PROVISION FOR POST PROJECT EVALUATIONS FOR THE UNITED NATIONS DEMOCRACY FUND
Contract N°PD:C0110/10

UDF- CHI-10-404 ±The rights and political participation of the Mapuche Peoples of the Region of Araucanía.

Acknowledgments
The evaluation team would like to thank Cristian GANDIA and José VARGAS, as well as all the members of the Corporación ProyectAmérica[1] 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 the beneficiaries who participated in this evaluation process and agreed to share their thoughts and experiences.

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Authors
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projectôs greatest contribution to have been the strengthening of leadership capacity among Mapuche leaders, although in the case of Mapuche women, a lengthier intervention to foster structural changes in their vulnerable situation should have been undertaken. The project had a significant impact on government authorities and the Executive branch, chiefly through the multistakeholder roundtables, achieving tangible results with several ministries. The stakeholders interviewed confirmed that the knowledge, information, and training the

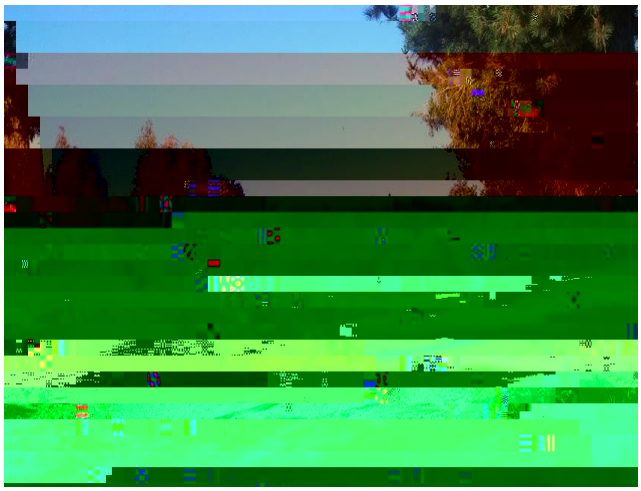
II. Introduction and development context

(i) The project and evaluation objectives

To achieve these outcomes, the project sought to develop spaces for political dialogue between Mapuche communities in Chile, government authorities, and the political sphere.

Desarrollo Indígena ï CONADI) was created. Later, in 2007, Chile became a signatory to the United Nations Declaration on the Rights of Indigenous Peoples, and in September 2008, ratified ILO Convention 169. Nevertheless, as the various stakeholders point out, these instruments have not had any effect on practice, since the Mapuche today live in worse social and economic conditions than the non indigenous population in Chile.

The general consensus is that this issue is not a high priority on the nationôs public agenda and that there is little knowledge about indigenous rights at the institutional level. Government intervention has addressed the situation of Chileôs native people only partially, employing a welfare or antipoverty, public order, and national security approach and investing less effort on genuine recognition of the rights of Chileôs indigenous peoples. According to Molina,[8] resolving the conflict will depend on the governmentôs abil



> Indigenous issues have not been handled properly, because the matters that the communities wish to take up have not been addressed. Moreover, the government does not have legitimate partners to work with the indigenous world. It perpetrates violence against the community, and the people most affected are women and children. They grow up in this environment.
>
> ***Oscar O. Chief, Office of the Undersecretary of the Ministry of Agriculture of Chile***

Project objective

each roundtable;
Ongoing transmission of information to members of Congress, political parties, and government figures.
4 meetings between 30 Mapuche leaders and Chilean members of Congress and other

III. Evaluation findings

(i) Relevance

In a Chilean society so unreceptive to the indigenous dimension and which for years viewed the matter as a problem of poverty, public order, and security, the project has managed to present the issue from a broader, more inclusive multicultural perspective, analyzing the underlying political issues that have yet to be resolved. As the first and only initiative designed to develop a political dialogue among the State, members of Congress , and the more radical Mapuche communities, the project is highly relevant to the unmet needs and challenges of the Chilean context. In particular, it systematically emphasizes the need to recognize human rights and the rights of native people in Chile and the urgent need to amend the constitutional and regulatory framework to guarantee proper application of the international legal instruments ratified by the Chilean State, especially ILO Convention 169.

> The greatest problem is not that there's a problem but that no one knows when it's going to end.
>
> **José Antonio Viera Gallo Former Senator, Former Minister of the General Secretariat of the Presidency in the first administration of Michelle Bachelet and Former Minister of Chile's Constitutional Court**

Within this context, the project helped identify and establish collaborative relations with legitimate partners in the indigenous world, bringing government authorities, political figures, and Mapuche community leaders together to share spaces for analysis and political dialogue. The project objectives thus respond to the needs of the beneficiary groups, increasing the capacity and leadership of Mapuche leaders and representatives so that they can draft participatory proposals that reflect the needs of their different communities.

The criteria used in selecting the beneficiary population were derived from ProyectAmérica's contacts and prior knowledge of the intervention areas. Also considered was the specific need of Mapuche stakeholders for spaces to discuss matters they knew little about, especially in more geographically isolated areas with little media access. Many of them said they felt abandoned by the local, regional, and national government when it came to the creation of government policies and programs.

Intercultural dialogue in Temuco, Saturday, June 15, 2013

It is important to emphasize the cultural relevance of the program, which sought to "look at the Mapuche People from the Mapuche perspective." Employing this cultural perspective, the project tackled the gender issue and analyzed the situation of Mapuche women, pointing to the lack of a public policy in Chile that addressed their interests and its consequences, since

ñgroups that cannot defend themselves have no influence.ò This component was very important, since in the current social and political context

> The project enabled us to bring people from different territories together and forge closer ties among our people. It allowed us to better understand each situation ï situations that on the surface seem different but have common problems.
>
> ***Edith C. President, Felipe Nitrihuala Community***

community leaders, academics, and political authorities considered these meetings a good opportunity to gain recognition for the issue of indigenous peoples, especially the Mapuche. This has made it possible to explore different avenues to the political dialogue forward and design culturally relevant public policy proposals. Mapuche leaders, both men and women, have received knowledge and information about indigenous rights, as well as the means to litigate in the courts and lodge grievances related to their situation. They have also had the opportunity to directly express their needs and expectations to ministers and government representatives. According to the participantsô statements, the meetings enabled them to meet with people who think differently, people who do not have solutions to the problems, and people who are not even aware of the problems. Convincing indigenous people to sit down at the table and dialogue was an extremely important outcome. One of the leaders interviewed said ñthis is the only place where we Mapuche can sit down and talk to each other.ò

Furthermore, Convention 169ôs entry into force led to changes in how and in what direction to steer public policies. The creation of these interdisciplinary forums promoted the sharing of views, since they were attended not only by attorneys, but politicians, indigenous professionals, indigenous urban dwellers, ministers, and academics representing a host of universities, among them the University of Chile, the Central University, Alberto Hurtado University, and Diego Portales University and its ICSO Institute, part of the Science Development Fund. These stakeholders provided a wealth of reliable information rooted in citizen perceptions, survey results, studies on rights, fieldwork, etc. To a certain extent, the forums became a tool for advocacy, permitting matters on the political agenda connected with the development of the native peopleôagenda to be addressed at a very important juncture. Some academics said that these project forums to some degree had led to the creation of a roadmap for what they were doing and what they wished

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(Boletín de Política Indígena), provided information on the real problems and expectations of the Mapuche People, chiefly in the Araucanía region. At the same time, they informed the Chilean public about the realities of life in the communities. Nevertheless, it would have been a very positive thing for the project to have integrated media participation more strategically, as it certainly would have brought the indigenous dimension to the public eye and put it into context. Moreover, from the standpoint of identifying strategic partners capable of maximizing political advocacy initiatives, the project should have recognized that working with the media is fundamental. The project team explained that the problem with the media in Chile is that they are controlled 100% by major economic interests.

The project could likewise have encouraged greater participation by civil society, which is virtually absent when it comes to this issue.

Talk given by two Mapuche leaders who support Mapuche women's activities in the Araucanía region.

The effectiveness analysis revealed that some components of the project were not fully realized. One of them was the advocacy targeting members of Congress, whose participation in the scheduled meetings was lower than anticipated. This was probably due in part to a certain indifference among these politicians to an issue that was not on their political agenda; this is really unfortunate, because many bills dealing with matters related to native people are currently before Congress. While several of them are formally ñunder consideration,ò the truth is that there has been no forward movement on them in years, and the efforts to pass them are virtually paralyzed. In light of this, the project opted to implement a ñpractically personalizedò strategy to raise awareness, resulting in a firm commitment by two politicians.[19]

> When I travel to the communities, I always go with a man, because there is no place for a solitary woman thereé I have to be very masculine, ñcovered up and no smiling.ò Nevertheless, the important thing is that we were able to talk about these issues.
>
> **Pamela D., Attorney, Academic specializing in gender, and family mediator at the Catholic University**

In addition, while the program to strengthen the political participation of Mapuche women directly affected the women leaders who participated in the initiative, it also uncovered a hitherto underestimated dimension: the violence against Mapuche women and the vulnerability of their rights. The training program for Mapuche women

[19] Sergio Aguiló and Cristina Girardi, who participated in the 2013 workshops. The majority of the congressmen and women who participated belong to the New Majority coalition.

to strengthen their political participation and leadership in the indigenous world lasted four months and was conducted by a multicultural, multidisciplinary team made up of Mapuche women, professionals, attorneys, and journalists. The beneficiaries were emerging leaders, student leaders, and women in charge of productive activities. The trainers commented that working with Mapuche women in the Araucanía region is very difficult, because the women must constantly be available to do chores and manage the household finances.

Added to this is the problem of violence, which is ever-present

(iii) Efficiency

The efficiency analysis shows coherence between the budget requested in the PD and its execution level, yielding a satisfactory cost-benefit ratio. The beneficiary organization has substantial experience managing international cooperation funds and appropriate technical and financial monitoring procedures to guarantee project efficiency.

Some administrative changes were observed in the management of the project, beginning in June 2013, when Fundación Felipe Herrera Lane took over its execution. ProyectAmérica, the beneficiary organization that had initially submitted the project to UNDEF, commenced activities at the end of the Lagos administration (2002-2006) and received funding at the time from the political sphere. It subsequently began to experience problems securing funds, forcing it to reduce its office space and move to smaller quarters to cut costs. This made it hard to accommodate all the project staff. The organization therefore decided to gradually transfer management of the project to Fundación Felipe Herrera Lane. The project continued to operate during the transition, and in December 2012, the move to new quarters took place. In June 2013, the entire management of the project was transferred to Fundación Felipe Herrera Lane.

These changes also coincided with the end of the Ford Foundationôs funding to ProyectAmérica in May 2013. Since then, the Ford Foundation has been providing institutional financing for the Indigenous Policy Program of Fundación Felipe Herrera Lane. These changes were communicated to UNDEF in the Mid-term Report and they were approved. The Foundation has a motivated and professional team with specialized expertise in the institutionôs priority lines of work, along with

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strengthening stakeholders who hold political office and/or work on indigenous issues in different settings.

In fact, the projectôs impact varied with the type of stakeholder it wished to engage. The most tangible impact was achieved in Mapuche communities. Capacity building among Mapuche leaders was one of the contributions valued most highly by the beneficiary groups. All Mapuches interviewed said that the project had improved their knowledge about the rights of native people, providing information and training on human rights and fostering a greater understanding of the current legal framework, its advantages, and the problems preventing its proper application.

> This was the first time that a member of the Mapuche community sat down at the table with Chileôs aristocracy.
>
> ***Nelson L. CONADI official***

More specifically, the beneficiaries pointed out certain effects that, while local in nature, are important indicators of change in mindset. For example, the Mapuche Territorial Alliance (Alianza Territorial Mapuche) said that it had had the opportunity to interact with local authorities ï something that had never happened before. The Mapuche Group for Lafquenche Identity (Agrupación Mapuche Identidad Lafquenche) said that thanks to the project, it received support from the Municipality and now has a representative on the Municipal Council. It also participates in technology transfer programs and now has mayors and councilmen.

The initiatives for strengthening the political leadership and public activities of the Mapuche women leaders taught them how to take advantage of legal instruments and legislative processes and provided information on the status of the constitutional recognition of Mapuche rights, motivating them to participate in local politics. However, the impact of the initiatives was less evident. Reducing the vulnerability of indigenous women and their fragility as a social group would have required a longer multidimensional intervention designed not only to inform beneficiaries and raise their awareness, but more importantly, to promote structural changes resulting in relevant public policies. The project activities, however, brought womenôs problems and needs to light and provided a closer look at what is happening and the changes that must be made.

The project also helped build bridges and solidarity between Mapuche communities from different regions, enabling them to get to know one another and share experiences. The community members interviewed considered the opportunity to meet, share experiences and viewpoints, and learn about other communitiesôneeds and problems a very positive, tangible result. In terms of the initiatives with government authorities and the Executive Branch, the project also had a major impact, especially through its roundtables for political dialogue. In

The project has been an excellent space for multidisciplinary discussion of things that people normally don't talk about. Women, young people, ministers, public officials, researchers, and others have participated. It is a permanent space that really supports the political dialogue that we wish to promote.

Minda B. Researcher on the Rights of Indigenous Peoples,

gender policies. Also, in connection with the official meeting between the European Union and the Chilean State to review the human rights situation in Chile (document attached), it submitted a document to the EU ambassadors in Chile at an official meeting with Chilean civil society. It also drafted a proposal for the Embassy of Norway, seeking funding for activities related to the issue of energy and communities, which is under review.

In the institutional and technical sphere, the

> The project worked with the sectors that don't want an agreement, serving as a bridge to these communities. This relationship with the communities is essential for the dialogue with the government.ò
>
> ***Sergio M. Advisor to the Minister of Education***

most radical groups to sit down at the table with the authorities, which would have been highly improbable without its presence.

IV. Conclusions

The evaluation team arrived at the conclusions and lessons learned through the field visits, interviews, and meetings with the beneficiary groups, political stakeholders, and members of the project team.

(i) The project created spaces for training and analysis, providing important knowledge and information about the new standards relative to the rights of indigenous peoples. In a social and political context in

point, a well-targeted strategy could be designed that addresses the challenges identified during project execution, including very specific, complementary lines of action, such as: exploring how to get more effectively to the heart of the problem, from what angle to approach it and with whom; determining which activities to undertake and abandon, and in what time frame. All this should be condensed into a clear and specific ñroadmapò that will strengthen the spaces for interaction and advocacy, maximizing the complementarity and specific contributions each stakeholder can offer. (See Conclusions i and iii).

(ii) De

determine what changes have (or have not) taken place and what adjustments are needed to tailor the interventions to the ever-changing situation. (See Conclusions iv and v).

Mapuche meeting called by Corporación Felipe Herrera Lane, the NGO Políticas Indígenas, and the Warria policy committee, held in the former congressional building. Santiago, January 22, 2014.

Annex 2: Documents Reviewed

Project documents:

(i) PO Note - UNDEF;
(ii)

	region
Ricardo Peña	Mayor of Loncoche commune (Araucanía)
Edith Carileo Martínez	President, Felipe Nitrihuala Community, Loncoche Commune. Project beneficiary, training for women, Loncoche Commune, project beneficiary
Mario Mila	President, Mapuche Indigenous Association of Loncoche, Loncoche,

Luisa María Aguilar	International Consultant
Irene García	National Consultant

Annex 4: Acronyms

ATM	Alianza Territorial Mapuche
CONADI	Corporación Nacional de Desarrollo Indígena
CORFO	Corporación de Fomento de la Producción
EU	European Union
GOPE	Grupo de Operaciones Policiales Especiales de Carabineros de Chile
ICSO	Instituto de Investigación en Ciencias Sociales de la Universidad Diego Portales
ILO	International Labour Organization
IND	Chile 21 Foundation and Human Rights Institute
NGO	Nongovernmental Organization
UDP	Diego Portales University
UNDEF	The United Nations Democracy Fund
UNDP	United Nations Development Programme