young people, particularly young women who are barely present in spaces of decision-making. The training courses, the creation of youth organizations and the participatory drafting of the Public Policy on Youth (Política Pública de la Juventud – PPJ) contributed to the improvement of the quality of political participation of young people and to the strengthening of the process of decentralization which promotes civic participation at the local level (26% of the total of COCODEs).

The implementation of the PPJ is still outstanding and will depend on the adoption of a budget by the municipality. Important topics such as the prevention of violence, sexual and

reproductive health and the construction of equal gender relations have not been sufficiently elaborated during the training program, posing open challenges which will need to be overcome in a future project.

The project obtained a very satisfactory level of **effectiveness**, which can be seen in the achievement of concrete results. The training component achieved highly satisfactory results. The training processes informed and trained young men and women on their civic rights, enhancing leadership capacities both in the 100 Promoters of Democracy and Peace and in the 2035 beneficiaries of the multiplication session. Strengthening youth association was rendered concrete by the creation of two youth organisations which have been set up and are operative with a legal personality and statutes. The adoption of the Public Policy on Youth (Política Pública de Juventud – PPJ) and the creation of the Municipal Youth Office (Oficina Municipal de la Juventud – OMJ) is proof of the link that was established with the municipal authorities. The young people appreciated these processes of training and association, which gave them the opportunity to know their rights and apply democratic practices (although the latter would have required more monitoring), including the participation of six young people in six COCODEs.

The project was unable to carry out sufficient work on training in the areas of institutional development, management and resource mobilization, especially at the level of the governing boards of the youth associations. In order to capitalize on the organizational spaces, it will be necessary to implement a permanent channel to link up with the municipality, the mayor and the Municipal Youth Office. It would also be important to establish synergies with other project-external actors, especially with other existing networks and communication means which will bring visibility and support to the initiatives of the youth associations and the OMJ.

The project achieved a very satisfactory level of **efficiency**. The agreement concluded between COMADEP and CONGCOOP ensured the operative realization of the project which allowed for good management of the financial resources. COMADEP ensured efficient management and coordination between its central office based in the capital and the technical team which was operating out of the regional office in the municipality of San Benito in Petén. The project had difficulties in presenting narrative reports in English. In spite of having hired a translation service, a number of inconsistencies were noticed between the original Spanish version and the English translation, which led to some misunderstandings. In the case of a future project, the precision and quality of the narrative reports should be improved. The budget implementation rate reached 100%, which confirms the relevance of the budget as well as a correct cost-benefit ratio. However, some budget lines, in particular monitoring the activities, were insufficient. COMADEP made an additional budget contribution, with which this deficiency could be partially remedied.

The project obtained significant **impact** in various areas. The effects which were achieved in empowering young people are obvious, both on a personal level (regaining self-esteem, gaining confidence in public speaking, being able to express opinions, knowing one's rights) and in strengthening their capacity for political participation. This is particularly the case for young women, who gained participation spaces on local committees and in COCODEs; although it is still necessary to work with adults who have still not sufficiently opened up participation spaces for young people. The creation of the two youth associations raised awareness of organizational processes and promoted exchanges between the youth associations and municipal authorities. The project achieved a very significant level of impact in the municipal government and for the first time in the department of Petén it was possible to adopt a Public Policy on Youth, opening up new dialogue spaces with political decision makers. One unexpected impact was the creation of the Municipal Youth Office, which is coordinated by two young people trained by the project and who are also members of the

youth associations. The extent to which this impact can be consolidated will depend on the degree of ownership achieved by the young people but will also depend on external factors, such as the adoption of the implementation budget for the PPJ, which has still not been confirmed by the Municipality.

Raising awareness among local authorities on the issue of youth participation rights in public governance as well as the relationship of trust and collaboration established with COMADEP, are **sustainability** factors which can ensure the continuity of the advocacy initiatives with local government, particularly in light of the OMJ's activities and the implementation of the PPJ. This is certainly the will expressed by the current mayor in office as well as the recently elected mayor.

Moreover, support for the youth organizations and strengthening leadership was one of the core aspects of the project, obtaining installed capacities which will support its continuity and repeatability in other communities. The youth associations and the OMJ are set up and operational, in spite of the fact that it remains necessary to consolidate them and improve their management capacities in order to actively participate in the implementation of the Public Policy on Youth and to optimize their capacity for linking up with and advocate towards public policies. The financial sustainability is still pending, since the Municipality has still not confirmed the budget for the OMJ's 2016 POA. This situation could lead to discouragement among the young people, who expect a greater response from the OMJ coordinators. Trust at the grassroots will have to be strengthened, as will the representativeness of the leaders who were democratically elected by the young people, in order to avoid ruptures in the communication spaces which are still being consolidated.

The UNDEF **added value** facilitated processes of leadership and youth association in 23 rural communities which had not yet had the opportunity to participate in this kind of initiative of civic participation. The backing provided by UNDEF reaffirmed the trust of the municipal authorities and made the adoption of the first Public Policy on Youth in the municipality of Petén possible as well as the establishment of the Municipal Youth Office in the department of Sayaxché. These concrete opportunities to organize and participate in local decision-making processes, including in the COCODEs, motivated young people and particularly young women to take on a leading role in their communities.

(iii) Conclusions

(i) The project was able to create a participation space for youth and make their rights and their needs visible. The process of training youth leaders raised civic awareness and supported organizational processes amongst young people. Although their understanding of civic participation as a tool for political change still needs to be strengthened, the lessons learnt are highly valued by the young men and women, who have been able to include issues that affect them in the Public Policy on Youth (Política Pública de la Juventud – PPJ) and in the strategic axes of the 2016 Annual Operative Plan (Plan Operativo Anual – POA) of the Youth Office (OMJ).

(ii) The project provides a very strong component in terms of training youth promoters, thereby generating a strong process for future replication in the communities. Youth and female leaders were empowered and are occupying various participation and decision-making spaces at the local level; be it in the Community Development Councils (Consejos Comunitarios de Desarrollo – COCODE) in six of the 23 intervention communities, on thematic committees or in other roles of civic responsibility.

(iii) The project supported the participation of young people in the electoral process as voters, observers and members of the election watchdog. Although there is no data to confirm the increase in youth participation in the 2015 electoral process, it is clear that the project supported concrete initiatives for young people to get their personal identification documents and to register in the citizens' registry, thereby making it easier to exercise voting rights.

(iv) The project laid the groundwork for young people to be able to initiate their own organizational processes. The creation of the Association of Promoters of Democracy and Peace (February 2014) and the Youth Association of Sayaxché (October 2014), both of which have legal personality and specific statutes have enabled organizational capacities and spaces for youth association and were able to secure the mayor's support in the creation and implementation of the Municipal Youth Office (Oficina Municipal de la Juventud – OMJ) and the adoption of the Public Policy on Youth (Política Pública de la Juventud – PPJ).

However, the budget for the implementation of the 2016 POA and the Public Policy has not been obtained, which is why the youth organizations have not been able to engage in advocacy.

(v) The project seeks to promote spaces for political advocacy but the tools and practices needed to exercise such advocacy are still in process. In light of the need to strengthen the processes of representation and negotiation of the youth organizations with the OMJ and municipal authorities, it has become clear that there is a need to install more permanent and structured channels in order to improve political advocacy vis-à-vis at the authorities. This is proven by the fact that at the grassroots level there is a certain degree of mistrust towards the youth representatives who are part of the OMJ, since the municipality has delayed the implementation of the Public Policy on Youth. This situation requires a relevant intervention in order to ensure that the young people do not become demotivated.

(vi) The project raised many expectations among the young people and in the communities. They wish to ensure the continuity of the initiatives that were developed and extend the intervention zones to other communities within the municipality. In addition, the new mayor and COMADEP are willing to continue to support and provide incentives for youth participation in order to consolidate the process and the experiences which were launched and to ensure its continuity and impact.

(vii) The project was based on efficient and local management. Interviews with the management of CONGCOOP confirmed that COMADEP took on the entire technical, administrative and financial execution of the project. The agreement established between COMADEP and CONGCOOP is due to circumstances, since at the time they were presenting the project, COMADEP did not have one of the necessary audits that was required by UNDEF. COMADEP wants to improve the quality of the technical management during the implementation of a future intervention, particularly when it comes to monitoring the project's effects and better accompanying the young people in the areas of participation and political advocacy.

(iv) Recommendations

(i) Define the reach of a new project in a realistic manner. The proposal should focus on the consolidation of the processes which have been launched and should work in particular on the identified weaknesses. In year II the coverage could be extended to other communities within the same municipality of Sayaxché in order to replicate best practices. COMADEP should think about a less ambitious project in order to avoid the risk of dispersion.

(ii) COMADEP could present the proposal for a new project individually. It would guarantee a competent technical, administrative and financial execution of a new project. In order to improve the quality of the intervention, the NGO should improve the processes for monitoring and accompanying the youth associations in order to implement effective actions which are coordinated with the Municipal Youth Office.

(iii) Support the consolidation of the organizational spaces based on a political vision. Strengthening the ownership and the awareness amongst young people of the advantages of a Public Policy on Youth which is adopted by the Municipal Council and of being able to rely on a Municipal Youth Office and two youth associations in their municipality. In order to do this, it is necessary to generate concrete practices and processes in order to promote change in their communities. Accompanying offered by COMADEP should help the young people understand the relationship between knowing their civic rights and the true exercise of citizenship and its forms of representation in order to bring about changes to their socio-political realities.

(iv) The new project needs to strengthen the youth associations and their operative capacity, particularly through: (a) identifying necessary social changes in order to improve the young people's living conditions; (b) strengthening the political vision in the advocacy actions of the associations starting from the axes of the 2016 POA; (c) identifying concrete initiatives which will allow the youth associations to address local issues contemplated by the PPJ;

(v) The new project's training process should go into greater depth on the following components: (a) strengthening and training the executive bodies of the youth associations; (b) theoretical and practical advice to the youth organizations and the OMJ on the search for institutional resources; (c) diversified training for the youth leaders to promote suitable capacities depending on the specific needs identified.

(vi) Define a strategy to link up with authorities and political decision-makers in order to optimize the capacity for advocacy of the youth associations. This should strengthen the construction of effective negotiation and political dialog channels between the youth associations and the OMJ, the Municipal Council and the mayor. COMADEP should progressively delegate the management of political advocacy to the youth organizations.

(vii) Support links to other networks and civil society organizations. The two youth organizations should identify strategic allies and existing networks in order to

improve the impact of their interventions and to promote structural change in relation to the most pressing issues that affect their communities.

(viii) Implement a communication plan in order to render the issues and suggestions of the youth organizations more visible and in order to make visible the contribution of the Public Policy on Youth and to gain the support of communication media and journalists who are sensitive to the promotion of youth rights.

II. Introduction and development context

(i) The project and evaluation objectives

The project “*Civic Participation of Indigenous Youth for the Strengthening of Democracy*”, was implemented by ‘Coordination of NGOs and Cooperatives (CONGCOOP)’ and the Mesoamerican Cooperation for Development and Peace (COMADEP), from 01 July 2013 to 30 June 2015.

UNDEF provided a grant of U\$225,000, including U\$22,500 which was retained for monitoring and evaluation purposes.

Guatemala is made up of a predominantly young population. About 70.60% of the population are children and young men and women aged under 29 years. The government has failed to meet their multiple needs and has denied their rights as citizens. In 2012, UNDP edited a report and recommended investing in youth and in strengthening social, cultural, technical and political capacities for participation to enhance democracy. In the municipality of Sayaxché, young people have not been aware of their civic rights and duties (especially indigenous people and in particular indigenous women); there are no programs in the region to guide the youth on the subject and no youth organizations that allow interaction among young people.

The aim of the project was “*to increase the participation of Q’eqchi youth (especially women) in individual and collective decision-making and democratic processes in the municipality of Sayaxché, department of Petén, expressly involving the local government in this process*”.

The project strategy was focused on two components: (i) Increased awareness about civic rights and responsibilities among Q’eqchi youth in 24 villages¹ in the municipality of Sayaxché. (ii) Increased sustainable interaction and planning for civic engagement among Q’eqchi youth, and between Q’eqchi youth and local authorities in the municipality of Sayaxché. This strategy was built around the concepts of (a) increasing knowledge and raising awareness; (b) identifying and sustainably utilizing spaces to influence decision-making; and (c) ensuring gender equality.

The target area consists of 24 Q’eqchi (the biggest ethnic group in Sayaxché) villages within the municipality of Sayaxché, covering 5 micro-regions. The direct beneficiary groups were: 50 young men and 50 young women who were trained as democracy promoters (TOT program) and 2,035 young people who were trained in target villages by the cascaded program, carried out by the 100 young people who were trained as democracy promoters.

The evaluation of this project is part of the larger evaluation of rounds, 2, 3 and 4 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”.²

¹ In fact, the project was able to intervene in 23 villages.

² Operational manual for the UNDEF-funded project evaluations, page 6.

(ii) Evaluation methodology

The evaluation was conducted by an international expert and a national expert, hired under the Transtec contract with UNDEF. The evaluation methodology is spelled out in the contract's Operational Manual and is further detailed in the Launch Note. Pursuant to the terms of the contract, the project documents were sent to the evaluators in November 2015 (see Annex 2). After reading and analyzing them, they prepared the Launch Note (UDF-GUA-11-476), describing the analysis methodology and instruments used during the evaluation mission to Guatemala (municipality of Sayaxché, department of Petén) from 02 to 08 December 2015. The evaluators interviewed project staff and members of the CONGCOOP and COMADEP team and stakeholder representatives. The team also traveled from Guatemala City to Flores to meet young project beneficiaries. Annex 3 contains the complete list of persons interviewed.

This evaluation has a special focus, because it will take into consideration the possibility of a future youth project implemented by COMADEP (without CONGCOOP), and to this end it will provide strategic advice on their future project proposals on the basis of the same and through the analysis of results; including the results more broadly and lessons learnt.

Particularly, *three specific components* have been considered: (1) COMADEP's institutional and logistical capacity to implement the action without CONGCOOP. (2) What the outcomes of the intervention between COMADEP and CONGCOOP are and what capacities and participation spaces have been installed. (3) Identifying weaknesses and the necessary points to strengthen during the implementation of the future project, and determining whether the action would take place in the same villages, or in other villages.

(iii) Development context

Guatemala is made up of a predominantly young population. Around 8,090,781 Guatemalans are between 0 and 30 years of age and of these, 3,191,363 are young people whose ages range between 15 and 29 years. According to official numbers, 48.6% of this population are indigenous young people, 51% are young women and 60.3% are young people living in rural areas.³ Young people in Guatemala face problems of unemployment, lack of access to education and many of them live in extreme poverty.⁴ The levels of youth development are extremely unequal between different territories, areas, villages, linguistic communities and socio-economic spheres.⁵

Over 800,000 men and women aged between 13 and 18 years of age are outside of the national education system. In the basic educational cycle (compulsory primary and first years of secondary school), 25% of students are indigenous and in the diversified educational cycle (later years of secondary school leading up to university), only 17% are. Forty percent of students in the basic cycle come from rural areas and 60% from urban areas, while in the diversified cycle only 10% come from rural areas and the remaining 90% come from an urban setting.⁶

Another problem young people and especially women face is that of unwanted pregnancies. Twenty-six percent of births that take place in Guatemala are given by girls and young women aged between 10 and 19 who become mothers, thereby hampering their opportunities for education and work and putting their health and life at risk.⁷ The Ombudsman for Human Rights in Guatemala has stated that around one in five children is

³http://www.redintegridadguatemala.org/sites/default/files/documentos/asociativismo_juvenil_en_guatemala._situacion_actual_y_desafios.pdf

⁴http://www.ueprogramajuventud.org.gt/sites/default/files/encovi_final.pdf

⁵http://www.desarrollohumano.org.gt/sites/default/files/indh2012/informe_partes/0_INDH-2011-2012-Preliminares.pdf

⁶http://unesco.org.gt/wp-content/uploads/2014/12/FINAL_Inf.-revisión-nacional-Educación-para-Todos.pdf

⁷<http://unfpa.org.gt/sites/default/files/Embarazo%20en%20Adolescencia%202013%20%281%29.jpg>

born to an adolescent mother aged between 15 and 19; early motherhood presents itself as the only life option for many girls in Guatemala. Behind this situation lies hidden the fact that there is a lack of guarantees for executing fundamental rights and it is definitely an effective model for reproducing patterns of exclusions and persistent poverty. According to the report by the Ombudsman, studies reveal that most of these girls end up leaving school and will very possibly end up being exposed and subject to abuse and violence, including sexual violence and the circle will repeat itself. In addition, it is worth noting that teenage pregnancy affects generations – grandmothers at age 30 and mothers at age 15.⁸

The 2012-2020 National Youth Policy highlights that the principle of full citizenship requires not only that civil and/or political rights be considered but also that social rights related to health, education and social welfare be considered.⁹ In this sense, it is necessary to take into account young people in order for them to identify and participate in overcoming the social obstacles they encounter. Current legislation implicitly allows for youth participation at the local level. However, reality is somewhat different. In the Survey on living conditions of young people¹⁰, 54% of young people were of the opinion that in general the local municipality does not support youth, 38% stated that it supports them a little and only 9% considered that the local municipality offers strong support to youth.



Villages in which the project intervened. Visits in order to select Promoters of Democracy and Peace.

In Guatemala, people come of age at 18 years and from that moment on, the young person becomes a citizen, which goes hand in hand with certain rights and obligations, such as following the law and contributing to the rule of law being applied in one's personal surroundings; participating in elections, being elected and paying taxes to the state. Youth participation in organizations and social and political spaces constitutes a privileged means of exercising civic rights,

manifesting social stances, skills and capacities; working for the collective good of the communities and promoting the development of the communities and the country.

UNDP's 2011-2012 Report on Human Development indicates that taking advantage of Guatemala's demographic bonus not only implies greater opportunities for the young people of today but that it also represents a unique possibility to prepare for the future since social and economic advances gained will make leaps in productivity possible.¹¹

In terms of the eminently party-political participation, the Law on Elections and Political Parties (LEPP) does not mention youth in any of its sections. This means that in practice, for those young people who do participate, there is no guarantee that their participation will be respected or that their opinions and ideas will be seriously taken into account by the other

⁸ <http://cerigua.org/article/pdh-presento-analisis-de-la-situacion-de-embarazos/>

⁹ http://www.youthpolicy.org/national/Guatemala_2012_National_Youth_Policy.pdf

¹⁰ National Survey on living conditions of young people of 2011

¹¹ http://www.desarrollohumano.org.gt/sites/default/files/inth2012/informe_capitulos/01_capitulo1.pdf

participants, which often leads to youth participation being used as a political instrument or for canvassing purposes.¹²

In April 2015, barely two weeks prior to the Electoral Supreme Court (Tribunal Supremo Electoral – TSE) announcing the new electoral process in accordance with the law, the International Commission against Impunity in Guatemala (Comisión Internacional Contra la Impunidad en Guatemala – CICIG) together with the Public Ministry (Ministerio Público – MP) exposed a network of corruption in the Customs Intendancies, which had facilitated smuggling by various importing companies. The accusations extended to the Tax Administration Superintendent and the private secretary of the vice-president.

In the following weeks, ongoing and massive citizen protests unfolded, followed by impeachment proceedings against Vice-president Baldetti and her resignation. In addition to criticism of the customs corruption, there was rejection due to the unveiling of the abnormal contracting of a company for services rendered to patients of the Guatemalan Institute for Social Security (Instituto Guatemalteco de Seguridad Social – IGSS), presided over by former private secretary of President Pérez Molina, Juan de Dios Rodríguez, who is currently on trial and being held in custody. During the legal proceedings following both of these accusations, it became clear that there were also networks of corruption within the judiciary. Several members of cabinet resigned or were dismissed. Finally, President Otto Pérez Molina was also brought into connection with criminal offences, leading to his resignation. He is currently in custody.

Demonstrations in the Plaza de la Constitución Square brought on increased criticism of the political system in its entirety. This criticism turned into rejection of the governing party and the candidates and parties which had held the leading positions in pre-election polls as well as calls for political reform focused on the electoral system and the justice system.¹³ The results of the 2015 electoral process was the product of a will for change and of citizens being more aware of their exercise of civic and political rights.



Access to the village of Las Pozas, Sayaxché

Currently, following the events that occurred in Guatemala in April 2015¹⁴, there has been an awakening of political ideas within the population¹⁵, which also saw the participation of young university students of various social backgrounds. This should be taken advantage of in order to bring about real change to the country's political system and youth can and should play a determining role in this.

¹² <http://www.analistasindependientes.org/2013/06/la-juventud-y-la-politica-en-guatemala.html>

¹³ http://www.asies.org.gt/download.php?get=2015_DISOP_Revista_ActualidadPoliticaNo10.pdf

¹⁴ Cases of high impact corruption by the most high-level politicians were revealed and the population in its entirety reacted irately, requesting their resignation.

¹⁵ <http://www.narrativayensayoguatemaltecos.com/ensayos/ensayos-sociales/movilizaciones-en-guatemala-un-balance-marcelo-colussi/>

Therefore, educating young men and women so that they know their rights and training them in exercising these rights is highly important so that they can organize and are able to advocate vis-à-vis local authorities in order to bring about changes to their living conditions.

As far as the municipality of Sayaxché is concerned, which is the area in which the project intervened, most of the population is located in rural areas (86.8%). The total population is 99,447 people, the largest part of whom are young people. In the age range of between 0 and 14 years, the percentage is 50.42; in the age range of between 15 and 69 years, the percentage is 47.25.¹⁶

In terms of ethnical relevance, the indigenous population has grown since 1994 when it was 55.60% and in the year 2009 it was already at 71.79%; 51.32% of the population are male and 48.68% are female.

In the municipality there is a lack of programs and infrastructure for the treatment of waste water, which is located above the soil. This means that contamination in the area can be seen at a single glance and the inflowing water has high levels of fecal coliforms, leading to disease and illnesses among the inhabitants of the municipality. The most worrying aspect is that these water sources are used for human consumption.¹⁷

III. Project strategy

(i) Project approach and strategy

The project strategy was designed in line with the overall project objective which pursued the strengthening of democratic participation of youth, particularly of vulnerable and marginalized groups. Guatemala consists of a predominantly young population. Of the total population, 70.60% are boys, girls and young people under 29 years of age, 51% of whom live in poverty and 15.20% in extreme poverty. They are vulnerable, unprotected by government policies and have no access to education, health, recreation, decent housing or work (for those who are of a working age).¹⁸

Bearing in mind the historic, cultural and political factors which contributed to the exclusion of the indigenous Q'eqchi youth from processes of social and political participation in the department of Petén and particularly in the municipality of Sayaxché, the project sought to initiate a process of awareness-raising and civic education in 24 villages belonging to five micro-regions in this municipality. It was sought in particular to favour the participation of young Q'eqchi women who generally live in situations of vast socio-economic and cultural exclusion, have few opportunities to participate in democratic spaces and even fewer to participate in decision-making processes. Thus, the project was expected to increase the participation of indigenous youth in social and political spaces and in influencing decision-making processes.

Starting from this global perspective, the project began by prioritizing the implementation of an information and training process for young people, both young men and women, on their rights and obligations as legitimate citizens within a democratic society. From a historical and

¹⁶ http://www.segeplan.gob.gt/2.0/media/k2/attachments/PDM_1710.pdf

¹⁷ http://www.segeplan.gob.gt/2.0/media/k2/attachments/PDM_1710.pdf

¹⁸ Information provided by Civil Society for Youth Development (Sociedad Civil para el Desarrollo de la Juventud – SODEJU), non-profit Civil Society – Youth Foundation (Sociedad Civil No Lucrativa- Fundación para la Juventud – FUNDAJU).

political viewpoint, the training program's aim was to provide information on how a democratic system works and what the different spaces are that citizens have to exercise their democratic rights. A group of young 100 Q'eqchi¹⁹ people would be trained as promoters of democracy and peace during the project's first year. At the end of this process, these 100 democracy promoters would create an "Association of Promoters of Democracy" with the aim of continuing the civic awareness-raising activities in their own communities. After that, a phase of cascade multiplication was planned during which the civic education program would be brought to 2,500 young people²⁰ trained in their own villages.

With the participation of all of the trained young people, both promoters and non-promoters, it was planned to create the Youth Organization of Sayaxché at the municipal level. On the basis of its members the youth organization would develop a proposal for a Public Policy on Youth (Política Pública de la Juventud – PPJ) at the municipal level. At the same time, with support from the technical project team and based on the analysis carried out during the program of civic education, these trained young people would identify strategic spaces to influence the decision-making processes at the level of their villages, be it through neighborhood committees or in the official spaces foreseen by the System of Rural Development in force (COCODES and COMUDES). Although participation in these spaces is not "open" but is representative, it is the members of the community who elect their representatives.

In the different components worked on, the project sought to give particular importance to the gender aspect. In order to do this, it was attempted to favor the equal participation of young women since they normally do not have opportunities to participate in decision-making processes being that it is mostly men who make decisions. The project sought to contribute to a shift in mentality in order to promote a clear message on the joint responsibility of men and women in community development.

The project intervened in 23 of the 24 communities which were initially considered. The selection criteria rested to a certain extent on geographic proximity and a central community, "Las Pozas", was selected for the organization of the workshops. In one of the villages "El Rosalito", only one promoter was selected since the community is very far from the training center, which affected the young people, who had to invest two days to travel in addition to the day spent at the training workshop and they simply did not have the time. In the end, it was decided that this village would not participate in the project, but the total number of beneficiaries (100 promoters) was maintained.

¹⁹ Q'eqchi's are the main ethnic group in the beneficiary villages in Sayaxché.

²⁰ In fact, the project was able to train 2035 young people.

(ii) Logical framework

The following table presents the logical framework of the project: its activities, the expected results and achieved results, its objective and the development objective:

Activities carried out	Expected results	Project objective	Development objectives
<ul style="list-style-type: none"> • 24 visits to promote the project in the 24 selected villages; • Selection of 100 indigenous young people (men and women) as candidates to be trained as Promoters of Democracy and Peace; • Development of the training program in civic education TOT; • Development of the methodological guide for Promoters of Democracy and Peace; • Executing the program over six months; • Socio-economic diagnosis in the communities; • Evaluation and adaptation of the TOT program for repeat use; • Repetitions of the training sessions “in cascade” to reach 2035 young people in 23 communities (in charge of the 100 promoters of DaP who had already been trained); • Follow-up visits to the communities, intermediate participatory evaluation; • Identifying 48 representatives (24 m and 24 f) to participate in the Constitutive Assembly; • Constitutive Assembly for the Association of Promoters for Democracy and Peace; • Registering the association; • Four workshops on public policy, with 60 participants per workshop; • Drafting a Public Policy on Youth (PPJ); • Information campaign in the communities and lobbying for the adoption of the PPJ; • 5 preparatory meetings for the Youth Congress; • Youth Congress; • Cultural events in the communities; • Assembly on the constitution of the Youth Association of Sayaxché; • Constitution of the Municipal Youth Office (OMJ); • Election of 2 young representatives to coordinate the OMJ; • Training workshops for executive bodies of the youth associations (output 2.7 and 2.8 partially executed); • Participation of six young people in six COCODES; • Drafting the 2016 POA; 	<ol style="list-style-type: none"> 1. Increased awareness of civic rights (and responsibilities) among Q’eqchi youth in 24 villages in the municipality of Sayaxché; <ul style="list-style-type: none"> - 100 (50 men and 50 women) young Q’eqchi’s would be trained as Promoters of Democracy and Peace and be trained in repeating the training course; - 2035 young Q’eqchi people in 23 villages in the municipality of Sayaxché would be trained in knowing and exercising their civic rights and would be motivated to involve themselves in participatory and decision-making processes at the local level. 2. Increased sustainable interaction and planning for civic engagement among Q’eqchi youth, and between Q’eqchi youth and local authorities in the municipality of Sayaxché. <ul style="list-style-type: none"> - The encouragement of interaction between the young people and other young people from other communities; two youth associations were set up and are operational: (a) Creation of the Association of Promoters of Democracy and Peace; (b) Creation of the Youth Association of Sayaxché; - Spaces were created to encourage the link with local authorities in the municipality of Sayaxché through: (a) drafting and adopting the Public Policy on Youth; (b) creating the Municipal Youth Office; (c) Drafting the 2016 POA; - Six young people (4 men and 2 women) who were project beneficiaries participate in six COCODES. 	<p>To increase the participation of Q’eqchi youth (especially women) in individual and collective decision-making and democratic processes in the municipality of Sayaxché, department of Petén, expressly involving the local government in this process.</p>	<p>Contribute to the improvement of participatory opportunities of Guatemalan youth.</p>

IV. Evaluation findings

(i) Relevance

The project was relevant in the socio-political context of fragility and transition which the country is going through since it contributed to making the conditions and needs of young people more visible and promoted the training and direct involvement of young people in the drafting of the Public Policy as well as raising the issue of youth political participation. In the context of the project, the Public Policy on Youth (Política Pública de la Juventud – PPJ) was adopted by the municipality of Sayaxché, and it is the first to have been

The Municipal Development Council (Consejo Municipal de Desarrollo – COMUDE) is a space where development decisions are taken democratically for the benefit of the entire municipality. Its members are the mayor, who is its president; any trustees or councilmen in the municipality; up to 20 representatives of the COCODES who are nominated by their coordinators; representatives of public or private bodies in the municipality; representatives of civil legal entities who can be called in or can request their inclusion.

adopted by a municipal government in the department of Petén. This experience constituted a good practice in identifying problems that affect young people at the local level and determining strategies to deal with these situations. Nevertheless, the process of implementing the PPJ is still outstanding. Petén makes up one third of the national territory and therefore its municipalities and villages are very spread out and its population receives very little information or training, with women having the fewest opportunities. The project decided to intervene in a

distant and rural area in order to reach that part of the population which is most excluded. In this context, being able to rely on participatory spaces is crucial. Therefore, strengthening the acknowledgment of the civic rights of young people at the local level turned out to be highly relevant.

In this way, the project also contributed to strengthening the process of decentralisation which promotes civic participation and the implementation of which has been ongoing since the year 2002 when three laws were adopted²¹ which allowed the public administration to reach all levels of participation. The General Law on Decentralization 14-2002, transferred the political and administrative decision-making power from the executive body to the municipalities, state institutions and legally organized communities through national or municipal public policies, including the exercise of social control of national and local governmental management.

Young people from the project who participate in COCODEs		
	Responsibility	Community
María C. C.	Member 1	San Joaquín
Concepción Y.	Secretary	El Mirador
German P.	Secretary	Santa Marta
Celso T. C.	Member 1	Ucanal
José H.T.	Member 1	Nueva Esperanza
Ramiro Si C.	Secretary	La Ceiba

The Law on Urban and Rural Development Councils 11-2002 established a system of development councils as a principal means of citizen participation. This system is made up of various levels: the National Council for Urban and Rural Development (CONADUR); the Regional Council for Urban and Rural Development (COREDUR); the Departmental Development Council (CODEDE); the Municipal Development Council (COMUDE); and the Community Development Council (COCODE). The project promoted the participation of young people at two levels of this participation instance: COCODE and COMUDE, since they are the primary levels of participation. The COCODE is the community

²¹ Municipal Codex, Law on Urban and Rural Development Councils, general law on decentralization

assembly constituted by all residents of a community. The coordination body of a COCODE is made up of people who are selected by the community to represent it.

Six young people who were project beneficiaries participate in the COCODE of six of the 23 project communities (26% of the total number of COCODEs). The two young people who were selected for the Municipal Youth Office are part of the COMUDE.



Regional Project coordinator. Training session

With regard to the 2015 electoral process and bearing in mind that the project's aim was to promote the political participation of young people – according to interviews conducted with the current mayor, the newly-elected mayor, facilitators and project members – there has been information that the participation of the young population of the municipality of Sayaxché

increased during the most recent electoral process. Unfortunately, it was not possible to obtain official data to prove these observations due to a lack of information made available by the Electoral Supreme Court (TSE).

In terms of the project's relevance with regard to the expectations of the young people, the creation of the youth associations is perceived as a space which has potential to respond to the youth's needs, especially in a society where, in general, there is very little trust in young people, since it is claimed that they lack experience. The young people recognize that the organizational and training process helped them to be less afraid of expressing themselves in public and sharing their opinions; this made it possible to identify and nominate them as members of some of the COCODEs.

The young people also appreciated that during the training sessions, the participants' language was taken into account. The facilitators of the learning process spoke Q'eqchi, which made participation easier and increased the ownership of the contents and topics which were dealt with.

Given the situation of severe violence in Sayaxché, the fact of having trained promoters of peace in this municipality is a highly relevant component which responds to the need of encouraging a culture of peace in a context which is marked by high rates of social violence. One of the elected councilmen was assassinated during the week prior to the mission for having denounced the contamination of the emblematic "La Pasión" river and the recently-elected mayor has received death threats due to his political involvement.

Among the aspects which are still open, it should be highlighted that the youth training process was not able to even superficially touch on important issues such as the prevention of violence towards women and young people, sexual and reproductive rights and teenage pregnancies (seven young women fell pregnant during the project and three of them returned with their babies to continue their training), in spite of this being a serious problem both at national and local level. In this regard, in 2015 the civil code was amended and the age at which young people can marry was raised from 14 to 18 years.

The gender aspect was worked on above all when it came to equality in the participation of men and women in the spaces of participation, but it was not possible to go into more depth on qualitative aspects linked to building relationships based on equality and respect. These issues should be raised within training initiatives worked on by the new project.

(ii) Effectiveness

The level of execution of the project and the results it achieved display a very satisfactory level of effectiveness. The project achieved highly significant results, especially in the training component (R1), which sought to train and inform young people of their rights, empowering their leadership skills and civic participation. In order to do this, COMADEP developed a training program (TOT) which focused on 12 thematic modules (including content such as democracy, civic participation, legal framework, electoral process and citizenship). A “Methodological Guide for Promoters of Democracy and Peace” was developed, containing highly relevant content which supported the information provided in the 12 modules. The content of the Guide is directly related to the project’s objectives and includes dynamic examples on civic, social and political rights. This material was very valuable and orientation-giving when implementing the repeat training sessions.

One hundred promoters (50 men and 50 women) aged mainly between 16 and 20 participated in the first part of the training process. This first phase saw the conclusion of 12 workshops lasting eight hours each, carried out fortnightly over the course of 6 months.

The aim of the second training phase was to organize repeat training sessions at the local level. These sessions were carried out by the 100 promoters of Democracy and Peace. Each promoter was to train 25 young people in a “cascading” system. The challenge was not only to provide young people with the possibility to know and understand their rights but also to ensure that they could carry out repeat sessions to share the training they had received with other young people in the 23 villages. In total, 2035 young people were trained.

During the interviews, the young people explained how the training workshops had helped them change their attitude thanks to gaining self-confidence and skills which they had acquired during the group sessions, such as public speaking, taking part in meetings with adults, and engaging in dialog with authorities. The content of the training sessions was sufficient to increase the knowledge of the young Q’eqchi’s of their civic rights and responsibilities. However, the results were mixed, with some young people acquiring an awareness of political participation while others took away more social awareness at the community level. Two young people went on to become part of the Municipal Youth Office and others concentrated on cultural activities and on carrying out youth meetings. Many young women have become aware of their citizenship and have overcome their fears; now they hold positions of responsibility within the organizations. One of the beneficiaries of the repeat training sessions is the president of the Youth Organization. Another young person trained by the promoters decided to actively devote herself to the electoral process and stated: “I decided to participate in the election campaign because it is my right”.

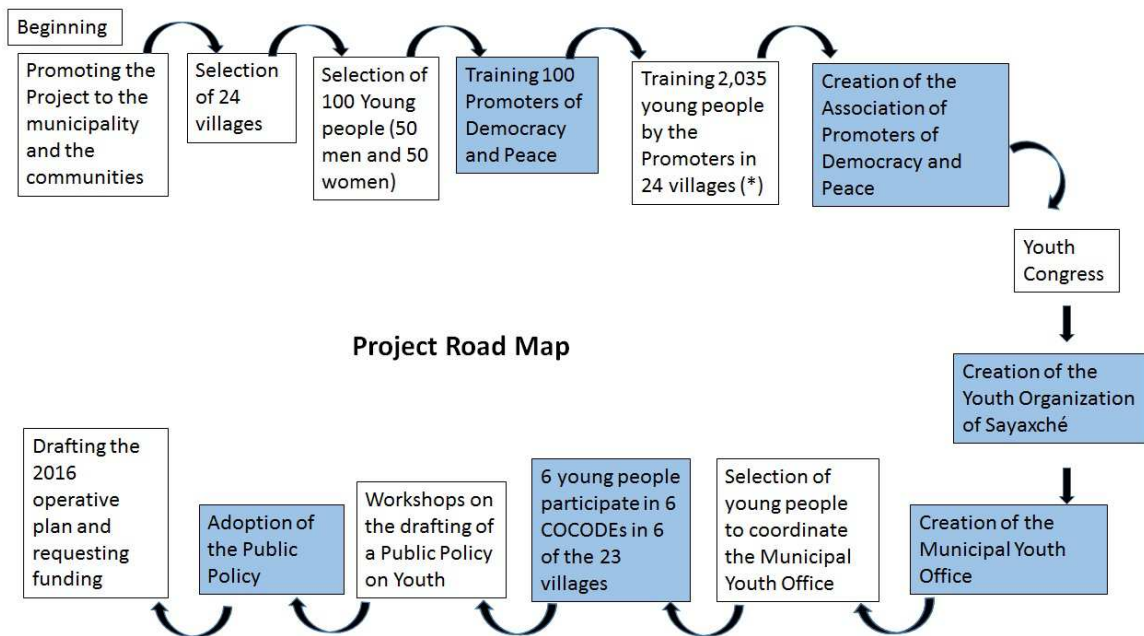
Some difficulties presented themselves in the implementation of the repeat training sessions, since not all of the young people were able to train 25 others. There were about 20 drop outs among the young people due to studies or work commitments which were taking up all of their time. Others moved away in search of work. Some decided to get married. There were also some young people who did not understand that it was a

personal training program and thought that it was more of a political campaign in order to support a specific candidate and did not want to participate. The promoters who were interviewed asked for the repeat sessions to be continued and some of them are even continuing to carry them out independently and as a way of working with the communities.

In spite of all this, it is clear that this result achieved a highly positive level of effectiveness, both in terms of empowering young people and in terms of their motivation and desire to continue with the commitment they have made.

Nevertheless, the project could have worked more on an operative level, on how to apply the content which was worked on during the training sessions. In addition to being motivated to “repeat” the lessons acquired, it would have been important for the young people to be able to use them at a more practical level and find answers for transforming their communities and collectively solving problems that affect them. Carrying out follow-up visits and local accompanying measures in the communities would have made it possible to improve the ownership of the transformative dimension of the citizenship exercise.

Table 1: Project route and main activities carried out



(*) Initially, COMADEP proposed that the training program for the COCODEs would be executed in 24 communities in 3 micro regions of Sayaxché. On suggestion by the municipality, 24 villages were selected based on criteria of geographic proximity. A central community was selected in which to carry out the workshops. One of the communities, El Roaslito, where only one promoter was selected ended up stepping down since there was no means of transportation. This is why 23 communities remained.

The second project component (R2) focused on promoting a greater interaction between young Q'eqchi's and the local authorities in the municipality of Sayaxché in order to foster civic participation. The project worked on various important focuses simultaneously: (a) promoting processes of association and organization through the creation of two youth associations: the “Association of Promoters of Democracy and Peace” and the “Youth Organization of Sayaxché”; (b) the participatory drafting of the Public Policy on Youth which included needs identified by the young people in order to guarantee the respect for and exercise of their rights; (c) the link to and dialogue with local authorities which would favor the adoption of the Public Policy on Youth by the Municipality (although it is not yet

implemented) and the creation of the Municipal Youth Office (which was an unexpected result); (d) the proposal of a 2016 Annual Operative Plan with new strategic priorities with the budget allocation decision currently pending; (e) the participation of the young people in various decision-making spaces at the local level.

The two youth organizations have their own statutes and legal personality. While each association has its particularities, they both complement each other. The “Association of Promoters of Democracy and Peace” has the ultimate goal of shaping volunteering to train and raise awareness among other young people. The promoters have the mission of getting involved with solving problems in their communities. The “Youth Organization of Sayaxché” has the more political commitment of promoting citizen participation in decision and advocacy spaces at the local and national level, interacting with other organizations. Its aim is to promote changes and solve problems faced by youth, pushing for the Public Policy on Youth and coordinating with the local government and other entities.

STATUTES

Association of Young Promoters of Democracy and Peace

Aim of the association

“Training young people in the villages of the municipality of Sayaxché on various aspects of citizenship and human rights so that they can participate and strengthen the processes of democratic development and the processes of peace and coordination with local authorities as well as governmental and non-governmental institutions”

Municipal Youth Association of Sayaxché, Department of Petén

Aim of the association

“Training and promoting the participation of young people in the municipality in order to achieve human development in social, economic, cultural, environmental and political aspects as well as strengthening democratic processes, human rights and the oversight thereof (article 2)”

All of the promoters from the Association of Promoters of Democracy and Peace are part of the Youth Organization of Sayaxché, but not all members of the Youth Organization are Promoters of Democracy and Peace. In terms of the activities carried out by the two associations, due to the fact that they were jointly founded, the two associations frequently develop joint activities. Other activities are individual ones in line with their objectives.

It is important to highlight that this process of building associations has presented the young people with many diverse opportunities to exercise democratic practices. For instance, a Congress was carried out during which 130 young people, both promoters and non-promoters, were able to analyze the issues in their community environment which set the basis for creating the first Q’eqchi youth association. At the same time, they got to know how to organize an “assembly” and what the forms of decision-making are at the community level. On several occasions (designating their representatives to the Municipal Youth Office, determining executive boards for each association...) the young people had to “elect their representatives and delegate responsibility”. Other dissemination activities helped give greater visibility to youth participation. This is the case for the campaign that was carried out to inform people of the adoption of the Public Policy on Youth and the creation of the Municipal Youth Office. In the process prior to the elections, another campaign was carried out in order for young people to register with the Citizens’ Register in order to sign up and it was possible for the Citizens’ Registrar to come into the communities in order to register the young people.

In terms of youth participation in decision-making spaces, as has already been mentioned under the previous point (i-relevance), it was possible to achieve the participation of six young people on the COCODE of six of the 23 project communities (26% of the total number of COCODEs).

In this sense, the project achieved a lower degree of youth participation in the COCODEs than originally hoped for. This is due to the fact that it was not taken into account that the System of Development Councils as a main means of citizen participation does not offer



Municipal Youth Office. The two young people responsible for the Youth Office and the adviser nominated by the Municipality.

spaces of “open participation”, meaning that although more young people would have wanted to participate in the COCODEs, it is not a decision that is up to them. The COCODE members are appointed by the community assembly and young people are generally not considered due to their inexperience and lack of participation and proposals.

Point 2.8 of the Narrative Report presents various unclear pieces of information on COCODE participation, indicating that young people should request participation spaces when in fact, it is not up to them. The Narrative

Report also referred to an incorrect percentage of participation (5%), since this percentage corresponds to the number of COCODEs which have provided young people with a space for involvement (and not to the number of young people participating in the COCODEs).

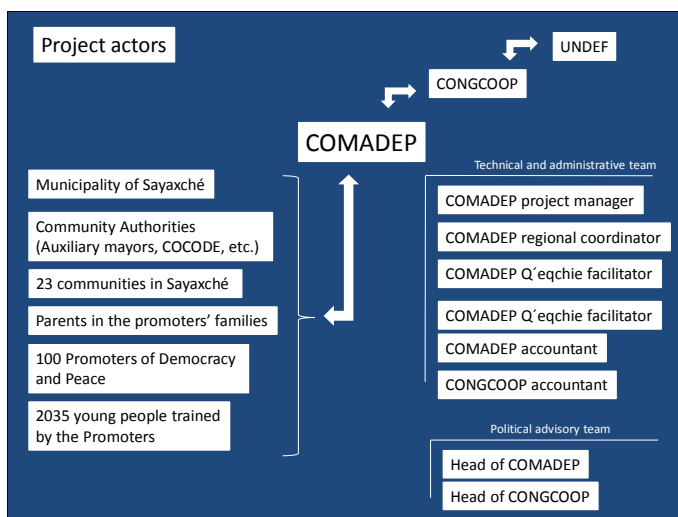
Finally, various aspects should be highlighted which the project was not able to work on, particularly under R2 (2.7): training on institutional development, management and resource mobilization. Although a preliminary working plan was drafted for each organization, they were not implemented and it would be necessary to increasingly strengthen the skills and knowledge of the executive bodies of both youth organizations. Along the same lines, the capacity for political advocacy is another component that still needs to be strengthened. Although the young people are organized and have two youth associations in order to participate, they have still not been able to adopt a road map which would allow them to establish a permanent and effective link with the Municipality, the mayor and the Municipal Youth Office. In a future phase, the project would need to plan an advocacy route which would allow to capitalize on the organizational spaces which have already been achieved and to use them in an appropriate and regular fashion. This includes the establishment of links with other existing networks as well as with journalists and communication channels, which would render the implementation actions of the Public Policy on Youth more visible and would provide support for the initiatives brought forward by the two youth associations.

The internal evaluation carried out by COMADEP and CONGCOOP at the end of the project also identified these same needs. Now is the time to analyze them and prioritize them in order to translate them into a strengthening plan which would cautiously be worked on in a later project phase.

(iii) Efficiency

The project displays a very satisfactory level of efficiency and achieves an appropriate cost-benefit ratio.

COMADEP and CONGCOOP established an agreement on joint responsibilities in which mutual responsibilities in the management of the project were laid out. CONGCOOP was the direct beneficiary organization which concluded the contract with UNDEF and COMADEP was co-responsible for the general implementation of the project, taking on the project design, management and execution. COMADEP has been part of CONGCOOP, which is the



second level organization²², since 1993 and is one of its founding members. The signature of the agreement between both institutions for the project execution is due to that fact that at the time the proposal was presented to UNDEF, COMADEP did not have one of the three audits required by UNDEF. The audited amount was very limited and COMADEP felt that it was more opportune to present the project via an organization with more income. COMADEP has a long history of managing cooperation funds and projects (see annex 5). It

Table 2: Project structure and actors

has a central office in the municipality of Mixco in the department of Guatemala and has regional offices.²³ The regional office in the municipality of San Benito in the department of Petén was responsible for the project execution at the local level. The regional team was made up of a coordinator and regional administrator as well as two technical facilitators. The project manager ensured the project supervision from COMADEP's central office in the city of Guatemala. Furthermore, he visited the project intervention area in Sayaxché regularly: once a fortnight for the first months of implementation of the training courses and then once a month in order to accompany the technical team. The head of COMADEP was responsible for consulting and politically orienting the project's activities. The head of CONGCOOP also formed part of the project's political orientation team.

In terms of financial management, there is an execution agreement between COMADEP and CONGCOOP according to which CONGCOOP transfers each tranche of money received from UNDEF to COMADEP, who is responsible for the financial and accounts management. Every month



Regional COMADEP office in San Benito, department of Petén

²² This is a coalition of various local and/or national associations.

²³ It has other regional offices in the municipality of San Benito in the department of Petén; and had further ones in Camotán, Chiquimula, and Aguacatán Huehuetenango.

the office in the department of Petén requested the transfer of funds which were necessary to carry out the project's planned activities. On a monthly basis, this regional office presented a narrative and a financial report to the COMADEP central office, which was responsible for the oversight and would send the report to CONGCOOP. The technical report which was drafted by the regional coordinator was sent to the manager and the manager would integrate it and send it to CONGCOOP. Based on this information, the narrative reports for UNDEF were drafted. These reports were prepared and translated into English by COMADEP, which would then send the document to CONGCOOP for it to be presented to UNDEF.

COMADEP explained that having to present the reports in English posed some difficulty for

I learned a lot about the topics that were dealt with during the workshops. We young people gained confidence. I was able to develop my leadership skills as a woman. I'm very proud of being a woman and of being indigenous.

Concepción, Secretary of the COCODE of la Ceiba. Coordinator of the Electoral Watchdog.

COMADEP, which had to find resources in order to cover the translation costs not only of the reports but also of all project-related communication with UNDEF. For its part, the evaluation mission notes that the quality of the translations was not always sufficient. A comparison between English and Spanish versions of the reports revealed translation errors which had given rise to confusion and misunderstanding of the information (particularly as far as COCODE participation was concerned as well as the forming of the two youth associations,

the organization of the Congress...). For a future project, this point has to be noticeably improved. COMADEP should improve the drafting of its reports so that the information is clear and does not give rise to confusions. The English translation should be checked by COMADEP before the documents are presented and the Spanish version could possibly also be submitted as a support text.

The interviews which were carried out with the management of CONGCOOP confirmed that CONGCOOP's participation was limited to keeping the project's accounting system and presenting the reports, since they were the signatory to the UNDEF contract.

The total budget approved by UNDEF for direct project costs was 225,000 Dollars, which included evaluation costs. Of the remaining amount, 202,500.00 Dollars were executed, corresponding to 100% of what was available. This shows a good level of coherence with the budget which was initially requested.



Adoption of the Statutes of the Youth Association of Sayaxché

(US\$22,500.00 each). The analysis of the total project cost shows that the budget had certain insufficiencies which compromised a better implementation of monitoring activities and personal visits to the promoters who were developing the repeat training sessions at the

The most significant budget line (US\$64,032; approximately 28.45%) was allocated to training activities and materials, which is coherent with the objective pursued. The second largest was the budget for meetings and workshops at an amount of US\$41,606.00 (18.49%).

Another significant budget line was staff costs and contract consultants (for a total of US\$45,000.00 (20%);

community level. Among the budget line for staff costs, only two people's pay was really considered (the manager and regional coordinator), while in reality seven people were working on the project execution (project accountant in the regional office, assistant accountant, CONGCOOP accountant – who carried out the final checks of the reports – two Q'eqchi facilitators (who accepted to work on a voluntary basis) and the head at 25% of their time). COMADEP's contribution to cover these costs was a total of US\$85,813.31.

In addition, COMADEP placed two vehicles at the project's disposal, one of which full time in the project execution zone and the other meant for supervising and accompaniment journeys, the estimates costs of which are US\$8,000.00 and US\$4,000.00 respectively.

Spending on the functioning of the regional office (Petén) and the central office (Guatemala) which amounted to US\$2,500.00 was also taken on by COMADEP (paying for the telephone, internet, electricity, photocopies, etc.). COMADEP's total contribution amounted to US\$100,313.31, which shows the commitment and institutional financial support.

In terms of the execution deadlines, although there were some delays, no important changes can be observed which would have modified the results which were originally foreseen.

The level of execution of the activities and the results obtained show a good cost-benefit ratio, since it was possible to train and mobilize a large number of young people (100 promoters of peace and 2035 people trained through local repeat sessions). In addition to this there is the creations of two youth associations, the adoption of the Policy on Youth and the implementation of the Municipal Youth Office of Sayaxché.

COMADEP gave us the possibility to open up an opportunity for young people in the municipality. For me, youth participation is an opportunity for the people to start organizing and taking decisions. I consider this space to have been a huge accomplishment which we achieved in Petén.

Rodrigo Pop, acting mayor

(iv) Impact

The project achieved clear effects and impacts at various levels. The actors who were interviewed, young people as well as adults and institutions considered that the civic participation process that was developed in the municipality had a very positive impact on the community.

For the young people, the project achieved effects on the level of personal training and strengthening since it raised awareness of their rights and responsibilities as young citizens. But it also had an effect on the level of their collective capacities for political and community participation, since there has been a shift in the young people's perception, who know that they have the capacity and the right to become politically involved. Although the young people still need to gain greater ownership of the forms and spaces in which to exercise their participatory right – including valuing their own associations – they now know that they need to be taken into account and that there exist institutional spaces for them to have a presence.

Many young people are participating in Committees on drinking water or environmental committees. Those Young people who are now in the COCODEs were selected by the community and their neighbors. Now they have trust in them.

Alberto Cacao, COCODE of the community of Las Pozas at the 2nd level.

The various activities that were carried out with a gender focus favored the interrelation between men and women, who are often stigmatized by adults in the communities. The young women were able to strengthen their leadership and gained certain spaces of participation. For instance, the young woman who was voted president of the youth organization and who is now also the coordinator of the Municipal Youth Office was trained in one of the “repeat sessions” that were carried out by the promoters, which allowed her to gain knowledge, participate and motivate herself in order to take on the roles she now executes. The facilitator of the training workshops started out being trained as a promoter and then she became regional coordinator of the Electoral Watchdog and is supervising four municipalities. She is currently undersecretary of her COCODE and represents the micro-region of Ceiba.

It is equally worth mentioning the positive change among the parents of the families, who now support their daughters in participating in these types of projects and social, cultural and political activities.

Another positive effect is that after the project ended, the young people continued to carry out repeat training sessions, using the methodological guide for Promoters of Democracy and Peace and have been able to train a further 340 young people from their communities.

Many of the 2035 young people who were trained in the repeat training sessions are participating in organizations in their communities such as Committees on Water, Education Committees, Environment Committees. The six young people who are part of the COCODEs have a specific role therein, as secretaries, translators or treasurers.



Constituting Assembly of the Youth Organization of Sayaxché

Nevertheless, the presence of young people within the System of Development Councils is an aspect that still needs to be strengthened in order for the adults to trust in their ability to take on roles of responsibility and so that their opportunities are not limited. Although the adults in some communities (which are those who can select young people) have started taking them into account, and recognizing their capacity for expressing themselves, make proposals and actively participate; in many communities the adult COCODE members still have not opened up enough spaces for youth participation. A youth leader who presented himself to a COCODE to manifest his interest in participating was rejected for “being single” in spite of the fact that the young man was only 17 years old.

The space where the project was able to have a very significant impact was at the Municipal Government level, where a relationship of trust was built up due to, among other things, good cooperation between COMADEP and the Municipality during previous projects. The adoption of the Public Policy on Youth is a very positive achievement. On the one hand, this process of constructive participation allowed exchanges between the youth associations and the municipal authorities, including the participation in the three training workshops on Public Policies. On the other

We need to strengthen the Municipal Youth Office. The young people play an extremely important role in the municipality. There are many young people who are turning to crime and that is why we need to strengthen them, not only at the municipal level but also working with other organizations.
José Cabral, mayor-elect

hand, with a view to the future, the young people have a concrete tool which will allow them to acquire new lessons for negotiating with the municipality and exercising political involvement at the local level. However, for the implementation of the PPJ it is necessary to have a budget for its execution, which has still not been confirmed by the Municipality, making it an outstanding challenge but one that is indispensable in terms of continuity.

For the first time in the Department of Petén, a Municipal Youth Office was set up with two members being named as coordinators (a young man and a young women) from the two youth associations which were created within the project. The young people had the support of a technical advisor from the municipality who was appointed by the mayor and who works with them and has provided guidance within the remit of his public responsibilities. The two young people from the Municipal Youth Office appreciate the support and say that they have learned to work with the mayor and the councilmen of the Municipality of Sayaxché. They participated in the setting up of the OMJ's POA in a participatory way, by consulting the grassroots and negotiating with the municipal mayor on the definition of the strategic priority axes for the 2016 PAO. The young people received support from the Municipality in terms of teaching and support materials for the OMJ, to visit the communities and carry out a census to determine their needs.



With support from the municipal mayor, the first celebration of the International Youth Day took place with representatives from the 23 communities and the participation of 6000 young people.

With a view to the future, it can be said that there is a clear political will to support the youth. Two Q'eqchi teachers, one of which is a member of the new Municipal Council, have expressed their desire to continue supporting the youth associations. The outgoing municipal mayor has stated that before leaving office he will attempt to promote the adoption of a budget for the 2016 PAO. Although it will be difficult to adopt the budget in its totality, he is willing to at least support part of it. There has also been an impact in other municipalities and COMADEP's support has been requested for other similar processes in order to strengthen youth participation in other municipalities.

(iv) Sustainability

In terms of sustainability, the project was able to lay the groundwork for ensuring the continuity of various components. The level of awareness on rights will allow the young people to voluntarily continue to train other young people in their villages. Capacity-strengthening was one of the project's central axes both in terms of the promotion of youth leadership and support for youth association in the region. The promoters who benefitted from the training sessions continue to repeat them in other communities, thereby ensuring a multiplier effect which allows to anticipate a certain degree of follow-up and sustainability of the project. The 100 current promoters have agreed to train other, new promoters in their villages with the help of COMADEP so that the new ones can replace the current ones once they become adults due to their age and stop intervening as promoters. Furthermore, the

Association of Promoters of Democracy and Peace, following an analysis of the consequences of the current political crisis in Guatemalan society, has decided to continue training new leaders on the issues of municipal policy and citizenship in order to increase their chances of being part of the local governmental structures during the next elections.

The youth associations which have been created are operational and have been able to formulate their action plans. However, they need to be consolidated and need to strengthen their operational capacity in order to ensure continuity and to increase their capacity for dialog and for linking with the Municipal Youth Office and with local political powers. They also need to strengthen the management capacity of their executive bodies in order to gain access to public funding and ensure their autonomy. Raising awareness among and empowering local authorities on the issue of youth participatory rights in public administration is a favourable element which can contribute to ensuring effective and sustainable spaces for dialog and political involvement, especially through the OMJ and the implementation of the PPJ.

The current political context following the election of the new mayor will allow to anticipate continuity and to capitalize on the achievements which were gained throughout the project. The issues which were raised by the young people and placed on the political agenda, such as unemployment, access to education, sexual and reproductive health, and the fight against violence should be taken up again and should be supported by the new municipal administration.

The municipal mayor-elect has requested that COMADEP support the OMJ in the implementation of the Public Policy on Youth for one year. In the interview that was conducted, the new mayor expressed his clear will to continue supporting the OMJ and to promote youth participation in the municipality. He also expressed the desire to broaden the training opportunities to other villages in the municipality, stating that the project did good work in 23 communities but that it was necessary to reach the 182 villages of the municipality of Sayaxché.



Cultural activity at the Youth Congress

However, the mayor also highlighted the severe financial difficulties that the municipality is facing and said that given the circumstances, it would be premature to promise budgetary support for the 2016 POA. Without a budget, it will be impossible to implement the Public Policy on Youth, which could also be an obstacle to the continuity of the activities and could disappoint and demotivate the young people.

In light of the municipality's delay in providing the OMJ with financial resources, many young people who are members of the youth associations felt that the offer of concrete support would "remain but a promise". This had a negative effect on many of the young people who decided not to continue giving the necessary support to their leaders (the OMJ's two youth coordinators) because they had expected that their projects would materialize quickly and would have the mayor's immediate support. It is very likely that this situation was also caused by the fact that the young people would not have re-elected the current mayor, in spite of the fact that he is the one who established the OMJ and adopted the Public Policy on Youth.

If it does not become possible to adopt the 2016 budget, there exists a risk of the Youth Associations becoming divided, which could lead to a stalemate or could weaken the process which was launched. In fact, the two OMJ coordinators who were elected by the members of both youth organizations feel that they are not very supported by the grassroots. The members of the associations in turn feel that their representatives carried out party-political actions in support of the mayor-in-office. The new mayor, who will take office in January 2016, has stated that he will call an assembly and will ask for an evaluation in order to place greater value on the work that has been done by the young members of the OMJ.

In terms of sustainability, this situation which has presented itself in the OMJ shows the difficulties of grassroots support for their leaders and the management of grassroots representation towards the public authorities. Good management of this situation will certainly influence the future of the associations and above all will have an impact on the motivation and commitment of the members. In addition, it will have repercussions on the two leaders who represent both associations in the OMJ and who were elected at the time because they were considered to be “the best”; and now, within a very short space of time, who run the risk of losing their grassroots support. There are therefore still various components which need to be strengthened and/or consolidated, especially in relation to the functioning of the democratically established organizations.

In terms of continuity, it will be important for COMADEP to ensure, at least partially, the financial sustainability of a minimum consolidation phase which would allow to capitalize on lessons learnt and would promote the appropriation of lessons which have been achieved.



Venue in which the workshops were carried out, Las Pozas. Support from the Municipality of Sayaxché.

(v) UNDEF added value

The added value provided by UNDEF made the training and empowerment of youth leaders possible in 23 rural communities which had until then been deprived of these kinds of citizen initiatives. The project thereby contributed to strengthening youth association at the local level and was able to establish two youth associations which have been set up and are operational.

In addition, having support from a United Nations Program and the successive visits by UNDEF representatives generated trust among the municipal authorities and made it possible to draft and adopt the first Public Policy on Youth at municipal level, as well as the establishment of the Municipal Youth Office in the municipality of Sayaxché. The implementation of these concrete spaces of citizen participation motivated young people, particularly young women, to be part of local initiatives such as the COCODEs and to join various local development committees in order to participate in decision-making processes. Although these initiatives still have to be consolidated, they confirm the added value provided by UNDEF towards young people progressively taking on an active role in promoting improvements in the living conditions of their communities.

V. Conclusions

(i) The project was able to create a participation space for youth and make their rights and their needs visible. The process of training youth leaders led to a desire in young men and women to organize and to participate in local public administration in order to exercise their rights as citizens. In a socio-political context which is marked by a lack of trust in democratic institutions and in which decentralization processes are still weakly implemented, the project promoted the participation of young people in 23 communities in the municipality of Sayaxché. From a rights perspective, the young people were able to identify problems that affect them, such as illiteracy, difficulties in access to education, youth unemployment, environmental pollution and damage, unwanted pregnancies and the need for sexual health and reproductive education, etc. The young people were able to raise these issues in the Public Policy on Youth (Política Pública de la Juventud – PPJ) as well as in the strategic axes of the 2016 Annual Operative Plan (Plan Operativo Anual – POA) of the Youth Office (Oficina de la Juventud – OMJ).

Nevertheless, the dialog with the young beneficiaries reveals the necessity to deepen and consolidate the awareness of civic participation as a tool for political transformation; there is still no proof of ownership when it comes to addressing issues which have been identified from a collective and community perspective and which would contribute to improving living conditions. In order for this to occur it would have been important to complement the training process through practical exercises on what had been learned.

This conclusion follows from findings on relevance, effectiveness and impact.

(ii) The project provides a very strong component in terms of training youth promoters, thereby generating a strong process for future replication in the communities. The results were mixed. Although not all of the young people have the same capacity for leadership, many of them who were already fairly motivated to become involved in their communities were empowered and were able to place themselves in participatory and decision-making spaces at the level of their communities. Six young people are participating in the Community Councils for Development (Consejos Comunitarios de Desarrollo – COCODE) in six of the 23 communities which took part in the project. The gender balance criterion favored the empowerment of women leaders, thereby increasing their participation. Two out of the six COCODE participants are young women who overcame their fears and now hold positions of responsibility within the organizations. One of these young female leaders who benefitted from the results of the training is the president of the Youth Association of Sayaxché. Other young people are members of committees on water, education and the environment in their communities and participate as secretaries, treasurers and/or translators.

This conclusion follows from findings on effectiveness and impact.

(iii) The project supported the participation of young people in the electoral process as voters, observers and members of the election watchdog. The support to exercise voting rights took the form of a campaign encouraging young people to get their personal identity cards and to sign up to the Citizen's Registry for registration. One achievement in order to facilitate this process was that the Citizen's Registrar came into the communities in order to register young people. The interviews which were carried out during the evaluation, both with young people and with public authorities and facilitators, made it

possible to establish that there was an increase in youth participation during the election process of 2015. However, there exists no official data since the Court does not dispose of a separate list dedicated to Youth.

This conclusion follows from findings on effectiveness and impact.

(iv) The project laid the groundwork for young people to be able to initiate their own organizational processes by creating two youth organizations: the Association of Promoters of Democracy and Peace (February 2014); and the Youth Association of Sayaxché (October 2014). Both organizations have special statutes and legal personality. Although they have different areas of commitment, both organizations complement each other and have been able to obtain support from the mayor in order to create and implement the Municipal Youth Office (Oficina Municipal de la Juventud – OMJ) and to pass the Public Policy on Youth (Política Pública de la Juventud – PPJ).

In addition, both youth associations have worked together with the OMJ on the elaboration of the 2016 POA which includes nine strategic axes in order to implement the PPJ and for which the young people have requested a budget of two million Quetzals from the municipality. However, following their creation neither of the youth organizations were able to carry out any activities in order to negotiate the budget requested for the 2016 POA with the municipality; which would have been the ideal opportunity for the organizations to exercise their capacity for advocacy and mobilization. During this process, the young people contented themselves with the approval of a Public Policy, not having considered that without a political budget it would not be implemented, which places the continuity of the initiative at risk. The advocacy space was not occupied by the young people in an opportune way.

This conclusion follows from findings on effectiveness, sustainability and impact.

(v) The project seeks to promote spaces for political advocacy but the tools and practices needed to exercise such advocacy are still in process. Strengthening the capacities of young people and creating youth organizations opened up new spaces of recognition and participation for young people in public administration. However, it can be seen that there is a need to strengthen the representational processes and the negotiation power of the youth organizations vis-à-vis the OMJ and municipal authorities. The fact that the municipality delayed the implementation of the Public Policy on Youth has led to a certain degree of distancing and mistrust at the grassroots-level towards the youth representatives who are part of the OMJ and who were elected by the associations themselves. On the other hand, the interviews conducted with the two mayors (the incoming and the outgoing following the election process) did not make it possible to confirm that there would be a budget, since the municipality already has outstanding debts which would be treated as a priority. If the outcome were negative, this would mean that neither the Public Policy nor the 2016 Operative Plan would be implemented. In order to exercise participation and be able to intervene in public policy, young people not only have to be convinced and enabled to exercise their rights but they also need to find authorities which are willing to make minimum commitments towards young people. Conversely, there is a real risk of young people becoming demotivated by a lack of concrete results and the feeling of being part of a tool within the local institutional structures would be lost, leading to them having to seek out other funding sources in order to help solve their problems, with they could have done without public policy. This is one of the components which the project was not able to sufficiently strengthen, since no structured and balanced channels of dialogue and political advocacy were established vis-à-vis the authorities.

This conclusion follows from findings on relevance, sustainability and impact.

(vi) The project raised many expectations among the young people and in the communities. The creation of the two youth organizations as well as the drafting of the PPJ and the establishment of the OMJ in the municipality gave rise to new expectations and demands coming from young people. They wish to bring continuity to the initiatives which were developed and to broaden the zone of intervention to other communities and municipalities where they seek to continue organizing repeat training sessions. Furthermore, they wish to establish new youth groups and raise awareness on the Public Policy on Youth. Both the new mayor and COMADEP are willing to support initiatives aiming to increase youth participation, which could be an interesting component to consolidate the processes and experiences which were launched, thereby ensuring their continuity and impact. *This conclusion follows from findings on impact and sustainability.*

(vii) The project was based on efficient and local management. According to the information provided by the management of CONGCOOP (the Director General and Director of the Institute for Democracy of CONGCOOP), COMADEP took on all of the technical, administrative and financial project execution. Its partnership with CONGCOOP was due to the fact that when the project was presented to UNDEF, COMADEP lacked one of the three audits required by UNDEF. The audited amount was very limited and therefore COMADEP felt that it was more opportune to present the project via an organization with a larger income. COMADEP has a long track record of managing cooperation funds and has been a member of CONGCOOP since 1993.²⁴ As far as the technical management is concerned, COMADEP has identified some lessons learnt which it seeks to take into account during a subsequent intervention. The processes and instruments to monitor the results of the project were limited and insufficient; in fact, the project did not identify any specific indicators in order to evaluate the effects and progress achieved by the young people across different process components (links between the organizations and the OMJ, an increase in participation of young people in the 2015 election process; added value of the participation in the COCODES and the concrete contribution of young people in community spaces). Furthermore, it became apparent that the accompaniment had to be better planned in order for young people to implement effective action in the area of political participation and advocacy in addition to cultural issues. *This conclusion follows from findings on efficiency, effectiveness and sustainability.*



Training workshop for Promoters

²⁴ See annex 5

VI. Recommendations

The recommendations identified by the evaluation team should contribute to consolidating the civic organizational and participatory processes which were launched during the project and to optimizing the capacity for advocacy of the youth associations which were created. These recommendations could constitute key components when developing a subsequent project.

(i) Define the reach of a new project in a realistic manner. The proposal should be less ambitious and should focus primarily on consolidating the processes which were launched in the 23 communities in the municipality of Sayaxché by working in particular on the weaknesses which were identified in the conclusions. In a second phase (for instance in year II), initiatives could be included to replicate good practices and extend the coverage to other communities in the same municipality of Sayaxché, taking into account that work has been done in 23 out of 182 communities. With regard to the request by the Guatemalan Association of Indigenous Mayors and Authorities (Asociación Guatemalteca de Alcaldes y Autoridades Indígenas – AGAI) to broaden the experience to ten other municipalities, COMADEP should limit its intervention to providing specific advice to municipalities which are interested in repeating the model; since becoming involved in a more ambitious project could lead to the risk of dispersion and could reduce the levels of effectiveness and impact. (See conclusions i, ii, iv, v and vi).

(ii) COMADEP could present the proposal for a new project individually. In fact, the results of the previous project management show that the NGO has the institutional capacity that is necessary to ensure the technical, administrative and financial execution of a new project. That being said, it would be important for COMADEP to strengthen its monitoring process and to plan a specific accompaniment for the youth associations in order to implement effective actions in coordination with the Municipal Office for Youth, especially in the area of political advocacy. (See conclusion vii).

(iii) Support the consolidation of the organizational spaces based on a political vision. The project achieved processes of participation, organization and the capacity to interact with authorities. However, these processes need to be strengthened and require specific accompaniment and proximity in order to consolidate the results and ensure that the achievements are not lost. The youth organizations need to understand that training alone is not sufficient in order to change their realities. Young people need to be aware of the need to apply the knowledge and capacities they have acquired by using the organizational bodies they have created and generating concrete processes and practices to change their realities and fight their problems. They need to take ownership and be aware of the advantages of having a Public Policy on Youth which is approved by the Municipal Council and includes a Municipal Office for Youth with two young associates in the municipality. These three achievements constitute valuable tools to initiate and promote changes within the communities; for instance, in terms of sexual and reproductive health, prevention of violence, access to education and employment, which young people experience as an important limitation to their personal development. Young people should understand the link

between the knowledge of their civic rights and the real exercise of citizenship and its forms of representation in order to achieve changes to their socio-political reality.
(See conclusions i, iv and v).

(iv) The new project needs to strengthen the youth associations and their operative capacity, particularly through:

(a) Analysis and identification practices in the context of the communities and of the social changes needed in order to improve the living conditions of young people, generating awareness of the benefits of citizen participation in dialogue with authorities; and of the importance of promoting other initiatives which are not limited to the areas of culture and sports, which have been the focus so far;

(b) Strengthening the political vision within the advocacy actions of the associations in order to understand the exercise of democratic practices as a tool for social transformation; using to this end the priority axes as defined in the 2016 POA of the Municipal Office for Youth and the effective and permanent links with the Municipal Office for Youth;

(c) Designing and identifying concrete initiatives allowing the youth associations to address some of the local issues which are considered in the Public Policy and making it possible for them to intervene in them;

(See conclusion i).

(v) The new project's training process should go into greater depth on the following components:

(a) Strengthening the operative capacity of the executive bodies of the youth associations so that they are able to develop concrete initiatives and implement their intervention plans in coherence with the Public Policy on Youth that they defined;

(b) Training in: (a) the use and design of instruments and processes for improving strategic, administrative and financial management; (b) the processes used for setting up projects so as to enhance skills in searching for funds and subsidies;

(c) Training sessions with a methodological focus aimed at citizen participation practices and the exercise of rights in the areas of activity of the associations;

(d) Theoretical and practical advice for the youth associations and the OMJ so that they receive the necessary support to implement the identified priority axes;

(e) Diversified training of young leaders depending on their needs and areas of specific action (participatory processes, political advocacy, negotiation capacity with public authorities, decision-making, management and approval of budgets, communication and media relationship). Training should aim at fostering suitable skills and have clear objectives.
(See conclusions iv, v and vi).

(vi) Define a strategy to link up with authorities and political decision-makers in order to optimize the capacity for advocacy of the youth associations.

(a) In the process of constructing effective spaces for negotiation and political dialogue between the youth associations and political decision-makers, it would be important to plan a more structured and permanent implementation of dialogue spaces with local authorities. The youth associations should define their "path to political advocacy" in order to orient their negotiations, lobbying and oversight of the commitment by the municipality towards the youth and the implementation of the PPJ, which should promote a better recognition of young people as valid counterparts vis à vis the OMJ, the municipal council and the mayor.

(b)COMADEP should progressively concentrate its role on strengthening the capacity of the youth associations to carry out advocacy directly with the authorities. In the current project, COMADEP's direct intervention with the mayors was substantial due to its previous and direct knowledge; but in future this is a task that should be carried out by the youth organizations themselves.
(See conclusion v).

(vii) Support links to other networks and civil society organizations.

The two youth organizations should promote links to other actors and networks which already exist so that they and their interventions can have a greater impact. The social issues that the youth organizations wish to address such as unemployment, vulnerability of sexual and reproductive rights and difficulties in access to education are situations which cannot be resolved by occasional and isolated interventions by the organizations. In order to address these issues, there needs to be a strategy of linking up "strategic allies" who are committed to promoting structural change, which can be agreed on by the youth actors, other networks and civil society organizations and the public authorities.
(See conclusion vi).

(viii) Implement a communication plan in order to render the issues and suggestions of the youth organizations more visible. The aim would be to lend more visibility to the Public Policy on Youth in communication channels, through planned interventions and not just circumstantially. This initiative could include awareness-raising and the participation of journalists as well as communication channels which are committed to achieving the promotion of young people's rights.
(See conclusion vi).



Training program – Launch event

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"> ▪ Were the objectives of the project in line with the needs and priorities for democratic development, given the context? ▪ Should another project strategy have been preferred rather than the one implemented to better reflect those needs, priorities, and context? Why? ▪ Were risks appropriately identified by the projects? How appropriate are/were the strategies developed to deal with identified risks? Was the project overly risk-averse?
Effectiveness	To what extent was the project, as implemented, able to achieve objectives and goals?	<ul style="list-style-type: none"> ▪ To what extent have the project's objectives been reached? ▪ To what extent was the project implemented as envisaged by the project document? If not, why not? ▪ Were the project activities adequate to make progress towards the project objectives? ▪ What has the project achieved? Where it failed to meet the outputs identified in the project document, why was this?
Efficiency	To what extent was there a reasonable relationship between resources expended and project impacts?	<ul style="list-style-type: none"> ▪ Was there a reasonable relationship between project inputs and project outputs? ▪ Did institutional arrangements promote cost-effectiveness and accountability? ▪ Was the budget designed, and then implemented, in a way that enabled the project to meet its objectives?
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"> ▪ 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? ▪ Have the targeted beneficiaries experienced tangible impacts? Which were positive; which were negative? ▪ To what extent has the project caused changes and effects, positive and negative, foreseen and unforeseen, on democratization? ▪ Is the project likely to have a catalytic effect? How? Why? Examples?
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"> ▪ To what extent has the project established processes and systems that are likely to support continued impact? ▪ Are the involved parties willing and able to continue the project activities on their own (where applicable)?
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"> ▪ 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). ▪ Did project design and implementing modalities exploit UNDEF's comparative advantage in the form of an explicit mandate to focus on democratization issues?

Annex 2: Documents Reviewed

Project document:

- (i) PO Note - UNDEF;
- (ii) Initial project document (English and Spanish version);
- (iii) Charter of understanding between CONGCOOP and COMADEP; May 2013;
- (iv) Narrative Report, 30 June 2015
- (v) Mid-term (31 July 2014) and Final narrative reports (30 June 2015) submitted by CONGCOOP and COMADEP;
- (vi) Internal Final Narrative Evaluation by CONGCOOP and COMADEP (26 and 27 June 2015); (English and Spanish version);
- (vii) Milestone Financial Utilization Report 21 February 2014; 04 December 2014; 28 September 2015;
- (viii) Milestone Verification Report (3) by Nasrin Hoseini from Swedish International Development Agency, 12 October 2014;
- (ix) Annexes.

Materials edited during the project execution:

- Methodological guide for Promoters of Democracy and Peace
- Municipal Public Policy on Youth, Municipality of Sayaxché, Department of Petén, June 2015;
- 2016 Annual Operative Plan of the Youth Office (POA);
- Power Point presentation used within the project;
- Press articles;
- Statutes of the Municipal Youth Organization of Sayaxché;
- Statutes of the Association of Promoters of Democracy and Peace;

Other documents:

- Adoption agreement on the Public Policy contained in Act 40-2015. Point four. Session held on 26 June 2015; Municipality of Sayaxché, Department of Petén;
- Law on Rural and Urban Development, 2002;
- General Law on Decentralization, 2002;
- Law on Elections and Political Parties (LEPP);
- Reforms of the Civil Family Code 2015;
- National Policy on Youth 2012-2020;
- Analysis of the situation of teenage pregnancies in Guatemala 2011-2013;
- Report on Human Development 2011-2012 by UNDP;
- National Report on Human Development 2011/2012: Guatemala, A country of opportunities for young people?
- National review report on education for all, Guatemala 2000-2013
- Review of the political analysis in Guatemala: Political Reality

Annex 3: Persons Interviewed

2 December 2015	
Helmer Velasquez	Director General of CONGCOOP
Jorge Colorado	Project coordinator
Lucía Xiloj	National Consultant
Luisa María Aguilar	International Consultant
3 December 2015	
Alejandro Aguirre	Coordinator of the Institute for Democracy. CONGCOOP
<i>The evaluation team and the project coordinator travel to Flores, Petén</i>	
Jorge Colorado	Project coordinator
Lucía Xiloj	National Consultant
Luisa María Aguilar	International Consultant
4 December 2015	
Gloria Tiña	President of the Youth Association. Second generation promoter (multiplication). Coordinator of the Municipal Youth Office.
Jorge Ical	Coordinator of the Municipal Youth Office. Vice-president of the Association of Promoters of Democracy and Peace.
Concepción Cax	Promotor of Democracy and Peace. Training facilitator. Secretary of the COCODE of la Ceiba. Coordinator of the Election Watchdog.
Alejandro Cuz	Training facilitator. Elected councilman in the new municipal administration.
Rodrigo Pop	Current mayor of the Municipality of Sayaxché, 2012-2016 administration
Victoriano Ramírez	Regional Project coordinator.
Alberto Colorado	Director General of COMADEP
Jorge Colorado	Project coordinator
Lucía Xiloj	National Consultant
Luisa María Aguilar	International Consultant
5 December 2015	
Alberto Cacao	COCODE of the Community of Las Pozas
José Cabnal	Mayor-elect of the municipality of Sayaxché 2016-2020
Tomás Rodríguez	President of the Association of Promoters of Democracy and Peace.
Cristina Cac	Promotor and treasurer of the Association of Promoters of Democracy and Peace. Participates in the COCODE in her community.
Jorge Colorado	Project coordinator
Lucía Xiloj	National Consultant
Luisa María Aguilar	International Consultant
6 December 2015	
<i>Visit to the regional COMADEP office in San Benito, Petén</i>	
Claudia	Administrator of the regional COMADEP office in San Benito, Petén
<i>The evaluation team and the project coordinator travel to the City of Guatemala</i>	
7 December 2015	
Anabela Rivera	Executive director of DEMOS
Alberto Colorado	Project director
Jorge Colorado	Project coordinator
Lucía Xiloj	National Consultant
Luisa María Aguilar	International Consultant

Meeting to systematize the results of the interviews and preparing thewith proposals and recommendations for new projects	Lucía Xiloj Luisa Aguilar
<i>Closing meeting of the evaluation</i>	
Alberto Colorado	Director General of COMADEP
Jorge Colorado	Project coordinator
Lucía Xiloj	National Consultant
Luisa María Aguilar	International Consultant
8 December 2015	
<i>Closing meeting of the evaluation (continued)</i>	
Alberto Colorado	Director General of COMADEP
Jorge Colorado	Project coordinator
Lucía Xiloj	National Consultant
Luisa María Aguilar	International Consultant

Annex 4: Acronyms

AGAI	Guatemalan Association of Indigenous Mayors and Authorities
CDC	Community Development Council
CICIG	International Commission against Impunity in Guatemala
COCODE	Community Development Council
CODEDES	Departmental Development Council
COMADEP	Mesoamerican Cooperation for Development and Peace
COMUDE	Municipal Development Council
CONADUR	National Council for Urban and Rural Development
CONGCOOP	Coordination of NGOs and cooperatives
CSO	Civil Society Organization
DDC	Departmental Development Council
DPI	Personal Identification Document
EU	European Union
IGSS	Guatemalan Institute for Social Security
LEPP	Law on Elections and Political Parties
MDC	Municipal Development Council
MP	Public Ministry
NGO	Non-Governmental Organization
OMJ	Municipal Youth Office
OSB	Grassroots Organizations
PD	Project Document
POA	Annual Operative Plan
PPJ	Public Policy on Youth
TOT	Training of Trainers
TSE	Electoral Supreme Court
UNDEF	The United Nations Democracy Fund

Annex 5: Information on COMADEP's financial management

COMADEP's financial management and administration capacity – Financial information on the most relevant projects and only those managed and executed in Guatemala between 1999-2014					
No.	Project	Amounts in USD	Period	Donor	Verification Source
1.	Strengthening of civic participation of indigenous youth in Guatemala.	225,000.00	July 2013 – June 2014.	UNDEF	Internal agreement between CONGCOOP and COMADEP.
2.	Citizenship training. COCODE training session in Sayaxché.	70,000.00	January 2009 – November 2015	CORDAID Holland.	Internal agreement between CONGCOOP and COMADEP.
3.	Laying hen poultry farm for Q'eqchi women in Sayaxché.	240,028.22	Nov. 2008 to December 2009.	Tropical Agronomy Centre for teaching and research (CATIE) BID	Contract between CATIE and COMADEP.
4.	20 projects to implement agricultural and forestry systems in 5 municipalities of Petén.	965,934.28	Oct. 2002 – March 2006	CATIE BID	20 respective contracts between CATIE and COMADEP
5	10 training projects for rural teachers in Quiché and Alta Verapaz.	975,140.13	Years 2004-2005-2006 2007	Ministry of Education of Guatemala.	10 respective contracts between the Ministry of Education and COMADEP
6	Qualification of 234 bilingual teachers in rural education who had returned from exile in Mexico	892,689.68	Years 1998-1999-2000	USAID through the Rafael Landivar University	Respective contract
7	Return, reinsertion and strengthening of the organization at the local level, Petén	850,000.00	1998 – 1999	EU Diakonia	Respective contract