United Nations & Indigenous Peoples in Developing Countries

AN EVOLVING PARTNERSHIP

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An Evolving Partnership

United Nations and Indigenous Peoples in Developing Countries: An Evolving Partnership

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Tebtebba Foundation
No. 1 Roman Ayson Road, 2600 Baguio City, Philippines
Tel. +63 74 4447703 Tel/Fax: +63 74 4439459
E-mail: tebtebba@tebtebba.org
Websites: www.tebtebba.org; www.indigenousclimate.org

Asia Indigenous Peoples Pact (AIPP)
108, Moo 5, T. Sanpranate, A. Sansai, Chiang Mai, 50210
Thailand
E-mail: aippmail@aippnet.org
Tel. +66 (0)53 380 168 Fax: +66 (0)53 380752
Website: http://www.aippnet.org

Authors: Birgitte Feiring, Maria Eugenia Choque Quispe, Binota Moy Dhamai, Johnson Ole Kaunga, Dennis Mairena, Sille Stidsen, Sek Sophorn, Abhilash Tripura, Joram Jurgen|Useb
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Birgitte Feiring
Maria Eugenia Choque Quispe
Binota Moy Dhamai
Johnson Ole Kaunga
Dennis Mairena
Sille Stidsen
Sek Sophorn
Abhilash Tripura
Joram Jurgen|Useb

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Table of Contents

Abbreviations vii
Foreword
Victoria Tauli-Corpuz, UN Special Rapporteur on the rights of indigenous peoples xi
Joan Carling, Secretary General, AIPP xvii
Executive Summary xix
Introduction xxxi

Chapter One: Policies and Safeguards 1

1.1 The UN Declaration Sets the Overall Framework for the UN System 3
1.2 Mechanisms to Promote Indigenous Peoples' Rights 4
1.3 Institutional Policies on Indigenous Peoples 7
1.4 UNDP Social and Environmental Standards 14
1.5 Experiences, Good Practices and Recommendation: Policies and Safeguards 18

Chapter Two: Inter-Agency Collaboration 21

2.1 The Role of the UN Permanent Forum on Indigenous Issues 23
2.2 Global and Regional Inter-Agency Collaboration 27
2.3 Inter-Agency Cooperation at the National Level 29
2.4 The UN Indigenous Peoples' Partnership 32
2.5 Experiences, Good Practices and Recommendations: Inter-Agency Collaboration 35

Chapter Three: Mechanisms for Consultation and Participation of Indigenous Peoples 39

3.1 The Indigenous Peoples' Forum at IFAD 41
3.2 Funds to Facilitate Participation 42
3.3 Involvement in Governance Structures 44

3.4 Regional and National Mechanisms for Consultation 45
3.5 Making Participation Effective at Country-Level 49
3.6 Experiences, Good Practices and Recommendations: Consultation, Participation and Consent 52

Chapter Four: Targeted Programs and Funds 55

4.1 Global and Regional Technical Cooperation Programs 57
4.2 Small Grants Facilities 60
4.3 Experiences, Good Practices, Recommendations: Targeted Programs and Funds 62

Chapter Five: Mainstreaming within Agencies 63

5.1 Overall Programming and Monitoring 65
5.2 Monitoring Programme Impact 67
5.3 Financial Allocations 68
5.4 Staff Resources 72
5.5 Staff Training 74
5.6 Staff Diversity 75
5.7 Experiences, Good Practices and Recommendations: Mainstreaming 76

Chapter Six: Programming at Country-Level 81

6.1 Addressing Indigenous Peoples in Country-Level Programming 83
6.2 Targeting Indigenous Peoples in Country Programs 87
6.3 Overcoming Barriers and Facilitating Dialogue 93
6.4 Experiences, Good Practices and Recommendations: Country-level Programming 95

References 98

Annex: Outcome Document of the WCIP 105

Abbreviations

AIDESEP	Asociación Interétnica de Desarrollo de la Selva Peruana
AIPP	Asia Indigenous Peoples Pact
CBD	Convention on Biological Diversity
CBR+	Support to Community-Based REDD+
CCA	Common Country Assessment
CCPIAN-SNU	Comité Consultivo de Pueblos Indígenas y Afrodescendientes con el Sistema de Naciones Unidas
CHT	Chittagong Hill Tracts
CHTDF	Chittagong Hill Tracts Development Facility
CIDOB	Confederación de Pueblos Indígenas de *Bolivia*
CNMCIOB "BS"	Confederación Nacional de Mujeres Campesinas Indígenas Originarias de Bolivia "Bartolina Sisa"
CONAMAQ	Consejo Nacional de Ayllus y Markas del Qullasuyu
CONAP	Confederación de Nacionalidades Amazónicas del Perú
COSOPs	Country Strategic Opportunities Programmes
CSC	Civil Society Committees
CSUTCB	Confederación Sindical Única de Trabajadores Campesinos de Bolivia
DESA	Department of Economic and Social Affairs
DPI	Department of Public Information
ECLAC	Economic Commission for Latin America and the Caribbean
ECOSOC	Economic and Social Council
FAO	Food and Agriculture Organization of the United Nations
FCPF	Forest Carbon Partnership Facility
FPIC	Free, Prior and Informed Consent
GEF	Global Environment Facility

GEF-SGP	GEF Small Grants Programme
GIPI	Grupo Interagencial sobre Pueblos Indígenas del Sistema de Naciones Unidas en Chile
GIRPI	Grupo Interagencial Regional de Pueblos Indígenas
GTI	Grupo Técnico Intercultural,
HQ	Headquarters
IASG	Inter-Agency Support Group on Indigenous Issues
IFAD	International Fund for Agricultural Development
IFIs	International Financial Institutions
ILC	International Land Coalition
ILO	International Labour Organization
IOM	International Organization for Migration
IPAF	IFAD Indigenous Peoples Assistance Facility
IPP	Indigenous Peoples Plan
IPU	Inter-Parliamentary Union
MDG	Millennium Development Goals
MDG-F	Millennium Development Goals Achievement Fund
NHDR	National Human Development Reports
NHRIs	National Human Rights Institutions
OCHA	Office of Coordination of Humanitarian Affairs
OECD-DAC	Development Assistance Committee of the Organisation for Economic Co-operation and Development
OHCHR	Office of the High Commissioner for Human Rights
PAHO	Pan-American Health Organization
PRO169	Programme to Promote ILO Convention No. 169
RIPP	Regional Indigenous Peoples Programme
SCBD	Secretariat of the Convention on Biological Diversity
SES	Social and Environmental Standards
SPFII	Secretariat of the Permanent Forum on Indigenous Issues
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Frameworks
UNDG	United Nations Development Group

UNDP	United Nations Development Programme
UNDRIP	United Nations Declaration on the Rights of Indigenous Peoples
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFCCC	United Nations Framework Convention on Climate Change
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIPACK	UN Indigenous Peoples Advisory Committee of Kenya
UNIPP	United National Indigenous Peoples' Partnership
UN-REDD	United Nations Collaborative Program on Reducing Emissions from Deforestation and forest Degradation
UNPFII	United Nations Permanent Forum on Indigenous Issues
WCIP	World Conference on Indigenous Peoples
WFP	World Food Programme
WHO	World Health Organization
WIMSA	Working Group of Indigenous Minorities in Southern Africa
WIPO	World Intellectual Property Organization

Foreword

The engagement of indigenous peoples with the United Nations system to assert and establish their rights has been ongoing for decades with very significant achievements. These include the establishment of the UN Permanent Forum on Indigenous Issues (UNPFII), the Special Rapporteur on the rights of indigenous peoples and the Expert Mechanism on the Rights of Indigenous Peoples (EMRIP). The adoption of the UN Declaration on the Rights of Indigenous Peoples (UNDRIP) in 2007 is a landmark success. This Declaration contains the minimum international human rights standards, which should be met to ensure the survival, well-being and dignity of indigenous peoples.

The adoption on September 22, 2014 of the Outcome Document of the High-Level Plenary Meeting of the General Assembly, known as the World Conference on Indigenous Peoples (WCIP), is another major milestone. (The Outcome Document is reprinted in this publication.)

These accomplishments speak well of the significance of the issues set forth by indigenous peoples in the UN system and of what can be achieved when UN Member States, the UN agencies, bodies, programs and funds and indigenous peoples engage constructively.

It has not been easy for many indigenous peoples to get their concerns addressed and obtain redress to the violations of their human rights at national levels. This situation pushed them to go to the United Nations. After many decades of persistent engagement by these rights-holders, there are now established mechanisms and procedures addressing their specific issues and minimum international standards for the realization and respect of their basic human rights.

To achieve these gains, indigenous peoples have to deal with key challenges, such as the need to combat the racism and discrimination against them and to document and make more visible the human rights violations they suffer from. The key role played by the Office of the High Commissioner on Human Rights (OHCHR) in enhancing the active participation of indigenous peoples in the UN has to be acknowledged. Before and after the UNDRIP was adopted, several UN organs, specialized agencies, programs and funds came into the picture to contribute in helping realize the better recognition of the rights and development perspectives of indigenous peoples.

When the resolutions of the UN General Assembly were passed, which called for the World Conference on Indigenous Peoples to be convened and define modalities, Tebtebba decided that one contribution it can feed into the WCIP is to make a review of how the UN system fared in addressing indigenous peoples' issues. The UN organs, agencies, bodies and funds are called upon, in Articles 41 and 42 of the UNDRIP, to "contribute to the full realization of the Declaration, *inter alia*, through mobilization of 'financial cooperation and technical assistance' (Art. 41) and to promote full respect for the applications of the provisions of the Declaration…"

A consolidated report of some of the policies, programs adopted and done and lessons learned by some UN organs, agencies, programs and funds at the global and national levels would be very useful. This can enhance further what the UN system can do to implement Articles 41 and 42 of the UNDRIP and the WCIP Outcome Document.

The results of the reviews done are what this book contains. It includes some good practices and lessons learned that could inspire other bodies to do the same. It also contains recommendations for the UN system to further help respect, protect and fulfill the rights of indigenous peoples and help achieve their self-determined development visions.

This review puts in perspective the fruits of the decades-old engagement of indigenous peoples with the UN system and gives us a clear picture of how the UN organs, agencies,

programs and funds have responded to indigenous peoples' issues in terms of policy development, inter-agency collaboration, mechanisms for consultation and participation, programs and provisions of funds for indigenous peoples, mainstreaming overall institutional programming frameworks, and country-level programming.

The review covered the assessment of the work done by various UN agencies and bodies with specific mandate on indigenous peoples' issues like the UNPFII, the Special Rapporteur, and the EMRIP. The specific institutions that were looked into are the United Nations Development Programme (UNDP), International Fund for Agricultural Development (IFAD), Food and Agriculture Organization (FAO), UN Environment Programme (UNEP), and programs like the Global Environmental Fund (GEF) and the UN-REDD (Reducing Emissions from Deforestation and Forest Degradation). Some countries in Africa, Asia and Latin America were selected to see how the UN Country Teams working as "One UN" have fared in their work with indigenous peoples.

It is stated in the review that "the UNPFII has played a major role in mainstreaming indigenous peoples' rights within the UN system, however, there has been difficulty in systematically monitoring the numerous recommendations, and there are many agencies that do not regularly report to the Forum." The communications and reports of the Special Rapporteur, meanwhile, have provided in-depth analysis of the situation of indigenous peoples and have been very useful guides for the work of UN Country Teams and agencies.

In terms of policy development, UN agencies and funds "have developed institutional policies or guidelines on support to indigenous peoples that had clear positive effects in terms of enhanced visibility and action, collaboration, commitment, transparency, accountability and in-house coordination." This is contained in the UNDG (UN Development Group) Guidelines on Indigenous Peoples' Issues, which has been used in several capacity building activities for UN country teams.

Such positive examples should encourage other agencies to operationalize their commitments to indigenous peoples. Inter-agency collaboration within the UN system on indigenous peoples has increased and has played key roles in sustaining dialogues with indigenous peoples and with substantial benefit to members as venues for sharing and mutual support across agencies. Sustained inter-agency collaboration has been institutionalized mainly in the Latin American region through joint programs, with a few examples in Asia.

The implementation of the UNDRIP has been weak in Asia and Africa due to the fact that many governments in these regions do not recognize that they have indigenous peoples or claim that all of them are indigenous peoples. In some cases, this argument is used to justify the non-implementation of the UNDRIP. It has to be mentioned, however, that these arguments cannot hold water. In many countries in Asia and Africa, there are people who self-identify as indigenous peoples and claim for themselves the rights contained in the UNDRIP.

Indigenous identity is not constructed only on the basis of the history of foreign colonization and where the colonizers decided to settle in their colonies. There is also internal colonization of dominant populations over indigenous peoples who are often the minority. Problems of inequality, discrimination, appropriation of lands, violation of the right to self-determination and to cultural identity, among others, persist in such countries.

It is an imperative, therefore, for the UN system to join efforts in encouraging states in Africa and Asia to stop denying the identities of indigenous peoples.

The report also mentioned that "several agencies, like the ILO and the UNDP, have established successful facilities for small grants that go directly to indigenous peoples' organizations with high demand. However, many indigenous organizations lack sustained institutional support with a risk that their focus may become supply-driven and their results may face sustainability challenges." Recommendations were given to supplement support from small grants with longer-term institutional support to indigenous peoples' institutions.

Mainstreaming the work on indigenous peoples as practiced by UN agencies such as the OHCHR has increased with the overall programming frameworks of other agencies and bodies. There has been a weakness, though, in some agencies that still lump indigenous peoples together with marginalized or vulnerable groups. At the country level, the attention given to indigenous peoples varies greatly across countries and regions with extremely different opportunities and obstacles to addressing indigenous peoples' issues.

This is an initial review which can be used as a basis for more assessments of this kind. I hope this book will be useful for the efforts of the Inter-Agency Support Group (IASG) on Indigenous Peoples' Issues to coordinate and complement each other better in their work with indigenous peoples. There is no question that an enhanced system-wide coordination, complementation and coherence within the United Nations system, which reinforces and upholds the rights and development priorities of indigenous peoples, will result in bigger impacts.

The challenge of addressing and overhauling the historic and systemic roots of indigenous peoples' oppression and marginalization is enormous. But with individuals and institutions working within the UN system who are willing to cast their lot jointly with indigenous peoples, the changes needed can be achieved.

As the Special Rapporteur on the rights of indigenous peoples, such coordinated system-wide actions will be very useful in implementing my mandate. My predecessors and I have various recommendations on how to address indigenous peoples' issues. Sustained monitoring how recommendations—not only from the Special Rapporteurs but those from Treaty Bodies—are implemented will inform efforts to do development and human rights action plans at local, national and global levels. But again, these efforts undertaken by the UN system should always be done jointly with indigenous peoples concerned.

Congratulations to the authors of this book and to Tebtebba for taking the effort to come up with this book. It is

also heartening to see that there are donors who are interested to contribute to this project, particularly Ford Foundation and the Bread for the World - Protestant Development Service. I thank these partner donors who understand deeply why such projects are important for indigenous peoples and who are willing to invest in these.

Victoria Tauli-Corpuz
UN Special Rapporteur on the rights of indigenous peoples

21 November 2014

Foreword

Since time immemorial, indigenous peoples across the world have been self-governing as distinct and diverse peoples. However, with the advent of colonization and nation-building, indigenous peoples found themselves disempowered, oppressed, discriminated, forcedly assimilated and subjected to genocide. This historical legacy has pushed indigenous peoples to defend their distinct identities, indigenous institutions, customary laws, cultures and world-views. As indigenous peoples struggled to defend themselves and started their movements for the protection of their collective rights, the United Nations was established by nation-states for the respect, protection and promotion of human rights. This was at the end of World War II in 1945, where crimes against humanity were denounced and a new era of international cooperation and solidarity emerged.

As indigenous peoples continued to experience various forms of discrimination and marginalization at the grassroots and national level, the UN system became their target for engagement, for the recognition of their distinct identities and their right to self-determination. This opened up debates on the definition of indigenous peoples and their right to self-determination. The creation of the UN Working Group on Indigenous Populations paved the way for further pursuing the rights of indigenous peoples within the UN system. This resulted in the establishment of the UN Human Rights Commission open-ended Working Group on the Draft Declaration on the Rights of Indigenous in 1995. After 22 years of negotiations between indigenous peoples and states, the UN General Assembly finally adopted the UN Declaration on the Rights of Indigenous Peoples (UNDRIP) in September 2007.

This historical achievement of indigenous peoples has further opened the gate for the whole UN system to embrace the distinct identities and rights of indigenous peoples, including their right to self-governance. Although many states still continue to deny the legal recognition of indigenous peoples at the national and local level, more and more attention is now given to indigenous issues. While systematic violations of indigenous

peoples' rights continue to take place across the globe, the UN system is increasingly being challenged to abide by its international commitments and obligations. Opportunities and mechanisms for collaboration and partnerships between and among UN agencies, funds and programs and indigenous peoples are now opening up at various levels. At the same time, it is critical to ensure that partnerships are based on the respect of the rights of indigenous peoples, including their self-determined processes, institutions, self-governance and development perspectives that are responsive to their needs and priorities.

As indigenous peoples continue to gain more space in the UN system, the real challenge is ensuring the full recognition, respect, protection and exercise of their rights at all levels—and especially at the grassroots level. The UN system therefore needs to put into action its commitment in making the UN a "home" for indigenous peoples.

In this context, the present review of the evolving partnership between the UN system and indigenous peoples in developing countries constitutes a very important contribution, as it provides an overview of how the UN agencies, funds and programmes are incorporating and addressing indigenous peoples in their strategic interventions and programmes. It is a very informative and insightful report that highlights the gains, challenges and key recommendations on how these bodies can be more responsive and contribute in the achievement of the aspirations of indigenous peoples, thereby strengthening our partnership.

This report is also very useful in moving forward with the Outcome Document of the UN High Level Plenary Meeting, known as the UN World Conference on Indigenous Peoples (WCIP), especially in relation to the development of a UN System-Wide Action Plan to promote indigenous peoples' rights.

Joan Carling
Secretary General
Asia Indigenous Peoples Pact

Member, UN Permanent Forum on Indigenous Issues

5 November 2014

Executive Summary

Since the turn of the millennium, the UN system has made solid progress to strengthen its attention and support to indigenous peoples. The most visible institutional and normative breakthroughs are the establishment of the UN Permanent Forum on Indigenous Issues (UNPFII), the appointment of a UN Special Rapporteur on the Rights of Indigenous Peoples, the establishment of the Expert Mechanism on the Rights of Indigenous Peoples (EMRIP)—and the adoption of UN Declaration on the Rights of Indigenous Peoples (UNDRIP). These developments confirm the relevance and importance of indigenous issues to the core purposes of the United Nations, and provide the UN system with a common normative framework and specialized mechanisms to promote implementation, within Members States and the UN system itself.

UNDRIP[1] specifically requires the UN system to promote respect for and contribute to the full realization of its provisions through the mobilization of financial cooperation and technical assistance. Thereby, the UN system has an unquestionable mandate to not only address indigenous peoples through the specialized mechanisms men-

The purpose and methodology of the Review

This review explores the efforts undertaken by the UN system for the realization of the rights of indigenous peoples, the good practices generated that can inspire and inform further action as well as recommendations, which may be considered, as the UN system sets out to define the System-Wide Action Plan, called for by the World Conference on Indigenous Peoples.

The review originated with a focus on four agencies that are key to indigenous peoples' issues, given their mandate and focus, namely, IFAD, ILO, OHCHR and UNDP. Geographically, the review initially focused a selected number of developing countries, namely, Bangladesh, Bolivia,

tioned above, but to mainstream the attention to the specific situation of indigenous peoples throughout its diverse agencies, funds and programs.

Besides the mechanisms that are specifically devoted to work on indigenous peoples' issues, the full range of human rights monitoring mechanisms, including the Universal Periodic Review, the treaty monitoring bodies and special procedures as well as the ILO supervisory bodies are increasingly addressing indigenous peoples' rights under their mandates.

The UNPFII has played a catalytic role in furthering the mainstreaming of indigenous peoples' rights within the UN system, and serves as a global clearinghouse and consultation mechanism for information, knowledge and resources. However, the potential of using the UNPFII recommendations as a roadmap for addressing indigenous peoples' issues within the UN system is somehow challenged by the difficulties in systematically monitoring the numerous recommendations. Moreover, there are many agencies that do not regularly report to the Forum.

Likewise, the communications and reports of the Special Rapporteur are of enormous importance, as they carry the authority and legitimacy given to the mandate by the Human Rights Council and imply a direct dialogue with the concerned governments or other addressees on their duties with regards to indigenous peoples' rights. The country reports provide an in-depth analysis of the situation of indigenous peoples, and recommendations towards the fulfillment of indigenous peoples' rights. There are a number of positive found examples

Cambodia, Kenya, Namibia, and Nicaragua. However, a broad desk review of interesting examples and good practice led the team to go beyond the originally targeted agencies and countries.

The review is by no means an exhaustive account of the numerous, diverse and important efforts of the UN system and can also not assess the results and impact of the individual initiatives. Rather, it is hoped that the examples highlighted can serve as a catalogue of ideas to inspire both indigenous representatives and UN officials.

where UN Country Teams or agencies have specifically used the recommendations of the Special Rapporteur to guide their work.

It is recommended to:

- Review, retire and reorganize previous UNPFII recommendations, as necessary, to facilitate monitoring of implementation, and give future recommendations a strategic and operational orientation, including by setting targets, timeframes and benchmarks;
- Encourage UN agencies to regularly report and ensure high-level participation at the UNPFII sessions, and encourage the Economic and Social Council to facilitate high-level meetings between UNPFII members and heads of UN agencies regarding implementation of recommendations;
- Further optimize the use of the recommendations of the UN Special Rapporteurs, treaty monitoring bodies, ILO supervisory mechanisms and other monitoring mechanisms, to strengthen capacity within the UN system to understand and promote indigenous peoples' rights, including by using such recommendations for country programming.

Policy Development

So far, four UN agencies and funds (UNDP, IFAD, FAO and UNEP) and programs such as GEF and UN-REDD have developed institutional policies or guidance on support to indigenous peoples. The policies have clear positive effects in terms of enhanced visibility and action, collaboration, commitment, transparency, accountability and in-house coordination. Further, the recent UNDP Social and Environmental Standards, inter alia, specify the obligations of UNDP to not participate in projects that violate provisions of UNDRIP, including operational requirements to ensure such compliance. The direct alignment of institutional safeguards with the provisions of UNDRIP is an unprecedented example of good practice.

It is therefore recommended to:

- Encourage UN agencies to follow the positive example of FAO, IFAD, UNDP and UNEP, and develop policies and guidance on how to operationalize their commitment to indigenous peoples' rights within the context of their institutional mandate. Such policies should set specific goals and benchmarks for monitoring of implementation, in collaboration with indigenous peoples;
- Ensure operationalization of the UNDP Social and Environmental Standards and ensure consistency and coherence across the UN system by encouraging other agencies to ensure substantial compliance with these Standards, rather than developing separate Standards.

Inter-Agency Collaboration

In general, the UN system has increased its inter-agency collaboration and coordination on indigenous peoples, including through the establishment of the global Inter-Agency Support Group (IASG), and the establishment of a regional IASG for Latin America and the Caribbean. In some cases, interagency collaboration has emerged in response to recommendations from the UNPFII and the UN Special Rapporteurs. These groups have played key roles in sustaining dialogue with indigenous peoples, facilitating exchange of experiences and ideas, mainstreaming the attention to indigenous peoples within the UN system, developing strategic interventions and building knowledge and capacity. Members substantially benefit from these spaces, which also constitute platforms for informal sharing and mutual support across agencies.

At the country-level, there are encouraging examples of sustained and institutionalized inter-agency groups, mainly in the Latin American region, but some examples are also found in Asia. In some countries, collaboration has mainly evolved in the context of joint programs. This is positive, but also raises concerns about the institutional anchorage and sustainability of these experiences.

Inter-agency collaboration on indigenous issues in Africa remains weak. This reflects a lack of commitment to indigenous peoples' rights of many governments in the region, but also implies a risk that the most vulnerable and needed indigenous groups cannot count with coordinated efforts from the UN system.

The United Nations Indigenous Peoples' Partnership (UNIPP) is a global inter-agency initiative of UNFPA, ILO, OHCHR, UNICEF and UNDP to support country efforts to advance indigenous peoples' rights. It has, inter alia, provided support to countries with positive policy developments on indigenous peoples, and has played a strategic role in providing support and fostering inter-agency collaboration in the three African countries where it operates.

The experiences reaffirm the relevance and positive effect of increasing inter-agency collaboration but also point to the challenges of broadening the scope of such collaboration, both in terms of participation and regional and national coverage.

It is therefore recommended to:

- Sustain and broaden inter-agency collaboration, including in the Asian and African regions, by encouraging new members to join and by allocating staff resources and regular budget funds for agencies' participation;
- Encourage donors to provide financial support to expand UNIPP's activities, as a strategic inter-agency initiative, which focuses specifically on rights implementation and fosters inter-agency collaboration.

Mechanisms for Consultation and Participation

In many cases, the platforms for inter-agency collaboration facilitate consultations and dialogue with indigenous peoples. A clear example is the global IASG, which sustains dialogue with the UNPFII. Likewise, in Latin America, the regional IASG has regular dialogue with the regional UN Consultative

Group of Indigenous Leaders. In Nicaragua, a Consultative Council of indigenous peoples and afro-descendants has been established, which regularly meets with the UN Country Team.

Moreover, in Latin America, FAO, IFAD, OHCHR and ECLAC have established agency-specific regional mechanisms for dialogue. FAO is extending its engagement to Asia. IFAD sets a unique example with the establishment of the Indigenous Peoples' Forum, as a global institutionalized mechanism for consultation and participation of indigenous peoples. Through the regional dialogues organized in the context of the Forum, IFAD, as the only agency, expands the dialogue to the African region.

Programs and funds such as UN-REDD, UNIPP and the Voluntary Fund for Indigenous Populations are setting important examples with the inclusion of indigenous representatives and experts in their decision-making boards.

In order to facilitate the participation of indigenous leaders in global meetings and processes that directly concern them, a number of Voluntary Funds have been established within the UN system. These provide necessary minimum support to enable participation. For example, the Voluntary Fund for Indigenous Populations has supported the participation of more than 16,000 indigenous representatives over the years. The Funds depend on donor contribution and the replenishment of the WIPO Voluntary Fund, for example, is currently a concern.

Experience shows that making participation effective at the country-level is not simply a matter of mechanically or uniformly applying guidelines, as the specificities of the country context will provide extremely diverse opportunities and barriers. An overall lesson learned is that adequate participation requires efforts from all sides, and needs to be considered not as a single event but as a continuous process, comprising inter-linked elements of awareness-raising, capacity building, consultation, participation and consent. Support to self-selection processes and technical assistance are often necessary to ensure effective and inclusive participation, particularly from

the grassroots level. Opportunities for participation need to be underpinned, supported and sustained by support to indigenous peoples' representative organizations and other institutions, as strong, independent institutions with technical capacity is a precondition for meaningful participation.

It is recommended to:

- Renew the efforts of UN agencies and UN Country Teams to establish regular and institutionalized mechanisms for dialogue with and participation of indigenous peoples, building on lessons learned and positive experiences from those agencies, programs and countries that are the pioneers in this regard;
- Make a special effort to strengthen dialogue with indigenous peoples in the African region;
- Replenish the Voluntary Funds as they constitute necessary minimum mechanisms to ensure the presence of indigenous representatives in processes that directly concern them;
- Increase funds for direct support to indigenous organizations, with a particular consideration to providing longer-term institutional support as a precondition for effective and meaningful participation;
- Encourage and support the self-selection processes of indigenous peoples for representation in consultations and dialogues, and ensure the participation of indigenous women and youth.

Targets Programs and Funds

Both the ILO and UNDP have had unique targeted technical assistance programs on indigenous peoples' rights, which combined strategic knowledge-generation and capacity building activities with country-level interventions. The programs generated innovative rights-based approaches to development, expanded the knowledge base and capacities within UN agencies, and brought specialized staff into the agencies, who further played a role in providing technical

advice and assistance with regards to broader mainstreaming of indigenous peoples' issues. It is a loss that some of the main targeted programs have been closed down or severely reduced, although to some extent their activities have been incorporated into new initiatives such as UNIPP.

Several agencies, funds and programs have established successful facilities for small grants that go directly to indigenous peoples' organizations. There is a high demand for such direct support to initiatives and implementation on the ground. However, many indigenous organizations lack sustained institutional support and there is therefore a risk that their focus may become supply-driven and their results may face sustainability challenges.

It is recommended to:

- Maintain targeted programs on indigenous peoples' issues, including as vehicles for mainstreaming efforts, as such mainstreaming and targeted approaches are complementary and mutually interdependent;
- Supplement support from small grants facilities with longer-term institutional support to indigenous peoples' institutions.

Mainstreaming

There are increasing examples of mainstreaming within overall institutional programming frameworks, strongest in agencies such as OHCHR with explicit institutional mandates on indigenous peoples. However, some agencies still lump indigenous peoples together with marginalized or vulnerable groups, which implies that their specific rights, need and priorities may not be addressed—and that no specific monitoring of results or budget allocations is possible. Generally, the tracking of official development assistance is done according to the classifications and reporting formats of the Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD-DAC). Currently, the

system does not allow agencies to tag and report on the degree to which interventions target or benefit indigenous peoples.

Even in programs and projects that specifically target indigenous peoples, monitoring still presents a challenge, mainly due to the lack of disaggregated data. In this context, ECLAC's work to present disaggregated data and build capacity for disaggregation in the Latin American region constitutes an example of good practice.

Many of the specific technical cooperation programs targeting indigenous peoples depend on extra-budgetary resources, i.e., specific donor contributions. However, donors are increasingly lifting their earmarking and instead give general budget contributions to the agencies. It is therefore increasingly difficult to raise additional earmarked funding. Consequently, many of the programs targeting indigenous peoples are under-funded and staff is constantly trying to mobilize resources. Further, the unpredictability and short-term horizon of such donor funding is a major concern, including for staff continuity and for addressing long-term processes of advocacy and policy-change. This underlines the continued importance of donors to prioritize support to indigenous peoples, either by raising this in their dialogue with agencies in the context of their general collaboration with UN agencies or by providing earmarked funds directly for indigenous peoples' issues.

Agencies with strong mandates or policies on indigenous peoples have generally designated regular full-time staff on these issues. Other have designated focal points—or no dedicated staff resources at all. The value and importance of having specialized staff that is knowledgeable of indigenous issues and can ensure trust and continuous dialogue with indigenous peoples was highlighted throughout the review. However, the insufficiency of dedicated staff resources is a challenge mentioned by most agencies.

Through concerted efforts of the Secretariat of the UNPFII, IFAD, OHCHR, UNDP and others, some training of staff and UN Country Teams has been undertaken. However, more efforts are needed to ensure that the UN system has

capacity to work on indigenous issues in a more coherent way, across agencies, regions and countries. Staff with experience from indigenous communities and knowledge of indigenous languages should be prioritized. Likewise, fellowships and internships that increases the interaction with indigenous professionals within the agencies constitutes good practice, which could be further expanded, including at the country-level.

It is recommended to:

- Encourage agencies to formulate specific outcomes relating to indigenous peoples within their overall programming frameworks, with related allocations of financial resources, as well as monitoring and reporting mechanisms;
- Explore opportunities to tag and track the development assistance that target or benefit indigenous peoples within the OECD-DAC classification and reporting systems;
- Encourage governments to use their influence in the governing bodies of agencies to ensure that adequate regular financial resources are allocated for indigenous peoples' issues;
- Encourage donors to maintain earmarked support to programs targeting indigenous peoples, as long as mainstreaming approaches are not yet effective;
- Prioritize having regular staff with knowledge, skills and experience on indigenous issues, including of indigenous descent and with knowledge of indigenous languages. As a minimum, agencies and UN Country Teams should designate focal points for indigenous peoples, with sufficient time to effectively coordinate with indigenous peoples;
- Facilitate employment opportunities for indigenous persons within the UN system, including through internships, fellowships, consultancy contracts and by valuing indigenous knowledge and language skills and experience from working in indigenous communities, in the context of professional qualifications;
- Renew efforts to provide training and information resources to staff.

Programming at Country-Level

The attention to indigenous peoples' issues varies enormously across countries and regions, and the country contexts provide extremely different opportunities and barriers to addressing indigenous peoples' issues.

There are positive examples of inclusion of specific outcomes and indicators related to indigenous peoples in some Common Country Analysis (CCA) and UN Development Assistance Frameworks (UNDAFs). Where these exist, they allow for monitoring of resource allocations, progress and impact. In contrast, UNDAFs with no specific reference may include indigenous peoples under general target groups but the lack of disaggregated data and tracking systems make it difficult to assess the results and impacts of mainstream programs on indigenous peoples.

Hence, if the UN Country Teams do not ensure a solid independent focus on indigenous peoples' issues, in the UNDAFs and subsequent stages of programming, there is a risk that most attention is paid to indigenous peoples in countries with advanced constitutional and legal recognition of their rights and a low level of perceived sensitivities around their issues. The policy requirements of some agencies to include indigenous peoples through the entire programming cycle constitute good practice, and the positive results in the portfolios of these agencies are notable.

The country examples thus underline that the actual action on the ground is not simply a matter of uniformly applying general guidelines, but coming up with diversified and tailored country strategies, which in dialogue with indigenous peoples specify how the UN system will interpret its obligations under UNDRIP in specific contexts.

The review found numerous encouraging examples of good practices and innovative projects, designed to support indigenous communities directly, in the context of agencies' broader country programs and interventions. These show that even in difficult country contexts, it is possible to work

for positive changes, including through capacity building and dialogue.

It is recommended to:

- Make the focus on indigenous peoples in the CCA mandatory, and formulate specific outcomes relating to indigenous peoples in the UNDAFs, wherever relevant;
- Strengthen the work of UN Resident Coordinators and Country Teams to ensure a more coherent approach to addressing indigenous peoples' issues in country-level programming. Such efforts could include collaboration between the UNDP, the broader IASG and the UN Development Group (UNDG) to update the UNDG Guidelines on Indigenous Peoples' Issues as necessary, for example, with regards to the requirements arising from UNDP's Social and Environmental Standards and the new generation of Sustainable Development Goals;
- Bridge the gap between policies and practice by strengthening the systematization and exchange of experiences on indigenous peoples' issues between UNCTs through training and practical information resources;
- In challenging country contexts, use the UN's mandate, legitimacy and position to facilitate dialogue between the government and indigenous peoples.

Introduction

The UN Declaration on the Rights of Indigenous Peoples (UNDRIP) was adopted by the UN General Assembly in 2007. The adoption provided a renewed impetus for the promotion of indigenous peoples' rights, as it facilitated and enhanced UN inter-agency collaboration and motivated a proliferation of institutional policies on support to indigenous peoples.

In September 2014, the UN General Assembly has organized the High Level Plenary Meeting, known as the World Conference on Indigenous Peoples (WCIP). The objectives of the WCIP are to share perspectives and best practices on the realization of the rights of indigenous peoples, including to pursue the objectives of the UNDRIP.

At the Global Indigenous Preparatory Conference, held in June 2013 in Alta, indigenous representatives from all regions of the world identified UN system action for the implementation of the rights of indigenous peoples, as one of four core themes to be addressed at the WCIP. The Preparatory Conference recommended, inter alia, that:

- All UN agencies, programs and funds engaging in activities impacting on Indigenous Peoples appoint an officer, or establish a team of officers on a permanent and full-time basis, with particular responsibility to ensure that all such activities are responsive to and adapted for the particular situation of Indigenous Peoples and to provide training and capacity building for all new and existing UN staff regarding Indigenous Peoples' rights;
- All UN agencies, funds and programmes engaging in activities impacting on Indigenous Peoples form advisory councils or forums composed of representa-

tives of Indigenous Peoples including women, youth and persons with disabilities to engage in dialogue and provide advice on policy making and country and regional level operations;

- States, UN agencies and donor groups ensure that the rights of Indigenous Peoples are respected in development aid cooperation.

In order to take stock of efforts already undertaken by the UN system for the realization of the rights of indigenous peoples; to identify best practices; and to provide recommendations for further action, Tebtebba, in collaboration with Asia Indigenous Peoples Pact, has undertaken the present review of UN system efforts for the realization of indigenous peoples' rights.

Specifically, the review focuses on:

- The institutional efforts of the UN system to promote and apply UNDRIP through financial cooperation and technical assistance;
- The Common Country Analysis and UN Development Framework (CCA/UNDAF) and related technical assistance programs in a sample of African, Asian and Lain-American countries to assess the country-level efforts to promote and apply UNDRIP.

Given the magnitude of the task to undertake a review of the entire UN system, as well as the constraints in terms of available time and resources, it was decided to initially focus on an illustrative sample of UN agencies and developing countries across Africa, Asia and Latin America. To that effect, the review team initially sought the input from four UN agencies that have particular experience and mandates pertaining to indigenous peoples, namely the International Fund for Agricultural Development (IFAD), the International Labour Organization (ILO), the Office of the High Commissioner for Human Rights (OHCHR) and the United Nations Development Programme (UNDP). These agencies kindly contributed to the review by submitting information and allowing the team to undertake follow-up interviews.

In parallel, country-specific case studies were undertaken in Bangladesh, Bolivia, Cambodia, Namibia, Nicaragua and Kenya, looking at the efforts of the full range of UN agencies to address indigenous peoples' issues at the country level. The UN Resident Coordinators and Country Teams in the concerned countries kindly facilitated these studies.

While the contributions of these agencies and country teams were extremely important, the review has also taken into account other significant experiences from other agencies and countries through comprehensive desk review of policies, programs and projects. However, the review has not been able to comprehensively and in details document or pay justice to the numerous, diverse and important efforts of the UN system to work with and address indigenous peoples. It is also beyond the scope of this review to make an assessment of the results and impact of the individual initiatives. It is, however, hoped that the examples highlighted in this review can serve as a catalogue of ideas to inspire both indigenous representatives and UN officials. Moreover, the examples presented here have served to identify more general contributions, shortcomings, best practices, opportunities and barriers, which has led to a number of general recommendations, which hopefully can inspire further action.

The team of consultants who collaboratively worked on the review are Maria Eugenia Choque Quispe (Bolivia), Birgitte Feiring (overall coordination and editor), Binota Moy Dhamai (Bangladesh), Johnson Ole Kaunga (Kenya), Dennis Mairena (Nicaragua), Sille Stidsen (editorial assistance), Sek Sophorn (Cambodia), Abhilash Tripura (Bangladesh) and Joram Jurgen |Useb (Namibia).

The team would like to express its appreciation of the openness and constructive collaboration they met from UN agency staff, both at country-level and at headquarters, which reflects the developing partnership between indigenous peoples and the UN system.

Chapter One

Policies and Safeguards

1.1 The UN Declaration Sets the Overall Framework for the UN System

Overall, the UN Declaration on the Rights of Indigenous Peoples defines the obligations of the UN system with regards to indigenous peoples.

The Declaration provides for the UN system, including its organs and specialized agencies, including at the country-level and with specific mention of the Permanent Forum on Indigenous Issues, to:

- Contribute to the full realization of the provisions of this Declaration through the mobilization, inter alia, of financial cooperation and technical assistance (article 41);
- Promote respect for and full application of the provisions of this Declaration and follow up the effectiveness of this Declaration (article 42).

Prior to the 2007 adoption of the Declaration, a number of agencies had already started addressing indigenous peoples in a more systematic manner, based on their individual mandates and/or policies, and had also engaged in inter-agency collaboration. The establishment of the UN Permanent Forum on Indigenous Issues (UNPFII) in 2000 further increased and contributed to coordination of these early efforts (see also section 2.1). With the adoption of the Declaration, the requirement for attention and collaboration became system-wide.

ILO Convention No. 169

ILO Convention No. 169 on indigenous and tribal peoples is complementary to UNDRIP. Since its adoption in 1989, it has been ratified by and is legally-binding upon 22 States, including 15 countries in the Latin American and Caribbean region, one country in Africa and two countries in Asia-Pacific.

Based on the overall mandate and responsibilities derived from UNDRIP, a number of UN agencies are progressively

Promoting indigenous peoples' rights through human rights mechanisms of general applicability

Besides the mechanisms that are specifically devoted to work on indigenous peoples' issues, the full range of human rights monitoring mechanisms, including the Universal Periodic Review, the treaty monitoring bodies and special procedures are increasingly addressing indigenous peoples' rights under their mandates. The normative foundation for this is the fact that UNDRIP does not create any new or special rights or privileges for indigenous peoples, but is a reflection of universal human rights as they pertain to indigenous peoples. Hence, discrimination against indigenous peoples, for example, also falls under the mandate of the Committee on the Elimination of Racial Discrimination. Violations of the rights of indigenous children can be addressed under the Committee on the Rights of the Child, etc.

The ILO Committee of Experts on the Application of Conventions and Recommendations supervises the application of ILO Conventions Nos. 107 and 169 that specifically concern indigenous peoples, but also address their situations on other relevant conventions, including those on discrimination, forced labor and child labor.

addressing and institutionalizing the rights of indigenous peoples in their policies and operations. However, the review also evidences that a number of challenges remain, in order to ensure coherent and comprehensive attention to indigenous peoples' issues across the UN system, as will be further described and discussed in the following sections.

1.2 Mechanisms to Promote Indigenous Peoples' Rights

Since 2000, the UN system has considerably scaled up its mechanisms to specifically address indigenous peoples.

In 2000, the UN Permanent Forum on Indigenous Issues (UNPFII) was established, with a broad mandate to provide expert advice, raise awareness and promote the integration and coordination of activities related to indigenous issues within the UN system (see section 2.1).

In 2001, the mandate of the UN Special Rapporteur on the rights of indigenous peoples was established as one of the several thematic special procedures mandates operating under the Human Rights Council with secretarial support from the Office of the High Commissioner for Human Rights (OHCHR). The Special Rapporteur:

- Promotes good practices, including new laws, government programs, and constructive agreements between indigenous peoples and states, to implement international standards concerning the rights of indigenous peoples;
- Reports on the overall human rights situations of indigenous peoples in selected countries;
- Addresses specific cases of alleged violations of the rights of indigenous peoples through communications with governments and others;
- Conducts or contributes to thematic studies on topics of special importance regarding the promotion and protection of the rights of indigenous peoples.[2]

The Special Rapporteur mandate has contributed in numerous ways to enhance the focus and the capacity of the UN system to understand and act on indigenous peoples' issues, including by issuing thematic reports, for example, on the implications of UNDRIP, the duty to consult, extractive industries, violence against indigenous women, and the need to harmonize activities affecting indigenous peoples within the UN system[3] as well as on economic, social and cultural rights as they pertain to indigenous peoples.[4] Further, the consecutive Special Rapporteurs have undertaken country visits and issued specific country reports on a large number of countries, including Bolivia, Botswana, Brazil, Colombia, Ecuador, El Salvador, Guatemala, Mexico, Namibia, Nepal, Philippines, the Republic of Congo, and South Africa.

The communications and reports of the Special Rapporteur are of enormous importance, as they carry the authority and legitimacy given to the mandate by the Human Rights Council and they imply a direct dialogue with the concerned governments or other addressees on their duties with regards to indigenous peoples' rights. The country reports provide an

in-depth analysis of the situation of indigenous peoples in the concerned countries, and the recommendations issued have the potential of being used as a roadmap towards the fulfillment of indigenous peoples' rights.

The review also found examples where UN Country Teams or agencies have specifically used the recommendations of the Special Rapporteur to guide their work: For example, in Costa Rica, as a follow-up to the recommendation of the Special Rapporteur, the OHCHR Regional Office for Central America, together with the UN Resident Coordinator, supported the consultation process initiated by the government with indigenous peoples affected by the El Diquis hydroelectric project. The dialogue focused on issues ranging from the protection of indigenous territories to governance and right to consultation. Further, in Chile, the establishment of an Interagency Group on Indigenous Peoples in 2007 was inspired by a specific recommendation by the Special Rapporteur to the UN Country Team to "continue its efforts to ensure coordination on human rights issues and in this context encourages them to set up a special thematic group on indigenous issues that would help coordinate the response to the needs of this community."[5]

In 2007, the Expert Mechanism on the Rights of Indigenous Peoples (EMRIP) was established, in order to provide the Human Rights Council with thematic advice, in the form of studies and research, on the rights of indigenous peoples. The Expert Mechanism may also suggest proposals to the Council for its consideration and approval. So far, EMRIP has issues thematic reports on the right to education; the role of languages and culture in the promotion and protection of the rights and identity of indigenous peoples; the right to participate in decision-making with a focus on extractive industries; and a compilation of best practices regarding possible appropriate measures and implementation strategies in order to attain the goals of the UNDRIP.[6]

1.3 Institutional Policies on Indigenous Peoples

Institutional policies on indigenous peoples are important for ensuring commitment, focus, coherence, capacity and accountability. So far, there are three UN agencies, programs and funds that have adopted institutional policies on indigenous peoples.

- The United Nations Development Programme (UNDP) adopted its Policy of Engagement already in 2001;[7]
- The Food and Agriculture Organization (FAO, 2010) and the International Fund for Agricultural Development (IFAD, 2009) developed their policies following the adoption of UNDRIP and recommendations by the UNPFII;
- The United Nations Environment Programme (UNEP) developed a Policy Guidance on partnering with indigenous peoples in 2012.

Figure 1, next page, provides an overview of the policies and guidance of these four agencies, with regards to key issues such as objectives, normative foundation, institutional arrangements, focus areas, participation at program level as well as free, prior and informed consent (FPIC).

Figure 1: Overview of UN agencies' policies on indigenous peoples

Policy	Objective	Normative foundation	Institutional arrangements	Focus areas	Participation at programme level	Free, prior and informed consent
FAO Policy on Indigenous and Tribal Peoples (2010)	Enhance capacity of governments to engage indigenous peoples. Integrate indigenous peoples' issues into normative and operational work. Facilitate direct and effective participation of indigenous peoples in programmes and activities. Establish measures to collaborate with indigenous peoples and discourage ventures that will have an adverse impact. Approach indigenous peoples in a way that answers to, interacts with and learns from their unique food and agriculture practices, livelihood systems and specific sociocultural circumstances.	The Policy is based on international legal instruments such as the UNDRIP, which represents the highest international standard in this area.	Interdepartmental Working Group on Indigenous Issues. Increased participation of indigenous peoples in FAO committees, conferences and regional conferences. Capacity development for FAO staff. Participation in the Inter-Agency Support Group (IASG). Advocacy Officer on Gender and Indigenous peoples.	Increase FAO's effectiveness in enabling governments to respond to the particular needs and demands of indigenous peoples. Increase the capacity of indigenous peoples to maintain and strengthen their livelihoods.	Full and effective participation at every stage of any action that may affect them directly or indirectly is a core principle that guides FAO's work. Support enabling environments to foster inclusion of indigenous peoples in the design, execution and evaluation of policies and programmes that concern and/or affect them.	When there is a direct impact or relation to indigenous peoples' issues, FAO will follow the provisions of the UNDRIP that relate to FPIC. FAO will facilitate the inclusion of representatives of indigenous peoples in its consultations and programming cycles, in accordance with the principle of free, prior and informed consent.

Policy	Objective	Normative foundation	Institutional arrangements	Focus areas	Participation at programme level	Free, prior and informed consent
IFAD Policy on Engagement with Indigenous Peoples (2009)	Enhance IFAD's development effectiveness in its engagement with indigenous peoples' communities in rural areas. Ensure that indigenous peoples' communities in rural areas are empowered to improve their well-being, income and food security through self-driven development that builds on their identity and culture.	The Policy is consistent with international standards, in particular, UNDRIP.	Cross-departmental Policy Reference Group on Indigenous Peoples' Issues. The Indigenous Peoples' Forum at IFAD, a process of dialogue with a global forum meeting held biannually in conjunction with IFAD Governing Council. Dedicated desk and full time staff on Indigenous Issues at HQ. Participation in IASG.	Cultural heritage and identity as assets. FPIC. Community-driven development. Land, territories and resources. Indigenous peoples' knowledge. Environmental issues and climate change. Access to markets. Empowerment. Gender equality.	Support the participation of indigenous peoples in preparation of country strategies and throughout the project cycle.	When appraising projects that may affect the land and resources of indigenous peoples, IFAD shall examine whether the borrower or grant recipient consulted with indigenous peoples to obtain their FPIC. The Fund shall consider this consultation and consent as a criterion for project approval.

Policy	Objective	Normative foundation	Institutional arrangements	Focus areas	Participation at programme level	Free, prior and informed consent
UNDP and Indigenous Peoples: A Policy of Engagement (2001)	Fostering an enabling environment for promoting indigenous peoples' participation in decision-making, co-existence of their economic, cultural and socio-political systems and developing inclusive government policies and program; and, Integrating indigenous peoples' perspectives and concepts of development into UNDP work.	UNDRIP was adopted 6 years after the adoption of UNDP's Policy of Engagement with Indigenous Peoples.	UNDP Indigenous Peoples Liaison Committee at HQ. Country offices are encouraged to develop their own locally relevant strategies as well as resource allocations for support to IPs. Participation in IASG.	Democratic governance and human rights. Poverty reduction. Conflict prevention and peace-building. Environment and sustainable development. Promotion and protection of traditional knowledge.	Full participation of indigenous peoples in development processes and incorporation of indigenous perspectives in development planning and decision-making, including in projects and programming cycles, Civil Society Committees (CSC) and inclusion in Human Development Reports, CCAs, UNDAFs and national poverty reduction strategies.	UNDP promotes and supports the right of indigenous peoples to FPIC with regard to development planning and programming that may affect them.

Policy	Objective	Normative foundation	Institutional arrangements	Focus areas	Participation at programme level	Free, prior and informed consent
UNEP and Indigenous Peoples, a Partnership in Caring for the Environment. Policy Guidance (2012)	To strengthen the capacity of UNEP's staff in understanding Indigenous Peoples' perspectives, needs and concerns; and to establish and employ a more systematic mechanism in UNEP to take into account Indigenous Peoples' views, needs and rights.	The Policy Guidance has been developed on the basis of UNDRIP, in particular, its Articles 41 and 42.	Indigenous Peoples Focal Point at HQ. Participation in UNPFII and IASG. Participation of indigenous peoples in UNEP governing bodies. Strengthening UNEP capacity. Provide regular information to indigenous peoples. Provide technical assistance and raise awareness of governments.	Climate change. Disasters and conflict. Ecosystem management. Environmental governance. Harmful substances and hazardous waste. Resource efficiency—sustainable consumption and production.	Seek input from indigenous peoples on new programs of work, through Global Major Groups and Stakeholders Forum. Stakeholder involvement and consultation in project planning and implementation. Regular stakeholder meetings. Involvement in project implementation.	In the design phase of projects in areas where indigenous peoples are present or have collective attachment, UNEP will involve relevant expertise and encourage the application of the principle of FPIC.

In spite of institutional particularities, the policies share a number of common features:

- They are not stand-alone commitments but relate the rights of indigenous peoples to the broader mandate of the agencies and specify principles and priorities for collaboration;
- They recognize the importance and relevance of indigenous peoples for overall agency objectives in terms of poverty reduction, elimination of hunger and malnutrition, sustainable development, management and conservation of ecosystems and biodiversity, mitigation and adaptation to climate change, improvement of agricultural productivity, among others;
- They set the framework for mutually beneficial partnerships between indigenous peoples and concerned agencies, based on common substantial objectives;
- They have explicit reference to UNDRIP and adhere to the principle of FPIC;
- They provide for institutional implementation mechanisms, including for designation of staff resources, establishment of mechanisms for dialogue with indigenous peoples, intra-agency coordination and monitoring of progress;
- They provide for full and effective participation of indigenous peoples throughout the project cycle, to ensure adherence to their rights and aspirations for development;
- They make reference to the UNDG Guidelines on Indigenous Peoples' Issues (see section 5.1), but few provide specific operational procedures or safeguards to ensure operationalization and compliance with indigenous peoples' rights in operations.

The review confirms that the policies have enhanced visibility and action on indigenous peoples within the agencies, and have increased collaboration with indigenous peoples in strategies, programs and projects. Moreover, policy development has strengthened in-house mechanisms for coordination on indigenous issues. For example, in response to a recommendation by the UNPFII, UNDP in 2010 established

Policy development within specific programs

Complementary to the overall agency policies, the UN Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation (UN-REDD) has developed Guidelines on free, prior and informed consent, and Guidelines on stakeholder engagement. The latter were elaborated jointly with the World Bank's Forest Carbon Partnership Facility (FCPF) for use in all UN-REDD Programme and FCPF partner countries (more than 60 in total).

Likewise, the Global Environment Facility (GEF) developed its Principles and Guidelines for Engagement with Indigenous Peoples in 2012, in order to ensure that the GEF and its partner agencies make appropriate efforts to include and promote indigenous peoples in applicable processes and projects.

its Indigenous Peoples' Liaison Committee to serve as a mechanism for coordination between designated focal points from each UNDP practice, regional and central bureaus, and between headquarters and focal points on indigenous issues at the country level.

In 2011, the United Nations Educational, Scientific and Cultural Organization (UNESCO) initiated its work to elaborate a policy on engaging with indigenous peoples. As part of that process, dialogue meetings with representatives of indigenous organizations and indigenous experts were held in Latin America, Africa, Asia and Europe in 2012 and 2013. However, UNESCO notes the process is complicated by the existence of two layers of intergovernmental governance within UNESCO. In addition to the General Conference of Member States, UNESCO Conventions have their

Policy guidance on implementing rights

Over the years, UN agencies have issued numerous guidance notes and papers, to orient constituents and partners on how to address specific elements of indigenous peoples' rights. For example, in 2009, UN-Habitat published a Policy Guide to Housing for Indigenous Peoples in Cities. ILO has published guidance on how to combat child labor and discrimination against indigenous peoples, as well as a Handbook for

its constituents on ILO Convention No. 169.

A Handbook for Parliamentarians on UNDRIP will be launched in September 2014, as a result of a collaborative effort between UNDP, OHCHR, IFAD, DESA and the Inter-Parliamentary Union (IPU).

own independent governance structures. This, for example, is the case with the World Heritage Convention and the Convention on Intangible Cultural Heritage, which are of particular importance for indigenous peoples. UNESCO notes that these "bodies take decisions independently and sometimes these decisions are contradictory. Thus, the effort of ensuring that indigenous issues are accurately reflected in all programs, conventions and activities house-wide is complex, involving different semi-autonomous bodies."[8] UNESCO notes that the "[d]rafting of the policy is in its early stages."

Some agencies have strong mandates and specific institutional responsibilities on the rights of indigenous peoples. For example, the Office of the High Commissioner for Human Rights (OHCHR) provides the secretariat for the Expert Mechanism on the Rights of Indigenous Peoples (EMRIP) and for the Special Rapporteur on the rights of indigenous peoples. The International Labour Organization (ILO) has a mandate related to ILO Conventions Nos. 107 and 169, among others.

While these agencies do not have specific policies on indigenous peoples, they have institutional arrangements to fulfill their mandate.

1.4 UNDP Social and Environmental Standards

Safeguards, in their purest form, are minimum requirements that are established to ensure that operations will "do no harm." Traditionally, safeguards have mainly been related to the operations of international financial institutions (IFIs), such as development banks, which are pursuing goals that

are not necessarily tied to indigenous peoples' rights and priorities. This, for example, is evidenced by conflicts in the context of large infrastructure projects such as hydroelectric dams. In contrast, UN operations have implicitly been expected to pursue a more ambitious approach of positively contributing to the full realization of indigenous peoples' rights.

No harmful projects found

The positive role of the UN system was affirmed by the current review, which did not find any examples of projects with a harmful effect on indigenous peoples, although indigenous peoples in some countries would like to see a more active role of the UN system.

In the current development context, UN agencies and IFIs often operate jointly—or UN agencies serve as implementing agents of IFIs. Consequently, the agencies have to guarantee compliance with the safeguard standards of these institutions.

This, for example, is the case when UNDP acts as implementing agency for the Forest Carbon Partnership Facility (FCPF) of the World Bank, and have to prove compliance with the World Bank Operational Policies. Likewise, IFAD, UNEP and other agencies that want to act as implementing agencies for the Global Environment Facility (GEF) need to prove compliance with the GEF Policies on Environmental and Social Safeguards and Gender Mainstreaming. As part of such compliance, agencies also need to set up review and grievance mechanisms.

To that effect, UNDP approved its Social and Environmental Standards (SES) in July 2014,[9] which, inter alia, includes a specific project-level standard on indigenous peoples. The SES balances the "no-harm" safeguards approach with a specific and unequivocal commitment to constructive action to support rights implementation and ensure benefits for indigenous peoples, as stated in the SES objectives:

- To recognize and foster full respect for indigenous peoples' human rights as recognized under Applicable Law, including but not limited to their rights to self-determination, their lands, resources and territories, traditional livelihoods and cultures;

- To support countries in their promotion and protection of indigenous peoples' rights, through implementation of domestic laws, policies, and Project activities consistent with the State's human rights obligations;
- To ensure that UNDP Projects that may impact indigenous peoples are designed in a spirit of partnership with them, with their full and effective participation, with the objective of securing their free, prior, and informed consent (FPIC) where their rights, lands, resources, territories, traditional livelihoods may be affected;
- To promote greater control and management by indigenous peoples over developments affecting them, including their lands, resources and territories, ensuring alignment of Projects with indigenous peoples' distinct vision and self-identified development priorities;
- To avoid adverse impacts on the rights of indigenous peoples, their lands, resources and territories, to mitigate and remedy residual impacts, and to ensure provision of just and equitable benefits and opportunities for indigenous peoples in a culturally appropriate manner.[10]

Importantly, the Standards ensure consistence with UNDRIP by simply stating that: "UNDP will not participate in a Project that violates the human rights of indigenous peoples as affirmed by Applicable Law and the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP)."[11] The Standards further explains that this "is consistent with UNDP's obligations as per Article 42 of UNDRIP."

With regards to lands, territories and resources, the Standards stipulate that "UNDP Projects will recognize that indigenous peoples have collective rights to own, use, and develop and control the lands, resources and territories that they have traditionally owned, occupied or otherwise used or acquired, including lands and territories for which they do not yet possess title."[12] Moreover, the Standards affirm that "[n]o Project supported by UNDP will result in the forcible removal of indigenous peoples from their lands and territories.

No relocation of indigenous peoples will take place without the FPIC of the indigenous peoples concerned.[13]

This independent commitment of the UNDP to ensure compliance with UNDRIP in projects that involve UNDP can hardly be overestimated. In terms of safeguards, the commitment is unprecedented and sets a standard that is in line with indigenous peoples' expectations to the UN system. Moreover, the safeguards will have an effect that goes beyond the UNDP, as it will extend to the numerous partners and, in particular, the governments of developing countries that UNDP works with.

Finally, it should be underlined that in order to strengthen operationalization and ensure consistency and coherence across the UN system, other agencies should refrain from re-inventing agency-specific social and environmental standards but rather ensure substantial compliance with the SES of the UNDP.

Operationally, the SES require UNDP to ensure that social and environmental assessments for projects involving indigenous peoples include an assessment of their substantive rights. Further, mechanisms is to be identified and implemented to guarantee the meaningful, effective and informed participation of indigenous peoples as well as culturally appropriate consultation with the objective of achieving agreement and FPIC. Projects that affect indigenous peoples are required to develop an Indigenous Peoples Plan (IPP), with the effective and meaningful participation of indigenous peoples and in accordance with an UNDP Indigenous Peoples Plan Guidelines, which is yet to be elaborated.

The SES is underpinned by an accountability mechanism with two key components: 1) a Compliance Review to respond to claims that UNDP is not in compliance with applicable environmental and social policies; and 2) a Stakeholder Response Mechanism (SRM) that ensures individuals, peoples, and communities affected by projects have access to appropriate grievance resolution procedures for hearing and addressing project-related complaints and disputes.

The SES were adopted in July 2014, so there are not yet any implementation experiences to refer to. They are currently in a test phase and will be rolled out starting from January 2015 and reviewed again a year into their implementation. However, it can be expected that the implementation will require the UNDP to step up its engagement with governments and indigenous organizations, in order to help develop mechanisms for adequate and coherent implementation of the Standards, particularly in countries with weak experience in consultation and participation of indigenous peoples.

1.5 Experiences, Good Practices and Recommendation: Policies and Safeguards

The establishment of the three major mechanisms for indigenous peoples within the UN system (the UNPFII, the mandate of the UN Special Rapporteur and EMRIP), along with the adoption of UNDRIP in 2007, constitute major breakthroughs that normatively and institutionally confirm the relevance and importance of indigenous peoples to the core purposes of the United Nations; to maintain international peace and security, develop friendly relations among nations and promote social progress, better living standards and human rights. With this, the UN system has an unquestionable mandate to not only address indigenous peoples through the specific mechanisms established, but to mainstream the attention to the specific situation of indigenous peoples throughout its diverse agencies, funds and programs.

The development of institutional policies or guidance on indigenous peoples, with clear references to operationalizing the obligations of UN agencies under Articles 41 and 42 of the UNDRIP, constitutes good practice with clear positive effects in terms of commitment, transparency, accountability and in-house coordination.

The recent UNDP Social and Environmental Standards specify the obligations of UNDP to not participate in projects

that violate provisions of UNDRIP, including operational requirements to ensure such compliance. In the context of safeguards this is an unprecedented example of good practice, which is in line with the UNDRIP and with indigenous peoples' expectations to the UN system.

It is recommended to:

- Further optimize the use of the recommendations of the UN Special Rapporteurs, treaty monitoring bodies, ILO supervisory mechanisms and other monitoring mechanisms to strengthen capacity within the UN system to understand and promote indigenous peoples' rights, including by using such recommendations for country programming;
- Encourage UN agencies to follow the positive example of FAO, IFAD, UNDP and UNEP, and develop policies and guidance on how to operationalize their commitment to indigenous peoples' rights within the context of their institutional mandate. Such policies should set specific goals and benchmarks for monitoring of implementation, in collaboration with indigenous peoples;
- Ensure operationalization of the UNDP Social and Environmental Standards and ensure consistency and coherence across the UN system by encouraging other agencies to ensure substantial compliance with these Standards, rather than developing separate Standards.

Chapter Two

Inter-Agency Collaboration

Indigenous peoples' rights, as enshrined in UNDRIP, reflect a broad human rights and development agenda, which cuts across the institutional mandates of the individual UN agencies, funds and programs. Consequently, it is not the task of any particular agency to address the situation of indigenous peoples, but a challenge that requires concerted and coordinated efforts throughout the UN system. Further, such inter-agency collaboration ideally strengthens the efforts and interventions of individual agencies, and provides a stronger voice vis-à-vis other stakeholders.

2.1 The Role of the UN Permanent Forum on Indigenous Issues

The UN Permanent Forum on Indigenous Issues (UNPFII) was established in response to demands from indigenous peoples for a high-level permanent body at the UN. The Forum is an advisory body to the Economic and Social Council (ECOSOC), and has a key mandate to enhance inter-agency collaboration by:

- Providing expert advice and recommendations on indigenous issues to ECOSOC, as well as to UN programmes, funds and agencies;
- Raise awareness and promote the integration and coordination of activities related to indigenous issues within the UN system;
- Prepare and disseminate information on indigenous issues.

The Forum meets every year for a two-week session. Some of the working methods adopted by the Forum are: interactive dialogue with specific agencies, special thematic discussions every 2nd year, and half-day discussions concerning specific regions. Other activities, in-between the sessions, comprise research and studies and contributions to meetings and workshops, including the meetings of the IASG. In 2006 and 2007, UNPFII members also undertook country visits. Individual

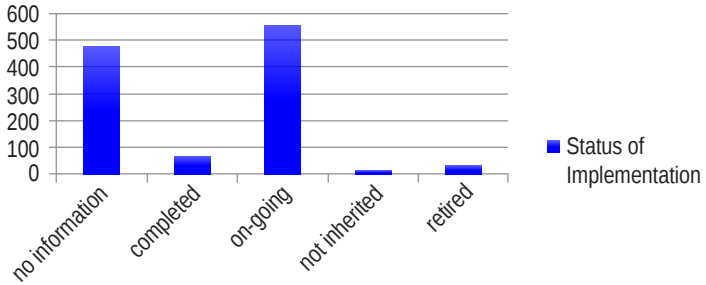
members hold the portfolio of the UNPFII for specific agencies, and many are appointed to advisory councils or involved in agencies' work at national or regional levels. However, in a number of cases the portfolio system is not seen to be working effectively, and an assessment is needed to explore how it can be improved.

The present review, confirms the central role of the UNPFII as a multi-faceted and central meeting point for many of those working on indigenous peoples' issues, from indigenous peoples' organization, agencies, governments, donors, NGOs, research institutions and media. The Forum serves as a global dialogue and consultation forum, including through the many side events organized during the sessions; it raises awareness on crucial issues, and has evolved into a global clearinghouse mechanism for knowledge, research and resources on indigenous peoples' issues.

Another key role of the Forum is of course issuing recommendations, either to individual agencies, to a group of agencies, or to the UN system as such. The review confirms that a number of agencies' actions are based on UNPFII recommendations, which then have a catalytic effect on the UN system.

One general concern is the huge number of recommendations of the Forum. A total of 1156 recommendations were issued from the 2nd to the 12th Session. A database[14] established by the SPFII provides some information regarding the implementation status of the recommendations, based on reports received from the UN system and others as follows:

Figure 2: status of implementation of UNPFII recommendations



It should be noted that approximately half of the recommendations are noted as "ongoing," while there is no information about the status of implementation of an almost similar number.

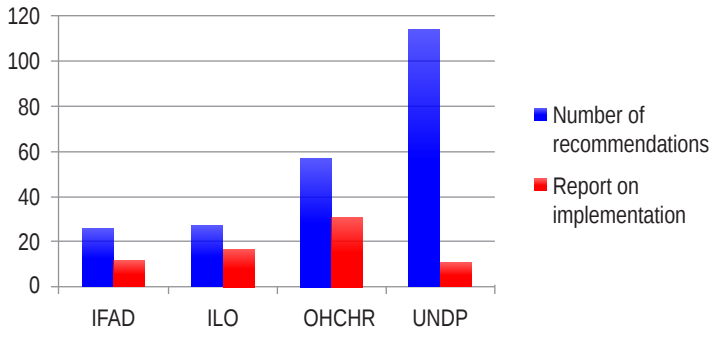
In the cases where the concerned addressees have submitted information, the database also provides a "description of implementation," which allows for a more qualitative assessment of the progress made. There is no description regarding the implementation of 656 of the recommendations. For example, the database shows a total of 114 recommendations addressed to the UNDP, either directly or along with other agencies. Of these, the database only comprises a description of implementation related to 11 recommendations.

UNPFII recommendations to UNDP

Most of the recommendations fall within the following themes:

- Mainstreaming of indigenous peoples' rights, needs and priorities and institutional capacity;
- Inter-agency collaboration on indigenous peoples' issues;
- Addressing indigenous peoples in country-level interventions;
- Inclusion in MDG strategies, including adequacy of indicators and data;
- Addressing indigenous peoples in Human Development Reports and Human Development Indexes;
- Addressing indigenous peoples through regional programs;
- Addressing indigenous peoples in thematic programs.

Figure 3: Recommendations to selected UN agencies, and report of implementation

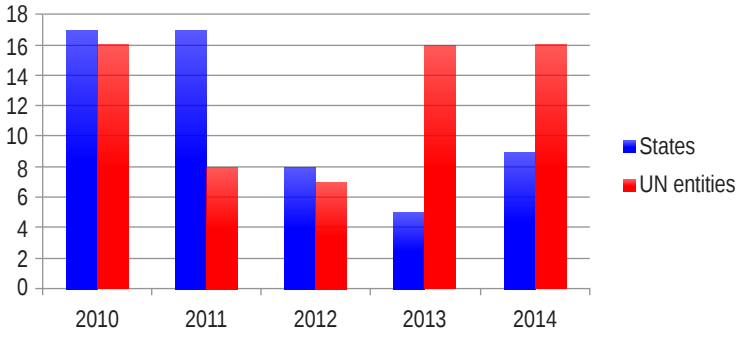


The challenge of systematically monitoring the progress in implementation of the UNPFII recommendations is due to various factors:

- The sheer number of recommendations is difficult to handle;
- In some cases, the addressee is vaguely defined, the theme is very broad or recommendations are repetitive or overlapping;
- Many agencies do not submit annual reports to the UNPFII, which would allow for a more regular monitoring.

All of this makes it very difficult to monitor and keep track of the recommendations and weakens their potential use as a roadmap for implementation of indigenous peoples' rights within the UN system.

Figure 4: Number of reports submitted by States and UN entities 2010-2014



The challenge of monitoring the recommendations has been a recurrent discussion between the UNPFII and the agencies participating in the IASG. The 2012 IASG meeting, discussed future directions and moves towards meaningful and effective implementation of the recommendations and the SPFII agreed to "consider how recommendations made to the United Nations system from 2002 to 2012 could be analyzed and reorganized according to the six mandated areas of the Permanent Forum and then sent to relevant clusters of entities for each mandated area, for response and/or action."[15]

2.2 Global and Regional Inter-Agency Collaboration

The global Inter-Agency Support Group (IASG) was established in 2001, in order to strengthen inter-agency collaboration on indigenous issues, including by interacting with and contributing to the implementation of the recommendations of the UNPFII.

Tasks of the global IASG

- Promote respect for and full application of UNDRIP and follow up its effectiveness.
- Strengthen cooperation between its members, including through joint activities.
- Contribute to the implementation of the recommendations of the UNPFII.
- Develop relationships with governments, donors, indigenous organizations, EMRIP, the Special Rapporteur and others, in support of the UNPFII.
- Advise and assist in the mainstreaming of indigenous peoples' issues within the members' programs and the international system.
- Coordinate and liaise with regional and national IASGs and share good practices and experiences (see ToR of the IASG, revised 2013).

The IASG meets twice a year: once in the context of the UNPFII and once in an inter-sessional meeting. In-between meetings, it holds regular phone conferences. The IASG has a broad and growing membership (41 members as of August 2014[16]), but does not yet have system-wide coverage. Also, not all members take an active role. For example, at the 2013 meeting, the participants noted the absence of several agencies and requested the SPFII to "provide support in strengthening the membership in the Support Group by engaging new members whose work is relevant to indigenous peoples, and by mobilizing others to take on a more active role."[17] A number of agencies mention resource constraints as a factor that limits their participation in inter-agency coordination.

Over the years, the IASG has played a crucial role in coordinating, mainstreaming and building capacity on indigenous issues within the UN system, including by raising awareness on key areas of concern.

For example, in 2005, the IASG issued a joint position paper to raise alarm about the omission of indigenous peoples from efforts to reach the Millennium Development Goals (MDGs).[18] In 2010, the IASG developed a joint paper on indigenous peoples and Development with Culture and Identity in light of the UNDRIP, submitted to the IX Session of the UNPFII.[19] Likewise, in 2014, the IASG issued a series of joint thematic papers on indigenous peoples and disabilities; education; employment and social protection; health; lands, territories and resources; sexual and reproductive health; traditional knowledge, and; violence against women.[20] These thematic papers constitute a joint contribution of the IASG to the World Conference on Indigenous Peoples.

Participation in IASG 2013 meeting

Seventeen organizations participated in the 2013 IASG meeting: Department of Economic and Social Affairs (DESA), Department of Public Information (DPI), International Land Coalition (ILC), Fondo Indígena, Office of Coordination of Humanitarian Affairs (OCHA), OHCHR, Secretariat of the Convention on Biological Diversity (SCBD), SPFII, UNDP, UNEP, UNESCO, United Nations Population Fund (UNFPA), United Nations Children's Fund (UNICEF), UN Women, World Health Organization (WHO), WIPO, World Bank.

The IASG has contributed in numerous other ways to raising the awareness on and attention to indigenous peoples. One of the milestones in this regard was the collaboration between IASG members and the UN Development Group (UNDG) to elaborate common guidelines for UN Country Teams on programming on indigenous peoples' issues[21] (see section 5.1). Further, the IASG collaborated with UN Country Teams to provide training to staff at country level the Guidelines

IASG members also mention the personal contacts and the informal collaboration and exchange of experiences and

ideas between members as one of the big assets of this global platform.

A unique example of regional inter-agency coordination and collaboration is found in Latin America where the Regional Inter-Agency Support Group on Indigenous Peoples[22] (GIRPI) was established in 2008 in order to promote the implementation of UNDRIP. GIRPI has 10 agency members and is currently coordinated by FAO. It holds annual meetings, during which the UN system receives recommendations from the UN Consultative Group of Indigenous Leaders in Latin America and the Caribbean[23] (see section 3.4). GIRPI and individual UN agencies respond to the recommendations of the Consultative Groups in the form of policies, procedures, programmes, and projects.

The team did not find similar examples of inter-agency collaboration from the African or Asian region.

The Spanish MDG-F fostered collaboration on indigenous issues in Namibia

The Joint Programme on Gender and Development, co-implemented by FAO, ILO, UNDP, UNESCO, UNFPA and UNICEF from 2009-12, had a special focus on San communities in its component on improvement of food security and livelihoods for women and vulnerable groups. Likewise, the Joint Programme on Sustainable Cultural Tourism, which was co-implemented by UNESCO, UN-Habitat, UNEP the ILO from 2009-13, included San communities among the target groups.

2.3 Inter-Agency Cooperation at the National Level

The level of UN agencies' cooperation around indigenous peoples' issues varies tremendously across regions and countries. In Latin America, there are various examples of sustained, institutionalized inter-agency collaboration on indigenous peoples' issues:

In Bolivia, the Intercultural Technical Working Group[24] (GTI) comprises representatives from OHCHR, ILO, UN Women, UNDP, UNFPA, UNICEF, WHO and WFP. The Group jointly supports the legislative developments and efforts related to the implementation of indigenous peoples' right to consultation. The GTI has also supported specifically vulnerable communities in the Pando region by documenting the needs of these communities. The concerned communities are now making use of the resulting publication in dialogues and negotiations with local and departmental government authorities. Further, the GTI coordinates UN agencies' direct dialogue with indigenous peoples in the country. It works with funding from UNIPP (see section 2.5), the European Union and a small contribution from Denmark.

In Chile, the Inter-Agency Group on Indigenous Peoples[25] (GIPI) has nine member agencies of GIPI; FAO, ECLAC, ILO, OHCHR, UNESCO, UNICEF, UNDP, the Pan-American Health Organization (PAHO) and the International Organization for Migration (IOM). So far, the work of GIPI has focused on: 1) promoting and dissemination of the rights of indigenous peoples, prioritizing indigenous communities and organizations, and the public sector; 2) generating relevant information and knowledge of high quality concerning the situation of indigenous peoples in Chile; 3) provide technical assistance to strengthen rights-based and culturally appropriate public policies.[26]

In Asia, the team found two examples of inter-agency task teams on indigenous peoples' issues:

- In the Philippines, an UN-Indigenous Peoples Task Force is composed of UNDP, UNFPA, ILO and UNICEF. The initiative was initially motivated and supported by the UNDP Regional Indigenous Peoples Programme (RIPP) (see section 4.1). The Task Force is a platform for coordination and formulation of common action and plans addressing the needs and priorities of indigenous peoples. It holds regular meetings, including with an Indigenous Peoples Advisory Body, which was formed as a consultative body, composed of indigenous leaders.

- In Bangladesh, UNDP, ILO and UNESCO have established a Task Team on indigenous peoples' issues. This Task Team meets back-to-back with the Task Team on the Chittagong Hill Tracts (CHT), which also includes UNICEF, WHO, UNFPA, FAO and the World Food Programme (WFP).

  The CHT is a region of Bangladesh with a high concentration of indigenous peoples, of which more than two-thirds live below the national poverty line. In that region, UNDP is implementing the CHT Development Facility (UNDP-CHTDF), which is a large multi-donor development program that has evolved as a vehicle for UN agency cooperation on indigenous peoples' issues over its 10 years of implementation. Currently, ILO, FAO, UNESCO and WFP implement projects under the CHTDF. At the national level, UNDP and ILO are working on policy advocacy, and the ILO has involved the UNDP-CHTDF Director as a member of its Project Steering Committee on indigenous peoples. Recently, the UNDP, ILO and UNESCO agreed to work jointly for resource mobilization.

The team did not find other examples of institutionalized inter-agency bodies in the African and Asian regions, but there are examples of inter-agency collaboration evolving around the implementation of joint programs, including through UNIPP (see section 2.5).

Despite not having an ongoing coordinating working group, four UN agencies in Cambodia (ILO, FAO, UNDP and UNESCO) have collaborated on implementing a "Creative Industries Support Programme" between 2008-2011. The project promoted indigenous peoples' rights to livelihood, gender and culture and was funded by the Spanish MDG Achievement Fund (MDG-F), which inter alia aimed at putting the principle of the UN "Delivering as One"[27] into practice. The project implementation led to establishment of coordination mechanisms between the UN agencies involved, but these lasted only for the duration of the program. No other coordination mechanism on indigenous peoples' issues has been established after the project closed in 2011.

Need to increase inter-agency collaboration in Africa

The need for increased inter-agency collaboration in the African region has been an issue raised by the UNPFII as well as the IASG itself. For example, the 2009 meeting of the IASG hosted by UNEP and UN-HABITAT in Nairobi recommended its members to join efforts with the working group of the African Commission on Human and Peoples' Rights, to further explore and identify strategies to promote the implementation of indigenous peoples' rights in the African Region. Likewise, it recommend that a country-level task force on indigenous peoples' issues in Kenya should be established, including to discuss the possibility to organize a training session for the UNCT in Kenya on indigenous peoples' issues (see E/C.19/2010/8).

In Namibia, there is no established forum for coordination or information sharing on indigenous peoples among UN agencies. The high staff turnover of both government and UN staff is one of the limiting factors for such initiatives to emerge. Despite this lack of overall strategic targeting of indigenous peoples, two joint programs that were funded by the Spanish MDG-F and co-implemented by various UN agencies did include indigenous San communities among their target groups.

2.4 The UN Indigenous Peoples' Partnership

The UN Indigenous Peoples' Partnership (UNIPP) is a multi-donor trust fund, which has been operational since 2011. UNIPP is the first global inter-agency initiative to support country efforts to advance indigenous peoples' rights and has five participating agencies; UNFPA, ILO, OHCHR, UNICEF and UNDP.

The UNIPP Policy Board comprises representatives from the participating agencies as well as five indigenous representatives from different regions. ILO currently hosts the technical secretariat, while UN Resident Coordinators support the overall program design, coordination, monitoring

Objectives of UNIPP

- Provide critical impetus to the implementation of indigenous peoples' rights at the country level through a series of coordinated interventions by various actors.
- Raise the profile of indigenous peoples in government consciousness and increase the amount of resources allocated to projects targeting indigenous issues.
- Provide support to ongoing national legislative and policy processes concerning indigenous peoples, increasing their chances of success and thereby encouraging good practices in the given country and the wider region.
- Facilitate partnerships between indigenous peoples and governments as well as UN agencies.

and evaluation of the projects at the country level, with the participation and in consultation with indigenous peoples and governments. UNIPP pilot programs include the following elements:[28]

Area	Focus
Bolivia	• Strengthening the capacity of the government and indigenous peoples' organization to implement the right to FPIC. • Strengthening the capacity of highly vulnerable indigenous peoples to formulate their own priorities in relation to development processes and participate in the formulation, implementation and evaluation of national and regional development plans.
Cameroon	Increasing understanding of international instruments related to indigenous peoples and inclusion in national processes; strengthening of the capacities of government, parliament and civil society and indigenous peoples' organizations; supporting the opportunities for indigenous peoples to take part in the management of public life
Central African Republic	• Laying the legal and institutional foundations for the implementation of ILO Convention No. 169 and UNDRIP. • Raising awareness of indigenous peoples—especially women—on their reproductive and sexual rights.

Area	Focus
Nicaragua	Strengthening indigenous and afro-descendant peoples' access to justice through strengthening their organizations and dialogue mechanisms with other national actors within the National Judicial System.
Nepal	Support the implementation of Convention No. 169, UNDRIP and other relevant instrument through capacity building of the government, indigenous peoples and other key stakeholders at local, district and central level.
Republic of Congo	• Popularization and application of the law on the promotion and protection of indigenous peoples' rights and support to the integration of related law decrees in national programs and development priorities. • Improving the access of indigenous peoples to essential services in two geographical areas with a special emphasis on the needs of women and children.
South-East Asia[29]	• Identifying main challenges, opportunities, best practices and lessons from legal and policy reforms on forest land tenure, to formulate effective strategies to promote and protect the rights of indigenous peoples' access and control over land and natural resources. • Support legal reforms and related policy development on indigenous peoples' access and control over land and natural resources in target

The country priorities of UNIPP are strategic, as they clearly support ongoing national legislative and policy processes and thereby encourage good practices in the given country and the wider region. This, for example, is the case with support for the Central African Republic and Nepal, which are the pioneers for ratification of ILO Convention No. 169 in Africa and Asia. The project in the Republic of Congo supports the implementation of first law to be adopted in an African country, specifically on indigenous peoples. UNIPP should also be commended for its focus on the African region, which is too often excluded from specific initiatives on indigenous peoples.

UNIPP reports to have improved cooperation and coherence among members of the UN Country Teams who are increasingly integrating indigenous peoples issues' in their joint work plans.

A number of the country programs gives continuity to some of the results achieved previously by PRO169 and RIPP (see section 4.1). Thereby, UNIPP has been able to build on existing mechanisms and activities, drawing on previous experience and lessons learned on the ground.

In some pilot countries, especially in the Latin American region, the seed money provided through UNIPP has had a catalytic effect, with an estimated US$3.7 million in additional funds mobilized for the country programs (Bolivia and Nicaragua). However, the Fund has not yet attracted sufficient donor funding to go beyond pilot activities and still need to prove its sustainability.

2.5 Experiences, Good Practices and Recommendations: Inter-Agency Collaboration

The UNPFII has effectively played a catalyst role in contributing to mainstreaming of indigenous peoples' rights within the UN system, including in country-level interventions, MDG strategies, regional and thematic programs, enhanced institutional capacity and inter-agency collaboration etc. Furthermore, it serves as a global clearinghouse mechanism for information, knowledge and resources and as a global consultation mechanism with indigenous peoples on a wide range of issues. However, the potential of using the UNPFII recommendations as a roadmap for addressing indigenous peoples' issues within the UN system is somehow challenged by the difficulties in systematically monitoring the numerous recommendations. Moreover, there are many agencies that do not regularly report to the Forum.

The UN system as such has increased its inter-agency collaboration and coordination on indigenous peoples, including through the recommendations of the UNPFII.

The establishment of the global Inter-Agency Support Group is an example of good practice that has been replicated at the regional level in Latin America. The global and the regional group have played key roles in sustaining dialogue with indigenous peoples, facilitating exchange of experiences and ideas, mainstreaming the attention to indigenous peoples within the UN system, developing strategic interventions and building knowledge and capacity. Members substantially benefit from these spaces, which also constitute platforms for informal sharing and mutual support across agencies. Moreover, the linking of inter-agency collaboration to implementation of recommendations from bodies such as the UNPFII and the UN Special Rapporteurs constitute good practice.

At the country-level, there are encouraging examples of sustained and institutionalized inter-agency groups. This is mainly the case in the Latin American region, but some examples are also found in Asia, while inter-agency collaboration on indigenous issues in Africa remains weak. In this context, UNIPP has played a strategic role in providing support and fostering inter-agency collaboration in that region. Further, the strategic focus of UNIPP on supporting countries with positive policy developments, including in Africa and Asia constitutes good practice. In some countries, collaboration has mainly evolved in the context of joint programs, including those funded by UNIPP. This is positive, but also raises concerns about the institutional anchorage and sustainability of these experiences.

The overall experiences reaffirm the relevance and positive effect of increasing inter-agency collaboration but also point to the challenges of broadening the scope of such collaboration, both in terms of the participation of agencies, funds and programs and in terms of regional and national coverage.

It is recommended to:

- Review, retire and reorganize previous UNPFII recommendations, as necessary, to facilitate monitoring of implementation, and give future recommendations a strategic and operational orientation, including by setting targets, timeframes and benchmarks;
- Encourage UN agencies to regularly report and ensure high-level participation at the UNPFII sessions, and encourage ECOSOC to facilitate high-level meetings between UNPFII members and heads of UN agencies regarding recommendations and implementation;
- Sustain and broaden inter-agency collaboration, including in the Asian and African regions, by encouraging new members to join and by allocating staff resources and regular budget funds for agencies' participation;
- Encourage donors to provide financial support to expand UNIPP's activities, as a strategic inter-agency initiative, which focuses specifically on rights implementation and fosters inter-agency collaboration.

Chapter Three

Mechanisms for Consultation and Participation of Indigenous Peoples

The requirement to consult with indigenous peoples, ensure their participation and seek their consent on matters that affect them is a cornerstone of UNDRIP. Hence, in giving effect to Articles 41 and 42 of the Declaration, the UN system itself strives to ensure adequate consultation and participation of indigenous peoples.

Many of the above-mentioned initiatives for inter-agency collaboration also serve as platforms for dialogue with indigenous peoples. For example, at the global level, the IASG engages in dialogue with the UN Permanent Forum on Indigenous Issues, including the hundreds of participants who attend the annual sessions. The OHCHR engages in regular interaction with the global indigenous peoples' caucus, including prior to the annual EMRIP session. Likewise, many of the regional and national inter-agency platforms have facilitated the establishment of consultative groups of indigenous representatives, with whom they sustain an ongoing dialogue.

3.1 The Indigenous Peoples' Forum at IFAD

In terms of establishing institutional mechanisms for sustained dialogue with indigenous peoples, IFAD is a global pioneer.

IFAD's Policy for Engagement with Indigenous Peoples provided for the establishment of an Indigenous Peoples' Forum at IFAD in 2011, as "an instrument to systematically engage indigenous peoples at the local, national and international levels through a process of dialogue and consultation between representatives of indigenous peoples, IFAD staff and Member States."

Objectives of the Indigenous Peoples' Forum at IFAD

Monitor and evaluate implementation of the IFAD Policy on Engagement with Indigenous Peoples, including its contribution to realizing the UNDRIP, and share and discuss the findings with IFAD staff, Member States and representatives of indigenous peoples.

The Forum meets every other year in February, in connection with IFAD's Governing Council. It brings together 20-30 indigenous peoples' representatives, including board members of the IFAD Indigenous Peoples' Assistance Facility (IPAF) (see section 4.2), members of the UNPFII, representatives of indigenous peoples' communities involved in IFAD-supported programs, and representatives of national and regional indigenous peoples' organizations.

Build and strengthen partnerships between IFAD and indigenous peoples in order to address poverty and sustainable development in a way that reflects culture and identity, taking into account the perspectives and aspirations of indigenous peoples.

Promote the participation of indigenous peoples' organizations in IFAD activities at the country, regional and international levels, and at all stages of project and program cycles, and support capacity building of indigenous peoples' organizations.

The first global meeting was held in February 2013, building upon a series of case studies on IFAD projects involving indigenous peoples, as well as regional consultative workshops in Africa, Asia and Pacific, and Latin America and the Caribbean.[30] Important outcomes of the global meeting were a Synthesis of deliberations of the Forum that was delivered at the IFAD Governing Council, as well as action plans agreed upon by the Forum and IFAD to be implemented at regional and country levels.[31]

3.2 Funds to Facilitate Participation

Some UN agencies have established specific funds to enable participation of indigenous peoples in different forums and processes.

The UN Voluntary Fund for Indigenous Populations is managed by the OHCHR, with the purpose of strengthening the capacity of indigenous peoples to invoke human rights standards. The Voluntary Fund supports the participation

of indigenous peoples' organizations in the sessions of the UNPFII, the EMRIP, the Human Rights Council and treaty bodies. In 2012, its mandate was expanded to also include support for indigenous peoples to participate in the WCIP, including in the preparatory process. Over the years, the Fund has had more than 16,000 beneficiaries over the years and The Voluntary Fund for Indigenous Peoples is replenished with voluntary donor contributions. For 2014, it has an estimated cost plan amounting to $720,000.

Likewise, the Conference of Parties to the Convention on Biological Diversity (CBD) has established a Voluntary Fund to facilitate the participation of indigenous and local communities in meetings related to the Convention, in particular but not exclusively are related to the objectives of Article 8(j) concerning indigenous peoples' tradition knowledge and customary sustainable use of biodiversity.

In 2005, the World Intellectual Property Organization (WIPO) established a fund to facilitate participation of indigenous peoples in the work of the Intergovernmental Committee on Intellectual Property and Genetic Resources, Traditional Knowledge and Folklore. The aim of the Committee is to elaborate the text of an international legal instrument, which should ensure the effective protection of genetic resources, traditional knowledge and traditional cultural expressions

All of these funds depend on external donations for replenishment. In the case of the WIPO Voluntary Fund, as per May 2014, the amount available in the account of the Fund was down to 823 Swiss francs. The Fund can only receive voluntary contributions and not draw on resources from WIPO's regular budget, but in the current funding crisis, delegations of Australia, Finland, New Zealand and Switzerland made a proposal to amend that rule, stating that "the complexity and length of the negotiations combined with the discretionary and irregular nature of voluntary contributions has made it difficult for potential donors to maintain an adequate level of financial resources in the Fund and to sustain the Fund at a consistent level."[32] In contrast, the delegate of the US said that having a UN agency's core budget replenishing a voluntarily-funded project is raising questions, as it could set a precedent

to have budgets of other committees expanded to include the participation of non-member states.[33] It is not yet clear how this issue will be resolved.

3.3 Involvement in Governance Structures

Another element of good practice is the involvement of indigenous representatives in the governance structures of agencies, programs or projects.

The UNDP Civil Society Advisory Committee[34] was created in 2000 as a formal mechanism for dialogue between civil society representatives and UNDP's senior management on key issues of policy and strategy. The Framework for Cooperation between UNDP and the Advisory Committee stipulates that members should represent or work in association with different types of civil society organizations with which UNDP engages, including indigenous peoples' organizations. As of August 2014, there are two high-profile indigenous activists among the members.

A 2008 assessment of the Committee[5] emphasized that its influence on UNDP was often subtle and indirect. Its greatest contribution was seen as bringing new, independent perspectives to senior management and providing a critical analysis of UNDP's role and the implications of its policies for civil society. Specific contributions were recognized, inter alia, in bringing greater attention to indigenous peoples' issues, including by promoting participatory mechanisms for indigenous peoples at the country level.

In 2012, GEF established an Indigenous Peoples Advisory Group, in order to enhance coordination and dialogue between GEF partners, GEF secretariat staff and indigenous peoples, and to provide advice to the GEF indigenous peoples focal point on the operationalization of its Principles and guidelines.[36] The Advisory Group held its first meeting in 2013.

UNEP has recently amended its governance structures in order to strengthen its role, and ensure the active participation of all relevant stakeholders, including ensuring the effective engagement of civil society. In that context, UNEP has developed a draft policy on stakeholder engagement, which is intended to be implemented during 2014. The stakeholder engagement policy includes mechanisms for the engagement of each of the nine major groups (which includes Indigenous Peoples) in high-level decision-making and agenda setting within UNEP.

UN-REDD sets an important example, as it has direct participation of indigenous peoples in its Policy Board (1 full member and 3 regional observers), and in UN-REDD Steering Committees or equivalent bodies in 14 of the 18 countries with UN-REDD National Programmes.[37] Thereby, indigenous representatives assume not only an advisory but also a decision-making role.

UNIPP (see section 2.4) has indigenous members of its Policy Board. The Board plays an important role in guiding UNIPPs work strategically, and approves funding for country programs. Likewise, the Board of the UN Voluntary Fund on Indigenous Populations (see section 3.2) is composed of indigenous experts.

3.4 Regional and National Mechanisms for Consultation

In Latin America, as mentioned in section 2.3, there is a UN Consultative Group of Indigenous Leaders,[38] which includes leaders from the most important organizations on the continent, such as the regional organizations of the Amazon and Andean regions, women's networks, youth organizations as well as national-level organizations. The Consultative Group meets annually with the regional inter-agency group (GIRPI).

Moreover, individual agencies in Latin America have established regional consultative mechanisms with indig-

Focus areas of GIRPI and the Consultative Group

The 4th meeting of the Consultative Group with GIRPI in 2012 focused on the concept of "buen vivir" (good living) and the participation of indigenous peoples in state-sponsored development; a discussion of the key outcomes and challenges relating to climate change and Rio +20; progress and challenges in terms of implementing the right to participation and consultation enshrined in new legislation in the region; indigenous child labor, and; definition of priorities of the Consultative Group for 2013.

See more at: http://www.paho.org/per/index.php?option=com_content&view=article&id=1805:aporte-y-papel-del-sistema-de-naciones-unidas-para-abordar-temas-de-agenda-internacional-de-pueblos-indgenas,-se-discuti-en-reunin-de-grupo-consultivo&Itemid=650.

enous peoples. This, for example, is the case of the OHCHR Regional Office for Central America, which in 2010 established an Indigenous Regional Consultative Mechanism composed of 15 members from five countries.[39] The Consultative Mechanism serves as an advisory body to the Regional Office to ensure integration of indigenous peoples' issues in operational activities and programs at the country level and respect for the principle of free, prior and informed consent. The Mechanism actively contributed to the elaboration of a study on the human rights situation of indigenous peoples in Central America and participated in the Office's plan of action related to indigenous peoples.

The Economic Commission for Latin America and the Caribbean (ECLAC) has consistently worked to document and highlight the situation of indigenous peoples in the region, including through establishment of demographic and socio-economic databases, building on census and household survey data. In the context of ECLAC's forthcoming study on progress and pending challenges with regards to indigenous peoples' rights (to be presented at the WCIP), ECLAC has established an advisory group, comprising representatives of regional and sub-regional indigenous organizations.

In 2012, the FAO Regional Office for Latin America and the Caribbean organized the first Social Dialogue with

indigenous peoples in order to define common priorities in the context of implementation of FAO Policy on Indigenous Peoples, discuss the establishment of permanent mechanisms for dialogue and ensure in-house coordination between FAO Headquarters, regional office and national focal points. The second Social Dialogue was organized in 2013.

In Asia regional offices of UN Agencies such as FAO, UN Women, OHCHR, UNPFA, UNESCO, and UNDP are collaborating with the Asia Indigenous Peoples Pact (AIPP) for joint activities and projects, including advocacy.

During the 2013 session of the UNPFII, the members from Asia expressed their interest to have a regional dialogue to identify common areas of interest and priorities with the FAO Regional Office in Asia and the Pacific. In response, a Regional Consultation was held in November 2013, with the participation of government representatives. This meeting came up with a multi-stakeholders work plan by consensus, including assessments of national policy frameworks relating to indigenous peoples' livelihoods and food security. Consequently, FAO and the AIPP undertook six country case studies on shifting cultivation, which were presented in the follow-up workshop in August 2014, including with government participants from 12 countries. The workshop concluded that traditional shifting cultivation (7-10 years cycle) is sustainable and not a cause or driver of deforestation. Instead, it is integral to the identity and cultures of indigenous peoples, and provides for food security and enhancement of biodiversity. The workshop also identified policy advocacy targets and a joint work plan. The FAO Regional Office has committed to further strengthen its collaboration with indigenous peoples and conduct advocacy work on their rights, including to practice sustainable shifting cultivation.

At the country-level, Nicaragua provides an example of good practice with the establishment of the Consultative Committee of Indigenous Peoples and Afro-descendants with the UN system[40] (CCPIAN-SNU). CCPIAN-SNU was established in 2009 as a space for reflection, analysis and exchange. It aims to strengthen the application of the rights and principles enshrined in international instruments, in accord-

ance with the specific potentials and needs of these peoples in Nicaragua. The Committee has 34 members (17 permanent and 17 alternate members), and meets twice a year with representatives of the UN agencies in the country, headed by the UN Resident Coordinator. The Office of the Resident Coordinator also provides the secretariat for the Committee.

Bolivia has a high percentage of indigenous population (estimated at 62.2% in the 2001 census[41]). Consequently, dialogue is multi-faceted and based on diverse demands from indigenous organizations and communities. Both the UN Country Team and individual agencies maintain a close dialogue with indigenous peoples, including through the five big organizations that have national representation.[42] UN Women mentions that the range of workshops and meetings they organize, with participation of UN agencies, indigenous peoples and government representatives serve as one mechanism for dialogue, which facilitates the concretization of actions in response to indigenous peoples' demands. UNDP, UNFPA, WHO/PAHO and UNICEF affirm that they rely on the Intercultural Technical Working Group (GTI) as their mechanism for dialogue (see section 2.4).

In many countries, the individual agencies have their own dialogue channels with indigenous peoples, related to their specific area of expertise. However, most contact and dialogue are maintained through actual program implementation and ad-hoc events rather than through established mechanisms.

For example, in Cambodia, the ILO holds an annual meeting on action planning for promoting communal land rights with participation of indigenous peoples, the government and OHCHR.

In Bangladesh, mechanisms for dialogue with indigenous representatives and government institutions was established in the context of an ILO PRO169 national project (see section 2.4), and continues to function. The dialogue comprises participation in project management as well as a range of other formal and informal mechanisms. One such mechanism is the Parliamentary Caucus on indigenous affairs, which is a platform of indigenous Parliamentarians and Members of

Parliament from indigenous inhabited constituencies that has been formed under the facilitation of PRO169. Since 2011, the ILO, the Bangladesh Indigenous Peoples Forum and the Asian member of the UNPFI have also organized an annual country-level preparatory meeting related to UNPFII and EMRIP. This is an excellent example of an UN agency, a UN mechanism and indigenous peoples working together and linking the national concerns and priorities to global processes.

In Namibia, there are no mechanisms for dialogue. Indigenous peoples in Namibia perceive that the UN Country Team is interested in dealing with the national government rather than involving civil society and indigenous peoples. It is widely believed that the UN system is far too complicated and complex and seems not to be practical or effective. It was pointed out that the UN language is not clear and understandable for ordinary indigenous peoples.

In Kenya, the UN Indigenous Peoples Advisory Committee of Kenya (UNIPACK) was established as one of the outputs of the 2004-5 joint UNDP and OHCHR Human Rights Strengthening project, which focused on mainstreaming indigenous peoples' rights in Kenya, but UNIPACK was not continued after the closure of the project.

3.5 Making Participation Effective at Country-Level

Making participation effective is not simply a matter of mechanically or uniformly applying guidelines to that effect. The specificities of the country context—and the situation of the indigenous peoples and their institutions—will provide extremely diverse opportunities and barriers for participation.

IFAD, for example, notes that "[c]hallenges may be encountered at country-level in ensuring full and effective participation of indigenous peoples in IFAD-funded projects (…) particularly in those countries which do not recognize the rights of indigenous peoples."[43] IFAD further describes the

process to ensure FPIC as "an ongoing process of consultation and participation, which aims at building trust with the communities, their organizations and governance institutions."[44] IFAD's experiences, point to the need for "development strategies with indigenous peoples need to be guided by a holistic vision that encompasses economic growth, empowerment, sustainable management of natural resources, and recognition and protection of social, economic, and cultural rights. To implement this vision, it is necessary to ensure full and effective participation of indigenous peoples at all levels."[45]

As a champion of stakeholder involvement, UN-REDD is generating and documenting important lessons learned.

A review of UN-REDD country experiences undertaken in 2013[46] noted that participation in Steering Committees and similar bodies is appreciated and has led to positive results in terms of ownership, capacity and policy commitment. However, in some cases, indigenous representatives raised concerns about the real possibility of using this participation to influence decision-making on substantive issues, such as legal recognition of land rights, which ultimately depends on government policies. Another main concern was the representativeness and linkages to constituents at regional, national and local levels, as well as the capacity of indigenous institutions at the various levels.

The UN-REDD/FCPF Guidelines for Stakeholder Engagement rightly points to the need to carefully identify and map the variety of stakeholders, including their degree of local ownership, demonstrated mandate, legitimacy as claimant, competence, expertise and accountability, as well as the need to work with the diversity of actors and through existing structures. However, the implementation on the ground is challenging, as UN-REDD often needs to work with a multitude of weak and unrecognized representative institutions on technically complicated issues, and with limited time and resources. The importance of country contexts is demonstrated by UN-REDD experiences in Cambodia and Peru.

In Cambodia, a REDD Plus Consultation Group was established in 2012.[47] The Consultative Group will provide

recommendations for the national REDD' program, representing the views of different stakeholder groups, and also play a pivotal role in communication, planning and conducting awareness-raising activities and training. The Group has 18 members, of which two are indigenous peoples' representatives. The members were chosen through self-selection processes among the various stakeholders. The collective organization of indigenous peoples in Cambodia is weak, and the selection process initiated under REDD Plus represents one of the few initiatives to encourage broader inclusion and eventual institutionalization of indigenous peoples' participation into decision-making processes at the national level. First, a group of 15 indigenous representatives were chosen through workshops in 15 provinces of the country. These 15 representatives were then invited to the Consultation Group selection workshop, where they among themselves voted for their two representatives to join the Consultation Group. The process faced difficulties in terms of explaining the technically complicated aspects of REDD Plus to stakeholders and the first attempt in conducting a self-selection process for the Consultation Group members unavoidably faced "a dilemma between the need to raise awareness and the need to establish a mechanism to raise awareness."[48]

In Peru, UNDP began the project "Strengthening Indigenous Peoples Capacities for their Informed Participation in the Design and Implementation of a REDD Plus Mechanism in Peru" in 2012. The project was undertaken in collaboration with the Ministry of the environment and two national indigenous peoples' organizations, the Asociación Interétnica de Desarrollo de la Selva Peruana (AIDESEP), and Confederación de Nacionalidades Amazónicas del Perú (CONAP).[49] The activities comprised a series of informative workshops with local indigenous organizations throughout the Peruvian Amazon basin, elaboration of a plan for the participation of indigenous peoples in REDD Plus, development of a proposal for the distribution of REDD Plus benefits, mapping of corruption risks and identification of anti-corruption opportunities, development of participatory safeguards monitoring tools.

The experiences point to the need for continuous dialogue about the real scope of decision-making competence. Further, it requires an integral approach to addressing issues of participation along with awareness-raising, capacity building and institutional support, including with allocation of necessary human and budget resources.

3.6 Experiences, Good Practices and Recommendations: Consultation, Participation and Consent

The establishment by individual agencies of institutionalized mechanisms for dialogue with indigenous peoples is good practice. IFAD is a global pioneer with the establishment of the Indigenous Peoples' Forum at IFAD, as a unique institutional mechanism for consultation and participation. Likewise, UN-REDD, UNIPP and the Voluntary Fund on Indigenous Populations are setting important examples with the inclusion of indigenous representatives and experts in their decision-making boards.

In general, the establishment of the various Voluntary Funds constitutes good practice, as they provide a minimum of necessary support to facilitate the participation of indigenous leaders in meetings and processes that concern them.

The UN Consultative Group of Indigenous Leaders in Latin America is a unique example of good practice. Moreover, FAO, IFAD, OHCHR and ECLAC have established agency-specific regional mechanisms in Latin America, and FAO is extending its engagement to Asia. Through the regional dialogues organized in the context of the Indigenous Peoples Forum, IFAD is the only agency expanding the institutional dialogue with indigenous peoples to the African region.

The absence of mechanisms in Africa remains a concern. While this reflect a general lack of commitment to indigenous peoples' rights of many governments in the region, it also implies a risk that the most vulnerable and needed indigenous

groups can not count with coordinated efforts from the UN system.

At the country-level, a number of good practices have emerged in recent years, such as the establishment of the CCPIAN-SNU in Nicaragua and UN-REDDs engagement with indigenous peoples in its national programs. In particular, UN-REDD is generating lessons learned which should inform and inspire other agencies, including its approach to supporting processes for self-selection of indigenous representatives. An overall lesson is that the challenge of ensuring adequate participation requires efforts from all sides, and participation needs to be considered not as a single event but as a continuous process, comprising interlinked elements of awareness-raising, capacity building, consultation, participation and consent. Technical assistance such as translation of key documents and interpretation are necessary to ensure the effective participation of indigenous peoples' representatives particularly from the grassroots level. Very importantly, opportunities for participation need to be underpinned, supported and sustained by support to indigenous peoples' representative organizations and other institutions, as strong, independent institutions with technical capacity is a precondition for meaningful participation.

It is recommended to:

- Replenish the Voluntary Funds as they constitute necessary minimum mechanisms to ensure the presence of indigenous representatives in processes that directly concern them;
- Renew the efforts of UN agencies and UN Country Teams to establish regular and institutionalized mechanisms for dialogue with and participation of indigenous peoples, building on lessons learned and positive experiences from those agencies, programs and countries that are the pioneers in this regard;
- Make a special effort to strengthen dialogue with indigenous peoples in the African region;
- Increase funds for direct support to indigenous organizations, with a particular consideration to providing longer-term institutional support as a precondition

for effective and meaningful participation;

- Encourage and support the self-selection processes of indigenous peoples for representation in consultations and dialogues, and ensure the participation of indigenous women and youth

Chapter Four

Targeted Programs and Funds

In addition to the funds for participation, there are a number of targeted technical cooperation programs and funds for small grants in support of indigenous peoples within the UN system

4.1 Global and Regional Technical Cooperation Programs

The global ILO Program to Promote ILO Convention No. 169 (PRO169) was operational from 1996-2014. The Program focused on training and capacity building, awareness-raising and policy dialogue as well as country-level implementation of indigenous peoples' rights. At the country-level, PRO 169 was a vehicle for dialogue with and between indigenous peoples, government, NGOs and other actors:

- In Namibia, it was a breakthrough when the government in 2011 accepted the recommendation of the Universal Periodic Review of the Human Rights Council to elaborate a White Paper on indigenous peoples' rights. The support and networking of PRO169 has reportedly played an important role in facilitating this development;
- In Cambodia, PRO169 built strong and practical working relationships with the whole spectrum of actors from indigenous communities and organizations over NGOs, Academics, government staff, etc., which generated a strong awareness on the need to implement indigenous peoples' rights to land and natural resources;
- In Bangladesh, PRO169 has been instrumental in forging dialogue and cooperation among indigenous organizations, government institutions and other actors, and has reportedly played a strong role in capacitating and inspiring other actors to promote indigenous peoples' rights. Some tangible achievements include the establishment of a Parliamentary Caucus on Indigenous Peoples, facilitation of the drafting of a

Bangladesh Indigenous Peoples' Rights Act, inclusion of a sub-chapter on indigenous peoples in the current Five Year Plan 2011-2016 (termed as "ethnic minorities"), and an explicit mentioning of the intention to implement the UNDRIP and ratify ILO Convention No 169 in the same Plan. When Bangladesh was up for review in the Universal Periodic Review in 2013, the National Human Rights Commission promoted the inclusion of indigenous peoples' issues in the reporting, in cooperation with the ILO.

PRO169 was entirely funded by extra-budgetary resource through earmarked donor contributions, particularly from the Danish government, and faced progressive decrease of funds since 2009, when the Danish government lifted the earmarking of its contributions to ILO, and the ILO subsequently did not allocate funds to fill the gap.

While, since 2014, PRO169 does not exist as a separate program, a number of national projects, for example, in Bangladesh and Cambodia, continue with funds raised at the national level. Some activities have been given continuity by UNIPP (see section 2.5) and others have been incorporated into the work of the newly established ILO Branch on Gender, Equality and Diversity. A new technical unit, specifically focusing on indigenous peoples and ethnic minorities, has been created within this Branch. This institutional reform has explicitly aimed at strengthened the ILO capacity to address indigenous peoples' rights, and a regular budget position was re-profiled to focus on indigenous peoples and ethnic minorities.

The UNDP Regional Indigenous Peoples Programme (RIPP) was established in 2004 and gained recognition as a unique regional initiative for Asia. RIPP facilitated cooperation between governments and indigenous peoples in order to widen the development choices available to indigenous peoples. It sought to ensure better integration of indigenous issues into national development processes and outcomes through the following inter-linked activities:

- Conducting policy dialogues on critical issues at the local, national and regional level;

- Providing policy advice and programming support for indigenous peoples' rights and sustainable development; and
- Strengthening the capacity of indigenous peoples and governments in upholding and implementing indigenous peoples' rights.

Some examples of RIPP's activities:

- Recognizing the challenges in monitoring the relationship between ethnicity and poverty, including progress of MDGs for indigenous peoples in the region, RIPP supported efforts to collect disaggregated data based on ethnicity and gender;
- In collaboration with the Asia-Pacific Regional Centre's Access to Justice initiative, RIPP produced a series of action-oriented case studies on inclusive governance. These case studies examine principles of non-discrimination, participation, accountability, and empowerment;
- RIPP was instrumental in setting up the UN-Indigenous Peoples Task Force in the Philippines (see section 2.3).

The scaling down of these targeted programs has been a matter of great concern to indigenous peoples. For example, the UNPFII has issued several recommendations to ILO and UNDP to not only maintain but also to expand these programs and increase the regular budget allocation. The concern is that targeted programs are seen as necessary vehicles for successful mainstreaming and therefore still of crucial importance.

Case studies undertaken by RIPP in the Asia-Pacific region

- Traditional Indigenous Authorities, Cambodia
- Access to Justice for Indigenous Peoples, Bangladesh
- Access to Citizenship for Indigenous Peoples, Thailand
- Indigenous Peoples in Jharkhand, India
- Indigenous Governance Practices, the Philippines

4.2 Small Grants Facilities

A number of small grants facilities have been established within the UN system, to provide different forms of concrete support to indigenous peoples.

One such initiative is the Indigenous Peoples Assistance Facility (IPAF), established by IFAD in 2006. IPAF finances projects designed and implemented by indigenous peoples' communities and their organizations. The IPAF board is formed in majority by indigenous leaders, and is responsible for providing strategic guidance and making final decision on grant awards. At regional levels, IPAF is co-managed by three indigenous peoples' organizations that are responsible for monitoring of the small projects designed and implemented by indigenous peoples' communities and their organizations. IPAF has supported more than 100 projects in 43 countries, with a total budget of $2.6 million.[50] In Bolivia, IPAF has supported 10 projects, focusing on issues such as agriculture and women's empowerment in four ayamara communities, establishment of a communal enterprise for production of ceramics, involvement of women in handicrafts production and eco-tourism, etc.

Since 1992, the GEF Small Grants Programme (GEF-SGP)[51] has provided about $60 million to indigenous peoples, amounting to approximately 15 percent of its overall portfolio. The maximum grant is $50,000, but averages around $25,000. GEF-SGP engages with and assists indigenous peoples to address destructive development in and around their territories, and to promote sustainable alternatives based on indigenous knowledge and practice related, for example, to biodiversity conservation and climate resilience. It supports securing rights to land and resources as well as participation of indigenous groups in local and national environmental governance, and promotes recovery and revitalization of indigenous cultural practices in relation to sustainable livelihoods and strengthening customary institutions. The GEF-SGP has developed an innovative and participatory project preparation and design process to increase access to grant funding of indigenous

peoples, such as giving small planning grants to communities to support proposal development, accepting proposals in local languages as well as in participatory and photo formats that build on oral traditions.

The Support to Community-Based REDD Plus (CBR+) is a new joint initiative of the UN-REDD Programme and SGP aiming to direct funds towards community-level projects that would align with UN-REDD national programs and/or national REDD Plus strategies. Thereby, CBR+ leverages the operational and technical expertise of these two programs to support the implementation of REDD Plus activities at the local level more systematically. Direct grants to indigenous and local community organizations are capped at $50,000 and support activities to address drivers of deforestation and forest degradation, strengthen land rights, explore mechanisms for benefit sharing, and advance the implementation of safeguards for REDD Plus, among others. CBR+ is operating with a contribution of $4 million from the Government of Norway, and co-financed by SGP. CBR+ is currently being piloted in six countries: Cambodia, the Democratic Republic of the Congo, Nigeria, Panama, Paraguay and Sri Lanka. The first grants are expected to be disbursed in late-2014.

The Trust Fund for the Second Decade[52] gives priority to projects concerning the main areas of the Second Decade: culture, education, health, human rights, the environment and social and economic development. The Advisory Group for the Trust Fund for the Second Decade consists of members of the Bureau of the UNPFII. The Fund is open for applications from indigenous organizations or organizations working for indigenous peoples. The Fund is mainly used for small grants projects with a budget for up to $10,000 covering one year's expenses. The projects funded cover the area of human rights (38%), social and economic development (21%), with 33 percent focusing specifically on women and 29 percent on youth—a continually increasing trend.

4.3 Experiences, Good Practices, Recommendations: Targeted Programs and Funds

Both the ILO and UNDP have had unique specialized technical assistance programs on indigenous peoples' rights. The programs were examples of good practice, as they combined strategic knowledge-generating and capacity building activities with country-level interventions in countries such as Bangladesh, Cambodia, Cameroon, Guatemala, India, Indonesia, Namibia, Nepal, Peru, Philippines, and Thailand. The programs generated innovative rights-based approaches to development, and built a knowledge base and capacities within UN agencies, that had a large potential to influence development planning. Another benefit of the targeted programs was that they brought specialized staff into the agencies, who further played a role in providing technical advice and assistance with regards to broader mainstreaming of indigenous peoples' issues. It is a loss that some of the main targeted programs have been closed down or severely reduced as mainstreaming approaches have not yet proved effective to replace them.

Several agencies, funds and programs have established successful facilities for small grants. There is a high demand for such direct support to indigenous organizations, both to support implementation on the ground and to ensure participation in the many platforms for dialogue that are proliferating. However, many indigenous organizations lack sustained institutional support and there is therefore a risk that their focus may become supply-driven and their results may face sustainability challenges.

It is recommended to:

- Maintain targeted programs on indigenous peoples' issues, including as vehicles for mainstreaming efforts, as such mainstreaming and targeted approaches are complementary and mutually interdependent;
- Supplement support from small grants facilities with longer-term institutional support to indigenous peoples' institutions.

Chapter Five

Mainstreaming within Agencies

5.1 Overall Programming and Monitoring

Most agency policies on indigenous peoples aim at integrating the concern for indigenous peoples within the broader priorities and programming cycles of the agencies. Such mainstreaming approaches require solid institutional capacity and mechanisms to ensure that indigenous peoples are included and are visible and addressed as distinct rights-holders.

The starting point for such mainstreaming is the inclusion of indigenous peoples in the overall institutional programming. There seems to a tendency that agencies are progressively addressing indigenous peoples explicitly in their overall planning framework.

This positive development is, for example, seen within UNESCO. The Medium-Term Strategy for 2008- 2013 stated that UNESCO would "respond to the needs of disadvantaged and excluded groups, as well as the most vulnerable segments of society, including indigenous peoples." The new Medium-Term Strategy (2014-2021) includes addressing the needs of indigenous peoples as a discrete overarching objective and it commits to implementing the UNDRIP.[53]

Likewise, ILO has included a specific focus on indigenous peoples in its overall institutional Programme and Budget (outcome 18, point 210). This is subsequently reflected in country-level programming. For example, in Bangladesh, the Decent Work Country Programme 2012-15 has a specific outcome (BGD229) and a number of indicators and target focusing on the rights of indigenous and tribal peoples and their access to services. The Country Program is endorsed by the ILO's tripartite constituents, comprising workers, employers and government. The ILO Programme and Budget for 2016-2017 is expected to have an increased focus on indigenous peoples throughout the ILO's mandate.

IFAD Strategic Framework 2011-2015[54] highlights IFAD's comparative advantage in empowering rural people living in poverty, and specifically mentions indigenous peoples, underlining that the lack of effective political representation

Monitoring policy implementation

The IFAD Independent Office of Evaluation is currently conducting a "Synthesis of Evaluation" of IFAD's engagement with indigenous peoples. While this is not a full-fledged evaluation, comprising field visits, etc., it is a desk review with interviews of partners. The evaluation will provide useful feedback on the implementation of IFAD Policy on Engagement with Indigenous Peoples. The evaluation team has set up a core learning partnership group, including indigenous peoples' organizations.

of indigenous peoples often leads to policies that do not respond to their needs. In order to address this issue, IFAD will expand its policy engagement with developing Member States by working with, inter alia, indigenous peoples' organizations to develop comprehensive and coherent rural development policies for poverty reduction and food security. Strategic Framework has a strong focus on empowerment, and IFAD strives to increase the decision-making and organizational capacity of, inter alia, indigenous peoples, as well as communications and advocacy.

Indigenous peoples' issues are also reflected in the overall Management Plan of the OHCHR, which defines the thematic priorities of the Office. The thematic priorities on countering discrimination and widening democratic space specify that OHCHR will support national efforts to ensure that normative frameworks concerning indigenous peoples and in line with the UN Declaration on the Rights of Indigenous Peoples.[55] OHCHR submits an annual report to the Human Rights Council on its activities on indigenous peoples, with a possibility of indigenous peoples to provide their comments on the report.

The UN-REDD Global Programme specifically address indigenous peoples under its outcome for stakeholder engagement, and provides indicators for tracking outcomes related to indigenous peoples.

5.2 Monitoring Programme Impact

Where indigenous peoples are specifically targeted in agencies' overall programming framework, it provides an opportunity for monitoring implementation and progress. Where indigenous peoples are not specifically targeted, but lumped together with the disadvantaged, the marginalized or the vulnerable, no such tracking or monitoring is possible. Even where indigenous peoples are explicitly included in the planning frameworks, major challenges remain with regards to systematizing monitoring. One challenge is the lack of disaggregated data on indigenous peoples in official statistics in some countries and regions.

In Namibia, UNDP is responsible for undertaking the collection of statistical data on poverty indexes (the Human Development Index/HDI and Human Poverty Index/HPI) by language group, thereby partly allowing an ethnic dissemination of marginalized groups such as the San. The 2007 report showed that the Human Development Index in the language group categorized as "Khoi-San" is the lowest in Namibia. However, most programs and projects of the UN system are implemented through the Namibian National Planning Commission, and no separate monitoring data disaggregated by ethnicity could be found, in order to appropriately identify and monitor and evaluate service provided to disadvantaged indigenous peoples.

For example, UNICEF reports that challenges persist in terms of collecting disaggregated data. UNICEF plans to integrate measurable and verifiable results and indicators for the most disadvantaged children, including indigenous children into its new Medium-Term Strategic Plan (2014-2017). Similarly, UNICEF will assess opportunities to analyze issues of ethnicity through its multiple indicator cluster surveys, as well as its demographic and health surveys and other data-collection tools.[56]

In Latin America and the Caribbean, ECLAC has done pioneer work in establishing a comprehensive demographic and socio-economic database on indigenous peoples and peo-

National Human Development Reports

UNDP has published a series of National Human Development Reports (NHDRs) that focus or contain information on the situation on indigenous peoples. In 2010, the NHDR on Bolivia focused on inequalities and social movements; the 2005 NHRD for Guatemala focused on ethnic and cultural diversity and the 2009-10 report described the disadvantages of indigenous peoples in education. Likewise, the 2010 report on Mexico focused on the development of indigenous peoples and the challenge of inequality of opportunities.

ples of African descent, including disaggregated data by sex and age, as well as data on internal migration, health, youth and the territorial distribution of inequalities. The basis of this impressive work is the inclusion of an "indigenous identifier" into the 2000 census round of most countries in Latin America, mainly building on self-identification as belonging to an indigenous peoples as the basis for the identification Also, ECLAC has helped build the capacity of States to systematically disaggregate data based on ethnicity.[57]

At the most general level, the tracking of official development assistance is done according to the classifications and reporting formats of the Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD-DAC). Currently, the system does not allow agencies to tag and report on the degree to which interventions target or benefit indigenous peoples.

5.3 Financial Allocations

Explicit prioritization of indigenous peoples' issues within the overall agency programming or planning framework is the prerequisite for subsequent allocation of budget resources—as well as the subsequent monitoring of such allocations. However, as many agencies do not explicitly address indigenous peoples in their planning framework, they also cannot monitor the allocations or expenditure on indigenous peoples' issues.

Agencies with a direct institutional mandate on indigenous issues have regular budget allocations to fulfill those mandates. This, for example, is the case of the SPFII, the OHCHR and the resources allocated for regular supervision of Convention No. 169 within ILO. However, additional technical work is mainly funded through extra-budgetary resources.

Among the agencies, only IFAD puts a price tag to the implementation of its policy, namely, a general amount of $200,000/year, plus $20-25,000 for elaboration of individual country strategies. In addition, several one-time allocations for elaboration of country technical notes were foreseen. The costs of the Indigenous Peoples' Forum are estimated at $100,000 annually.[58]

In addition, IFAD is one of the few agencies that keeps track of its overall portfolio with regards to indigenous peoples. In the absence of a formal tagging and tracking system, it is the IFAD desk on indigenous issues who manually update the system. As of 2013, IFAD has financed around $1,800 million equivalent in loans in support of indigenous peoples. In 2014, IFAD reports that approximately 30 percent of the 233 ongoing projects funded by IFAD loans support indigenous peoples' communities in 34 different countries, with a total investment of about $700 million. A total of about $38 million has been financed through grants expressly designed for indigenous peoples or including indigenous peoples as part of their target group. Further, IFAD sustains the IPAF with a total budget of $2.6 million.[59]

UN Women, through its Fund for Gender Equality, has awarded nine different grants across 15 countries since its inception in 2009. Through the Fund, UN Women has invested approximately $4.7 million in civil society-based initiatives linked to indigenous

Indicative figures of UN-REDD allocation to indigenous peoples

The estimated percentage of engagement with indigenous peoples under Outcome 4 allows UN-REDD to provide indicative figures of amounts going to support indigenous peoples' issues as follows:

- 2014: US$952,300
- 2013: $842,353
- 2012: $782,197

peoples' issues. The UN Women regional programs in Asia and Latin America have addressed indigenous peoples' issues through research and advocacy and by bolstering women's ability to participate in key decision-making arenas.[60]

UN-REDD can make an estimate of its financial allocation to indigenous peoples, as approximately 50 percent of the work under Outcome 4 of the Programme Strategy (which covers support to indigenous peoples, other forest-dependent communities and civil society inclusion).

These agencies and programs should be commended for their efforts to track their budgetary allocation to indigenous peoples, as most of the agencies are not able to do so.

Barriers to doing an indigenous peoples budget analysis

The Nicaragua country study is illustrative in terms of the problems encountered for doing an indigenous peoples budget analysis. While the review team had access to documentation about plans, program evaluations, results, and impact analysis—it only had limited access to budgetary or financial information. Moreover, the limited budgetary information available did not provide disaggregated data with regards to ethnic groups and could therefore not be used to provide an overview of the investment and assistance of UN agencies to indigenous peoples.

The review team had originally planned to do a "budget audit"[61] to also assess the financial allocations made to projects that either explicitly promote indigenous peoples' rights or include indigenous peoples among the target groups and beneficiaries. However, such an audit was not feasible, given the lack of available information. These limitations imply that it is not possible to assess if budgetary allocations for indigenous issues within the UN system are increasing or decreasing. However, experiences seem to indicate that resource constraints is one of the main obstacles for agencies, in their work on indigenous issues:

Since 2011, UNESCO has faced severely constrained program budget, which has led to downsizing with a significant

impact on all UNESCO's activities, including its ability to coordinate approaches to priority issues, such as indigenous peoples. UNESCO has cut back on those activities that are not seen as a priority, which has meant that some programs and activities which focus on issues of relevance to indigenous peoples have been cut, downsized or seen their budgets cut. Budget constraints are particularly felt in UNESCO's offices in the field, where indigenous peoples' issues are often complex, require long-term action across thematic issues or sectors.[62]

In Cambodia, the review did not find any allocation of regular budget funds for project or program directly addressing indigenous peoples' rights during the period 2009-13. The report concludes that this is one of the barriers to the realization of indigenous peoples' rights.

In Bolivia, resource constraints were mentioned as a major obstacle, also given the general decrease in development assistance funds to Latin America. In general indigenous peoples in so-called middle-income or developed countries are raising alarms as their countries as such are not eligible for official development assistance but indigenous peoples often live in poverty pockets and are in need of assistance, including to make their claims heard.

In Bangladesh, a key lesson learned with respect to indigenous peoples' issues is that advocacy-based programs and initiatives involve long-term processes and it takes time to generate visible results. Moreover, the partners are only capable of contributing if they are given sufficient resources and technical support. However, financial resource constraints constitute key challenges for the continuation of such activities in the country.

In terms of technical cooperation projects, funded through extra-budgetary resources, the country studies reveal that scarce financial resources and unpredictable and short-term funding as well as time spent on fund-raising constitute major challenges.

Finally, it can be noted that earmarked donor funding has been of enormous importance for the programs directly targeting indigenous peoples. For example, Denmark has

provided support to ILO PRO169 at headquarters and in Nepal, Bangladesh, Cambodia. Norway is a generous funder of UN-REDD and has support activities on indigenous issues, for example, in Guatemala and Nepal. Likewise, the effect of the Spanish-funded MDG-F is seen in Bolivia, Cambodia and Namibia.

5.4 Staff Resources

Another key element is the assignation of adequate human resources. Agencies with a specific mandate on indigenous issues have the advantage of having staff funded from the regular budget. This, for example, is the case with the Secretariat of the UNPFII and the OHCHR. OHCHR has the Indigenous Peoples and Minorities Section, as well as dedicated staff servicing the mandate of the Special Rapporteur on the rights of indigenous peoples. A number of staff is also acting as focal points on indigenous issues in OHCHR field presences. Likewise, following the adoption of its Policy on Engagement with Indigenous Peoples in 2007, IFAD established a dedicated desk exclusively on indigenous issues. The ILO, at headquarters has a regular budget position focusing on indigenous peoples and ethnic minorities, as well as three other staff members funded by extra-budgetary resources.

In the absence of regular staff entirely dedicated to indigenous issues, many agencies have designated focal points on indigenous issues; at headquarters and, in some cases, also in field presences.

For example, UN-REDD has four staff at global level and one staff in each of the regions (Africa, Asia-Pacific and Latin America) with responsibility for stakeholder engagement, including issues related to indigenous peoples. In addition to the regular budget staff, all UN-REDD National Programme coordinators have tasks related to supporting engagement with indigenous peoples in National Programs.

UNEP has an indigenous issues focal point within the organization but the lack of adequate resources is still considered

a main challenge. UNEP is addressing this by establishing civil society focal points in Regional Offices and building capacity within the regions in order to work with local indigenous peoples and their organizations in a more coherent manner. FAO has an Advocacy Officer on Gender and Indigenous peoples.

The general experience seems to be that while such focal points can dedicate some amount of their time on indigenous issues, they often have to attend to a number of other issues as well. Hence, the insufficiency of dedicated staff resources is a challenge mentioned by most agencies.

The value and importance of having specialized staff who is knowledgeable of indigenous issues and can ensure trust and continuous dialogue with indigenous peoples was highlighted throughout the review.

In some cases, agencies have been able to hire specialized technical staff on indigenous issues in the context of specific projects. However, such staff is often on short-term contracts, which constitute a strong element of uncertainty and lack of sustainability of interventions; if funding dries out, this staff will often not be sustained by the agencies.

At the country-level, there are again huge variations. In Bolivia, most agencies have regular budget staff working specifically on indigenous peoples, and many also count with consultants, funded with technical cooperation funds. In Cambodia, ILO had recently closed its project, which had two staff working on indigenous issues, but OHCHR has one project staff working generally on land rights, including indigenous land. In Namibia, there is no dedicated UN staff on indigenous issues. In Bangladesh, the CHT-DF has a number of staff, including many from indigenous communities, working on indigenous issues in this region. ILO has four staff working full-time on national indigenous issues and UNESCO has two part-time staff.

In Kenya, the UN Country Team has limited capacity by to understand and apply the term indigenous peoples. Generally, indigenous peoples' issues are reduced to vulnerability and marginalization, without analyzing the root causes of vulnerability and marginalization, which would help to

differentiate indigenous peoples from other social groups and help the UN system appreciate that indigenous peoples view of development and poverty are different from those of other vulnerable groups.

In Nicaragua, the work on indigenous issues requires experienced and specialized staff, who understand the socio-cultural context as well as the roles and functions of the governance institutions in the autonomous regions of the Caribbean Coast. In that context, the establishment of "UN Buildings" in the capitals of the autonomous regions, with professional staff from the regions is an example of good practice which helps ensure that programs and projects are effectively designed from the autonomous regions, with full participations and in accordance with the world views of the concerned peoples. Another lesson learned is that the inclusion of indigenous and afro-descendant staff, not only increases the confidence of the local population but also implies increased support in the implementation and ownership of the processes and results.

5.5 Staff Training

The need for training of UN Country Teams has been addressed by the SPFII, with the support of IFAD, OHCHR, UNDP, among others.

Through an IFAD grant, training workshops were organized with indigenous peoples, governments and UNCTs in Africa (Republic of Congo, Central African Republic), Asia (Philippines, Cambodia) and Latin America and the Caribbean (Argentina, Ecuador, Guyana). The project also included the development of training modules on UNDRIP, and a trainer of trainers program. In some cases, these sessions led to the establishment of more permanent spaces for discussion, strategic planning and identification of common focus areas and actions on Indigenous Issues. A new IFAD grant in support of indigenous peoples' organizations to effectively engage in the World Conference on Indigenous Peoples (WCIP) provides for trainings and policy dialogue with governments follow-

ing the World Conference, to back efforts to disseminate the WCIP's results and outcome document in six priority countries, raising awareness and fostering policy dialogue among indigenous peoples, governments and UN agencies.

Similarly, individual agencies have undertaken various efforts to build the capacity of their staff. UNEP is elaborating an e-learning toolkit, based on its Indigenous Peoples Policy Guidance to increase staff capacity and understanding on indigenous issues, and enable them to more effectively engage with indigenous peoples in UNEP projects and activities. ILO PRO169, in past years, trained a number of staff through annual training sessions. IFAD integrates awareness and capacity building on indigenous peoples' issues as part of IFAD's trainings on project design. Further, supervision missions directly conducted by IFAD are opportunities to train project management units on IFAD's engagement with indigenous peoples. Also, the global sessions of the Indigenous Peoples Forum at IFAD are opportunities for full immersion of IFAD's staff to discuss indigenous peoples' issues directly with indigenous leaders present in Rome.

All of these efforts are valuable but have not yet reached a stage where the UN system has capacity to work on indigenous issues in a more coherent way, across agencies, regions and countries. For example, training has yet to be extended to UNCTs in many Africa countries.

5.6 Staff Diversity

There are still relatively few professionals of indigenous descent employed within the UN system. This is an obvious limitation in terms of ensuring adequate diversity of linguistic and cultural skills among the staff, and is by many indigenous peoples perceived as a major obstacle, as UN staff may replicate the negative stereotyping of indigenous cultures of the dominant society.

In many countries, it will require long-term efforts to bridge this gap, as many indigenous individuals will have dif-

ficulties in complying with the professional job requirements within the UN system, due to their generalized marginalization in access to formal education. Another crucial element is of course the recognition of indigenous peoples' languages, experiences and cultural skills as valuable and desired professional assets. Positive experiences, e.g., from the RIPP and PRO169 programs show that it is possible to attract skilled indigenous professionals. However, experience from Bolivia suggests that it may require additional efforts and analysis to increase the staff diversity. The UN Country Team in Bolivia specify in their job descriptions that they encourage applicants from indigenous peoples and with indigenous language skills, but there seems to be additional—and not yet identified—barriers for indigenous applicants.

One element that has helped pave the way for the employment of some indigenous individuals within the UN system is the OHCHR Indigenous Fellowship Program, which over the years has built the capacity of numerous indigenous peoples human rights defenders and thus made an important contribution to building up community capacity. Another aspect of the program is that it has given the indigenous fellows a direct working experience within the UN system, which, in some cases, has led to subsequent employment. The OHCHR has now expanded the program to also include a component for Senior Indigenous Fellows, who are offered a four-month on-the-job training, working with the Indigenous Peoples and Minorities Section. Likewise, IFAD has recently implemented a fellowship program.

5.7 Experiences, Good Practices and Recommendations: Mainstreaming

There are increasing examples of good practice with regards to explicitly including indigenous peoples' issues within the overall agency programming frameworks. However, some agencies still lump indigenous peoples together with other marginalized or vulnerable groups, which implies that their

specific rights, need and priorities may not be addressed—and that no specific monitoring of results—or budget allocations is possible.

Even where indigenous peoples are specifically addressed, monitoring still presents a challenge, mainly due to the lack of disaggregated data. ECLAC's work to present and build capacity for disaggregated data constitutes an example of good practice.

With regards to funding, the review identified some general trends:

- Many agencies do not allocate regular budget funds for technical cooperation on indigenous peoples' issue. This is a major obstacle, which raises serious questions about the institutional commitment of a number of agencies to prioritize and sustain programs on indigenous peoples by allocating adequate financial resources;
- Many of the specific programs targeting indigenous peoples are funded with extra-budgetary resources, i.e., they depend on specific donor contributions. However, many donors are increasingly lifting their earmarking and instead give general budget contributions to the agencies. Hence, it is increasingly difficult to raise additional earmarked funding for indigenous peoples' issues;
- Consequently, many of the specific programs targeting indigenous peoples are under-funded and staff is constantly trying to mobilize additional resources to sustain the interventions. Further, the unpredictability and short-term horizon of such donor funding is a major concern, including for staff continuity;
- This underlines the continued importance of donors to prioritize support to indigenous peoples, either by raising this in their dialogue with agencies in the context of their general collaboration with UN agencies or by providing earmarked funds directly for indigenous peoples' issues.

The value and importance of having specialized staff who is knowledgeable of indigenous issues and can ensure

trust and continuous dialogue with indigenous peoples was highlighted throughout the review. The dedication of regular staff resources constitutes good practice but the insufficiency of dedicated staff resources is a challenge mentioned by most agencies.

Training of staff on indigenous peoples' issues constitutes good practice and some efforts have been done in this regard. However, more efforts are needed to ensure that the UN system has capacity to wok on indigenous issues in a more coherent way, across agencies, regions and countries. Likewise, fellowships and internships that increases the interaction with indigenous professionals within the agencies constitutes good practice, which could be further expanded, including at the country-level.

It is recommended to:

- Encourage agencies to formulate specific outcomes relating to indigenous peoples within their overall programming frameworks, with related allocations of financial resources, as well as monitoring and reporting mechanisms;
- Explore opportunities to tag and track the development assistance that target or benefit indigenous peoples within the OECD-DAC classification and reporting systems;
- Encourage governments to use their influence in the governing bodies of agencies to ensure that adequate regular financial resources are allocated for indigenous peoples' issues;
- Encourage donors to maintain earmarked support to programs targeting indigenous peoples, as long as mainstreaming approaches are not yet effective;
- Prioritize having regular staff with knowledge, skills and experience on indigenous issues, including of indigenous descent and with knowledge of indigenous languages. As a minimum, agencies and UN Country Teams should designate focal points for indigenous peoples, with sufficient time to effectively coordinate with indigenous peoples;

- Facilitate employment opportunities for indigenous persons within the UN system, including through internships, fellowships, consultancy contracts and by valuing indigenous knowledge and language skills and experience from working in indigenous communities, in the context of professional qualifications;
- Renew efforts to provide training and information resources to staff.

Chapter Six

Programming at Country-Level

6.1 Addressing Indigenous Peoples in Country-Level Programming

At the country-level, UN agencies are expected to coordinate and work effectively together in order to "deliver as one." Practically, the agencies should work as one UN Country Team (UNCT) under the direction of a UN Resident Coordinator. The Common Country Analysis (CCA) and the UN Development Assistance Framework (UNDAF) are meant to constitute the common analytical and programming framework for UN agencies at the country-level. The UNDAF define UN programmatic response to national development priorities, including efforts to achieve the Millennium Development Goals (MDGs). Hence, if indigenous peoples' needs and priorities are not reflected in CCA-UNDAs, they are not explicitly addressed in the mainstream of UN assistance to a given country.

A review of various CCCA-UNDAFs undertaken by the SPFII in 2007-8,[63] concluded that indigenous peoples had little participation in the preparation of most of the reviewed CCAs and UNDAFs, nor were there disaggregated data and benchmarks to monitor impact on indigenous peoples (Lopez, 2007, Nongkynrih, 2008). As noted by Lopez, "in most cases, indigenous peoples are only mentioned in the poverty analysis section or under education […]. Segmented interventions with poor or nonexistent indigenous consultation and consent are in fact encouraged by a general regard for the cultural particularities of indigenous peoples as obstacles to development" (Lopez, 2007: 39).

Likewise, in 2005, the IASG raised concerns about the omission of indigenous peoples from the strategies to reach the MDGs, noting that this omission may lead to the exclusion of indigenous peoples from sharing the benefits of the MDGs and may in fact adversely impact their communities by deepening the discrimination and by accelerating the exploitative use of their land and resources in the name of progress and economic development. Moreover, if indigenous peoples are not included in the achievement of, and do not benefit from,

the MDGs, the overall efforts to achieve the Goals by 2015 are likely to fail in many countries."[64]

The UNDG Guidelines on Indigenous Peoples' Issues were adopted in 2008, in order to operationalize the obligations of UN agencies under Articles 41 and 42 of UNDRIP. The Guidelines were meant to provide the UN system with a common tool, for coherently integrating the concern for indigenous peoples in country-level programing. However, the review found only few and sparse examples of the Guidelines being used in programming. Rather, findings at the country-level confirm that the inclusion of indigenous peoples' needs and priorities still varies across countries and regions.

Illustrative of the patterns encountered, the UNDAFs of Bolivia and Nicaragua, countries with strong legal and policy recognition of indigenous peoples' rights, have strong focus on indigenous peoples. In contrast, there is hardly any specific consideration in the Bangladeshi, Cambodian, Kenyan or Namibian UNDAFs. For example, in Namibia, indigenous peoples are highly marginalized but they are largely absent in the country's development discourse and are not explicitly targeted or prioritized in the UN country programs.

A few examples from the country case studies illustrate how the diverse country contexts provide diverse barriers and opportunities for the UN system to work on indigenous issues:

In Kenya, the UNDAF is perceived to be mainly government-owned. Although it also provides for support to civil society, support is not considered on the basis of indigenous identity but on the basis of how NGOs can contribute to the realization of the general goals defined in the UNDAF. It does not have specific reference to indigenous peoples, but defines the target groups as the vulnerable and marginalized without define those in terms of ethnic identity. However, the indigenous hunter-gatherer communities, who in certain aspects are more vulnerable than pastoralists, have not been identified as such in the UNDAF. The key pillars of the UNDAF, such as governance, human rights, reduction of disparities, vulnerabilities, poverty and hunger are all highly relevant for indigenous peoples. The challenge lies in having

the government to recognize indigenous peoples as a specific target group. As government technocrats are mainly from the mainstream communities, it unlikely that indigenous peoples' issues would be strongly reflected in the UNDAF formulation process or among the expected benefits.

Challenges and opportunities at country-level

In Cambodia, the UN agencies have a leading role in promoting indigenous peoples' human rights, in particular, in coordinating the implementation of legislation and policies concerning titling of indigenous peoples' communal lands. For example, ILO works to prepare the grassroots communities and formalizing indigenous institutions, prior to addressing land and resources issues. Within the context of lack of good governance and rampant corruption in public administration, working only with the government would not have given results, without demands and participation from indigenous peoples and local authorities. It is evident that the combination of UN involvement and community organizing and empowerment has driven the implementation.

In Bangladesh, political leaders and top bureaucrats in civil and military departments have negative views towards indigenous peoples due to lack of awareness. In this context, it is recommended that UN agencies jointly provide support to relevant stakeholders, giving priority to capacity building and advocacy initiatives. Particular attention should be given to promoting diversity, peaceful coexistence and respect for the rights of indigenous peoples, like all other citizens. Likewise, efforts should be made to raise awareness among indigenous institutions and communities about existing legal frameworks and human rights.

In Bangladesh, the sheer mentioning of indigenous peoples is considered politically sensitive and the formulation or implementation of programs relating to indigenous peoples' rights encounter enormous challenges. Consequently, the UNDAF for 2012–16 has no specific identification or clear indicators on indigenous peoples (nationally known as Adivasi). However, in the identification of the core strategies and pillars there are some references to most vulnerable and deprived groups. Most implementation plans are outlined by government agencies/ministries, and do not mention indigenous peoples as beneficiaries or stakeholders. The exception

is a mentioning that ILO will focus on improved access to social services, including for indigenous populations, among others.[65]

Bolivia adopted UNDRIP as national law in 2007, and amended the Constitution in 2008, to fully recognize indigenous peoples' rights. The Bolivian UNDAF (2013-17) focuses on the fulfillment of the civil, political, social, cultural, economic and environmental rights, which are the basis for the Constitution, with emphasis on inter-cultural relations and the rights of indigenous peoples. All agencies consulted, as well as the UN Resident Coordinator, confirm that programs and projects that address indigenous peoples are formulated, designed, managed, monitored and evaluated with the full participation of indigenous peoples, through their specific institutions; be that at the national, municipal, local or community-level.

Nicaragua has seen an increasing recognition of indigenous peoples' rights over recent years, including through the ratification of ILO Convention NO. 169 in 2010. The previous UNDAF (2008-12) addressed indigenous peoples and afro-descendants as "vulnerable groups" without specifying results for these groups. Positively, the current UNDAF (2013-17) has a strong emphasis and visibility of indigenous peoples, including with the definition of specific

Good practice based on the UNDAF of Nepal

In Nepal, the UNDAF (2013-17) has specific outputs, for strengthening capacities of national stakeholders to implement National Action Plans for promotion of indigenous peoples' rights. In this context, OHCHR conducted a training workshop for the UNCT and bilateral donors in September 2013 to enhance coordination and integration of the rights of indigenous peoples in policies and programs, with particular focus on gender issues.

Another training workshop for civil society was conducted by OHCHR, the Office of the Resident Coordinator and the ILO to discuss the rights of indigenous peoples and the importance of participatory mechanism to facilitate the participation of indigenous peoples in decision-making processes related to the new constitutional drafting body.

outcomes and results. The regional governments of the autonomous Caribbean Cost regions are, in some cases, included in the management of the programs, which has a positive impact on the longer-term sustainability of interventions. At the local level, indigenous peoples and afro-descendants have been involved in consultations about the programs, in order to build interventions that are more focused on the realities and particularities of these peoples.

The case studies show considerable progress in some countries, and many good practices for inspiration and replication. However, the studies also show an extremely uneven attention to indigenous issues by the UN system in different countries and regions. Most attention is paid to indigenous peoples in countries with advanced constitutional and legal recognition of their rights and a low level of perceived sensitivities around their issues.

6.2 Targeting Indigenous Peoples in Country Programs

The review found numerous encouraging examples of innovative projects, designed to support indigenous communities directly, in the context of agencies' broader country programs and interventions. It is beyond the scope of the review to provide an exhaustive list, so just a few illustrative examples of the wealth and diversity of experiences are given below:

For example, UNESCO is a key player in the promotion of indigenous languages, and supports multi-lingual education and early childhood development programs as well as other language- and culture-promoting activities, including aimed at enhancing the resource and knowledge base on indigenous peoples' issues through research and publications.

- In Bangladesh, UNESCO is an active member of the Multi-Lingual Education Forum, and promotion of multilingual education for indigenous peoples is a

priority in the 2014-15 work plans. An ongoing pilot adult literacy program is currently being implemented in the three districts in the CHT, and a two-month festival on the culture of the Bandarban Hill People was supported. These direct forms of support are complemented with a wide array of research and publication activities.

- In Namibia, UNESCO has supported Early Childhood Development Programs in the Caprivi and Ohangwena Regions since 2003, establishing kindergartens for San children. The Working Group of Indigenous Minorities in Southern Africa (WIMSA) is one of UNESCO's implementing partners in the project. UNESCO is also co-funding a research project on the San people along with the ILO.
- In Cambodia, UNESCO has been supporting an indigenous community radio in Ratanakiri since 2009, on and off, according to fund availability. The radio broadcasts in four different indigenous languages (Kreung, Tampuan, Jarai and Brao). Further, UNESCO has engaged in promotion of indigenous languages through linguistic research, resulting in the publication of five books since 2007. Promotion of indigenous cultures and traditions have also been high on the agenda, with support to the establishment of two cultural centers in Ratanakiri and Mondulkiri showcasing indigenous peoples' culture and traditions, and collecting knowledge on the indigenous peoples, their culture, languages, traditional practices, as well as their natural environment. In Preah Vihear, UNESCO is supporting the establishment of an Eco Global Museum, with a wing displaying the first real ethnographic collection of the Kingdom, largely dedicated to the Kuoy indigenous peoples.

IFAD supports a number of projects on indigenous peoples:

- In Northern Mindanao, Philippines, IFAD supported indigenous peoples in titling their ancestral domains through legal assistance related to the tenure, use,

protection and management of ancestral lands. Legal assistance helped them to secure certificates for their claims to their ancestral domains;

Inclusion in programming cycles

IFAD's Policy on Engagement with Indigenous Peoples establishes that they should participate in determining priorities and strategies for their own development. To this end, IFAD supports the participation of indigenous peoples' communities in the preparation of Country Strategic Opportunities Programmes (COSOPs) and throughout the project cycle. Participation and consultation of indigenous peoples' communities and their representatives is embedded in the COSOPs and projects cycles. Meetings and consultations with the communities are held from the initial stage of design.

Further, as a practical tool, IFAD has developed Country Technical Notes, which provide country-specific information on indigenous peoples that contributes to the development of country program strategies and project design. So far, 31 such Notes have been prepared.

In partnership with AIPP, IFAD Policy on Engagement with Indigenous Peoples and key documents related to IFAD's work with indigenous peoples have been translated in 11 Asian languages.

- In Orissa, India, an IFAD project is focusing on the landless people and widows. Thirty thousand landless people have been identified in the project area, and about 15,000 land titles have been secured so far, in some 450 villages. Land titles have been traditionally assigned to men, as the head of the families. Yet, the project recognized this inequality and adjusted its approach to include men and women, including single women and widows in the title certificates;
- A sustainable rural development program in Guatemala includes a component dedicated to building the capacity of indigenous communities and government organizations to promote self-government. The project aims to bridge indigenous peoples' communities and their representative organizations with local authorities through, for example, Community

Development Councils and their structures at municipal and regional level.

In Bolivia, the sexual and reproductive health and rights of indigenous women are specifically addressed in UNFPA's country program, which is funded with regular budget funds. In 2014, activities regarding sexual and reproductive rights as well as prevention of sexual violence against indigenous women will be scaled-up, with financial contributions from the government of Sweden. Moreover, UNFPA has published a series of participatory studies and training modules on indigenous peoples' knowledge, attitudes and practices related to sexual health, inter-cultural and inter-jurisdictional dialogue, conflict resolution, etc.

OHCHR is providing technical assistance—such as legal advice on legislative reforms, capacity building and sensitization seminars on indigenous peoples—to various key stakeholders including government officials, parliamentarians and National Human Rights Institutions (NHRIs). OHCHR has a close engagement with NHRIs, which play a crucial and increasingly positive role with regards to indigenous peoples' rights at the country-level.[66] OHCHR collaboration in this area comprise various activities, including:

- Development of a good practice-based manual on UNDRIP for NHRIs;[67]
- A workshop with the Federal Ombudsman of the Russian Federation in Khanti-Mansiysk in Siberia to explore the role of international standards, norms and mechanisms with regard to business engagement with indigenous peoples;
- An action plan of the OHCHR Regional Office for Central America to assist the NHRIs to enable the full implementation of

Joint support to NHRIs

In 2011, UNDP and OHCHR engaged in a tripartite partnership with the International Coordinating Committee of National Institutions for the Protection and Promotion of Human Rights, including exchanges of knowledge, expertise and capacity, and enhancing the effectiveness of NHRIs on a national, regional and global level.

an internal monitoring mechanism, more specifically to ensure that cases are successfully registered and followed-up.

OHCHR also engages in national legislative and policy reform processes and provides technical advice and expertise on the right of indigenous peoples to governmental entities.

- In 2013, the Office briefed members of parliament in Cameroon in the context of legislative developments concerning the management of forests with the view to ensuring that the standards of the UNRIP.
- In collaboration with UNICEF, UNDP, and UNFPA, the Office organized a training session for indigenous peoples in the Republic of Congo in 2013 to discuss the implementation of the national law on the rights of indigenous populations and review the draft implementing decrees.
- The Office in Paraguay provided technical assistance on how to implement de Inter-American Court judicial decisions on ancestral land restitution and land claims.

UNDP underlines that it has presence in 177 countries and territories, and consequently is a highly decentralized organization. Further, it works at the request of governments, as part of its mandate and institutional arrangements and its engagement with indigenous peoples therefore varies from country to country.[68] UNDP, partly in a response to recommendation of the UNPFII, is currently preparing a special report on its engagement with indigenous peoples. Preliminarily, UNDP highlights the breadth of engagement with indigenous peoples and the extensive range of activities UNDP is involved in across the development spectrum. The crucial role of the UNDP is further confirmed by the fact that UNDP manages the Resident Coordinators, who coordinate the work of the UN Country Teams and are the designated representatives of the Secretary-General for development operations. Just a few examples can illustrate the breadth of UNDPs work on indigenous peoples:

- In Panama, UNDP supported the reconciliation process between the national government and the Ngäbe-

Buglé indigenous peoples who came into conflict in 2012, over a legislative bill permitting the exploitation of natural resources in their territories. The outcome of this process was the elaboration of a *Development Plan of the Indigenous Peoples of Panama*, which was constructed together with the traditional authorities of the seven indigenous peoples in Panama through their representative governance systems. Between 2012-13, a total of 94 consultations took place in which over 10,000 people participated. A bill containing the development plan was finally presented at the National Assembly in March 2014 to be ratified and converted into a public policy;

- In Namibia, UNDP provided support to San computer literacy through a project with the Ministry of Gender Equality and Child Welfare. Two San communities from Tsintsabis and Tsumkwe participated in this project;
- In Bangladesh, the CHT-DF constitutes a significant support to in one of the most deprived and conflict-ridden regions of the country. The targets groups of the project comprise not only indigenous peoples but comprise all stakeholders, in order to promote sustainable development and peace, guided by the 1997 CHT Peace Accord. The CHT-DF supports CHT institutions to effectively manage and deliver services, and communities to take charge of their own development based on the principles of local participation and decentralized development, prioritizing remote and underserved areas. The CHT-DF has contributed to strengthening the CHT institutions established through the Peace accord, and for the first time in over a decade, the Hill District Councils are now managing CHTDF-funded services in health, education, agriculture, and livelihoods, among others.

6.3 Overcoming Barriers and Facilitating Dialogue

It should be clear from the above examples that the opportunities and challenges for addressing indigenous peoples' rights in country-programming varies from country to country, due to a complex combination of factors, which include the national legal and policy framework, the political will of the government and the institutional strength of indigenous peoples.

Generally, UN agencies operate under the principles of the Paris Declaration on aid effectiveness, which requires them to align their support to the countries' own policies, strategies and systems. Hence, if indigenous peoples' needs and priorities are not reflected in national policies and strategies, they may also be left out in the country-level strategies of UN agencies. This underlines the need for UN policies and guidelines to ensure their independent commitment to indigenous peoples' rights. However, if the national policies are not conducive, agencies may encounter barriers:

IFAD notes that: "Challenges may be encountered at country level in ensuring full and effective participation of indigenous peoples in IFAD-funded projects and free, prior and informed consent (FPIC), particularly in those countries which do not recognize the rights of indigenous peoples, and where the implementation of the UNDRIP and ILO169 is not fully effective on the ground."[69]

FAO puts the dilemma clearly in its Policy, when noting that: "The objectives that have been formulated must also be considered in light of FAO's nature as an inter-governmental organization. Any activity, particularly at the national level, must be endorsed by the concerned government and relevant authority, which may at time influence the degree and potential for engagement with indigenous peoples. Nevertheless, FAO's role as a neutral forum, and in light of its commitment to universal human rights, means that much emphasis is placed on dialogue as an avenue for common understanding."[70]

FAO emphasizes the importance of dialogue with indigenous peoples "in order to communicate effectively what can be done for *and with* them as stipulated by FAO's mandate and operational boundaries. Just as it is fundamental for FAO to delineate its institutional commitment to indigenous peoples and increase its capacity to respond to their needs, it is equally important to clarify to indigenous peoples what can be realistically expected from FAO. This kind of outreach will ensure that collaboration can be established around common goals and common understanding."[71]

The country examples also underlines that the actual action on the ground is not simply a matter of uniformly applying general guidelines, but coming up with diversified and tailored country strategies, which in dialogue with indigenous peoples specify how the UN system will interpret its obligations under UNDRIP in specific contexts.

One key role that UN agencies can play in difficult country contexts is to facilitate dialogue between governments and indigenous peoples. The review found a series of examples of UN agencies playing such a constructive role:

The Department of Political Affairs has contributed to several mediation processes, mainly in the America, e.g., providing support to facilitate dialogue between the government of Panama and representatives of the Ngäbe-Buglé people, which resulted in the approval of legislation banning mining and protecting water and natural resources in their territory. It also collaborated with the UNCT in Colombia, to support conversations between the government and indigenous communities of the northern Cauca region.[72] Further, the Office of the Special Adviser on the Prevention of Genocide, in a follow-up to a country visit undertaken in cooperation with the Permanent Forum to assess the situation of the Awá peoples in July 2010, contributed to the monitoring of the status of the safeguard plans mandated by the Constitutional Court in Colombia for the protection of 35 indigenous groups at risk of extinction. Additionally, members of the Department's standby team of mediation experts carried out a mission to support the organization of regional gatherings to collect civil society inputs for the peace talks between the Government of

Colombia and the guerrillas. Indigenous peoples' organizations participated and prepared proposals.[73]

Likewise, OHCHR has carried out activities in a number of countries to facilitate dialogue between indigenous peoples and governments (see section 1.2).

Dialogue can also be fostered through joint capacity building and exchange of experiences. In 2013, IFAD, in cooperation with PROCASUR and AIPP organized a Learning Route with the purpose of sharing and up-scaling outstanding innovations and practices of community-based natural resource management in Lao PDR and Thailand, among indigenous peoples and ethnic communities. Representatives of governments from the respective countries participated in the Route, which provided a unique opportunity to promote policy dialogue between indigenous peoples' communities and governmental officers.[74] (IFAD; 2014: 7).

6.4 Experiences, Good Practices and Recommendations: Country-Level Programming

The attention to indigenous peoples' issues varies enormously across countries and regions, and the country contexts provide extremely different opportunities and barriers to addressing indigenous peoples' issues.

The review found positive examples of UNDAFs with specific outcomes and indicators related to indigenous peoples, which allow for monitoring of resource allocations, progress and impact. In contrast, UNDAFs with no specific reference may include indigenous peoples under general target groups such as those living in extreme poverty or in particularly poor and marginalized regions of a given country. However, the lack of disaggregated data as well as tagging and tracking systems make it difficult to follow results and impacts regarding the inclusion of indigenous peoples in mainstream programs. The policy requirements of some agencies to include indigenous

peoples through the entire programming cycle constitute good practice, and the positive results in the portfolios of these agencies are notable.

If UNCTs do not ensure a solid independent focus on indigenous peoples' issues, in the CCA/UNDAF and subsequent stages of programming, there is a risk that most attention is paid to indigenous peoples in countries with advanced constitutional and legal recognition of their rights and a low level of perceived sensitivities around their issues.

The country examples thus underline that the actual action on the ground is not simply a matter of uniformly applying general guidelines, but coming up with diversified and tailored country strategies, which in dialogue with indigenous peoples specify how the UN system will interpret its obligations under UNDRIP in specific contexts.

The review found numerous encouraging examples of good practices and innovative projects, designed to support indigenous communities directly, in the context of agencies' broader country programs and interventions. These show that even in difficult country contexts, it is possible to work for positive changes, including through capacity building and dialogue.

It is recommended to:

- Make the focus on indigenous peoples in the CCA mandatory, and formulate specific outcomes relating to indigenous peoples in the UNDAFs, wherever relevant;
- Strengthen the work of UN Resident Coordinators and Country teams to ensure a more coherent approach to addressing indigenous peoples' issues in country-level programming. Such efforts could include collaboration between the UNDP, the broader IASG and the UNDG to update the UNDG Guidelines on Indigenous Peoples' Issues as necessary, for example, with regards to the requirements arising from UNDPs Social and Environmental Standards and the new generation of Sustainable Development Goals;
- Bridge the gap between policies and practice by

strengthening the systematization and exchange of experiences on indigenous peoples' issues between UNCTs through training and practical information resources;

- In challenging country contexts, use the UN's mandate, legitimacy and position to facilitate dialogue between the government and indigenous peoples.

References

Endnotes

[1] Articles 41 and 42.

[2] See http://www.ohchr.org/en/issues/ipeoples/srindigenouspeoples/pages/sripeoplesindex.aspx.

[3] See the web archive of the reports of former Special Rapporteur James Anaya at: http://unsr.jamesanaya.org.

[4] Report of the UN Special Rapporteur Victoria Tauli-Corpuz to the General Assembly, forthcoming, September 2014.

[5] E/CN.4/2004/80/Add.3, para. 81.

[6] See more at: http://www.ohchr.org/en/issues/ipeoples/emrip/pages/emripindex.aspx.

[7] UNDP is in the process of revising the 2001 Policy, expected to be finalized by the end of 2014 and adopted in the beginning of 2015. The revised Policy should, inter alia, reflect important legal and political developments; the increased engagement of UNDP with indigenous peoples; and the structural changes that UNDP is undergoing.

[8] UNESCO's report under the 2nd Decade. Available at: http://www.un.org/esa/socdev/unpfii/documents/2014/unesco.pdf.

[9] Available at: http://www.undp.org/content/dam/undp/library/corporate/Social-and-Environmental-Policies-and-Procedures/UNDP%20Social%20and%20Environmental%20Standards-14%20July%202014.pdf.

[10] UNDP Social and Environmental Standards, page 32. Available at: http://www.undp.org/content/dam/undp/library/corporate/Social-and-Environmental-Policies-and-Procedures/UNDP%20Social%20and%20Environmental%20Standards-14%20July%202014.pdf.

[11] *Ibid.*, 33.

[12] *Ibid.*

[13] *Ibid.*, 34.

[14] The recommendations can be found at: http://undesadspd.org/

IndigenousPeoples/RecommendationsDatabase.aspx.

[15] E/C.19/2013/4, para. 7.

[16] See list of members at: http://undesadspd.org/IndigenousPeoples/InterAgencySupportGroup/MembershiptoIASG.aspx.

[17] UN Doc: E/C.19/2014/9, para. 15.

[18] See UN Doc. E/C.19/2005/2, Annex III.

[19] The paper (E/C.19/2010/17) is available at: http://www.un.org/esa/socdev/unpfii/documents/E.C.19.2010.17EN.pdf.

[20] The thematic papers are available at: http://www.un.org/en/ga/69/meetings/indigenous/documents.shtml.

[21] The UNDG Guidelines on Indigneous Peoples Issues, available at: http://www.undg.org/content/programming_reference_guide_(undaf)/thematic_policies_and_guidelines/indigenous_peoples.

[22] Grupo Interagencial Regional de Pueblos Indígenas.

[23] Grupo Consultivo de Líderes y Lideresas Indígenas del Sistema de Naciones Unidas de América Latina y el Caribe.

[24] Grupo Técnico Intercultural.

[25] Grupo Interagencial sobre Pueblos Indígenas del Sistema de Naciones Unidas en Chile.

[26] See more at: http://www.onu.cl/onu/grupo_interagencial_sobre_pueblos_indigenas/.

[27] The principle aims at making the UN system more coherent, effective and efficient by streamlining UN agencies' operations at the country-level, ultimately for the UN Country Team to work under one leader, with one budget, one program and one office.

[28] See UNIPP 2013 report at: : http://mptf.undp.org/factsheet/fund/IPP00.

[29] This component is implemented solely by UNDP and gives continuity to some of the elements of the now closed RIPP programme (see section 4.1).

[30] Proceedings of the first global meeting are available at http://www.ifad.org/english/indigenous/forum/index.htm.

[31] See more on the first global meeting at: http://www.ifad.org/events/ip/2012/index.htm.

[32] Proposal presented at the 28th sessions of the WIPO Inter-governmental Committee, July 2014. Available at: http://www.wipo.int/edocs/mdocs/tk/en/wipo_grtkf_ic_28/wipo_grtkf_ic_28_10.pdf.

[33] http://www.ip-watch.org/2014/07/08/do-wipo-delegations-want-indigenous-peoples-participation/.

[34] See more at: http://www.undp.org/content/undp/en/home/ourwork/partners/civil_society_organizations/advisorycommittee/.

[35] Available at: http://www.undp.org/content/dam/undp/documents/partners/civil_society/civil_society_advisory_committee_to_undp/UNDP_Assessment_of_the_Civil_Society_Advisory_Committee_2008.pdf.

[36] See GEF Principles and Guideliens for Engagement with Indigenous Peoples, available at: http://www.thegef.org/gef/sites/thegef.org/files/publication/GEF%20IP%20Part%201%20Guidelines_r7.pdf.

[37] As of September 2013. See more at: http://www.bmz.de/de/zentrales_downloadarchiv/Service/Konferenzen/Indigene/Input_Paper_I_Birgitte_Feiring.pdf.

[38] Grupo Consultivo de Líderes y Lideresas Indígenas del Sistema de Naciones Unidas de América Latina y el Caribe.

[39] See OHCHR's report to the 2014 Session of the UNPFII at: http://www.un.org/esa/socdev/unpfii/documents/2014/ohchr.pdf.

[40] Comité Consultivo de Pueblos Indígenas y Afrodescendientes con el Sistema de Naciones Unidas en Nicaragua.

[41] See ECLAC: Sistema de Indicadores Sociodemográficos de Poblaciones y Pueblos Indígenas, available at: http://celade.cepal.org/redatam/PRYESP/SISPPI/.

[42] Confederación Nacional de Mujeres Campesinas Indígenas Originarias de Bolivia "*Bartolina* Sisa" (CNMCIOB "BS"), la *Confederación Sindical Única de Trabajadores Campesinos de Bolivia (*CSUTCB), Consejo Nacional de Ayllus y Markas del Qullasuyu (CONAMAQ), Confederación de Pueblos Indígenas de *Bolivia* (CIDOB) y la Confederación de Comunidades Interculturales de Bolivia.

[43] IFAD's report regarding the 2nd Decade of the World's Indigenous Peoples, page 2. Available at: http://www.un.org/esa/socdev/unpfii/documents/2014/ifad.pdf.

[44] *Ibid.*, 4.

[45] *Ibid.*, 3.

[46] Available at: http://www.bmz.de/de/zentrales_downloadarchiv/Service/Konferenzen/Indigene/Input_Paper_I_Birgitte_Feiring.pdf.

[47] http://www.google.dk/url?sa=t&rct=j&q=&esrc=s&source=web&cd=1&ved=0CCEQFjAA&url=http%3A%2F%2Fwww.unredd.net%2Findex.php%3Foption%3Dcom_docman%26task%3Ddoc_download%26gid%3D11726%26Itemid%3D53&ei=NcAKVK6CH8f8ywPko4DwCw&usg=AFQjCNHjLIn1NYHzerrUVxe2fDSLWt343w&sig2=mHG_Cp1N6U68XPwow3qwcQ&bvmbv.74649129,d.bGQ.

[48] *Ibid.*, page 16.

[49] See a summary of the project and lessons learned at: http://www.google.dk/url?sa=t&rct=j&q=&esrc=s&source=web&cd=1&ved=0CCYQFjAA&url=http%3A%2F%2Fwww.unredd.net%2Findex.php%3Foption%3Dcom_docman%26task%3Ddoc_download%26gid%3D12023&ei=pr8KVIXYO6bIyAOno4DoBA&usg=AFQjCNHevIjJVf6jgByFmkTIjldixkkezw&sig2=_K-JZRN9vGCncIN0GRXyCw&bvm=bv.74649129,d.bGQ.

[50] IFAD's report regarding the 2nd Decade of the World's Indigenous Peoples, available at: http://www.un.org/esa/socdev/unpfii/documents/2014/ifad.pdf.

[51] See more at: http://sgp.undp.org.

[52] See more at: http://undesadspd.org/IndigenousPeoples/TrustFund/ApplyforFunding.aspx.

[53] UNESCO's report under the 2nd Decade, available at: http://www.un.org/esa/socdev/unpfii/documents/2014/unesco.pdf.

[54] IFAD Strategic Framework 2011-2015 http://www.ifad.org/sf/.

[55] OHCHR Management Plan for 2014-2017, available at: http://www2.ohchr.org/english/ohchrreport2014_2017/omp_web_version/index.html#/home.

[56] Information received from the United Nations system and other intergovernmental organizations addressing the recommendations of the United Nations Permanent Forum on Indigenous Issues. Note from the Secretariat. UN Doc. E/C.19/2013/23: 8.

[57] Access the ECLAC database at: http://www.cepal.org/cgi-bin/getprod.asp?xml=/celade/noticias/paginas/0/36160/P36160.xml&xsl=/celade/tpl/p18f.xsl&base=/celade/tpl/top-bottom_ind.xsl.

[58] IFAD Policy on Engagement with Indigenous Peoples, 2009, page 17-18.

[59] IFAD's report regarding the 2nd Decade of the World's Indigenous Peoples, available at: http://www.un.org/esa/socdev/unpfii/documents/2014/ifad.pdf.

[60] Information received from the United Nations system and other intergovernmental organizations addressing the recommendations of the United Nations Permanent Forum on Indigenous Issues. Note from the Secretariat. UN Doc. E/C.19/2013/23, para. 58.

[61] Following the methodologies developed for "gender audits," see for example http://www.ilo.org/dyn/gender/docs/RES/536/F932374742/web%20gender%20manual.pdf.

[62] UNESCO's report on the 2nd Decade, available at: http://www.un.org/esa/socdev/unpfii/documents/2014/unesco.pdf.

[63] Lopez, M.: *Integration of Indigenous Peoples' Perspectives in Country Development Processes, Review of selected CCAs and UNDAFs*, SPFII, 2007; Nongkynrih, A.K.: *Integration of Indigenous Peoples Perspectives in Contemporary Development Processes: Review of Selected CCAs and UNDAFs,* SPFII, 2008.

[64] UN Doc. E/C.19/2005/2, paras. 2-3.

[65] A. Tripura and B. Moy Dhamai: Working document: UN system efforts to promote indigenous peoples' rights in Bangladesh, 2014.

[66] A survey in 2013 showed that NHRIs constitute the human rights mechanism most frequently approached by members of the Asia Indigenous Peoples Pact.

[67] Available at: http://www.ohchr.org/Documents/Issues/IPeoples/UNDRIPManualForNHRIs.pdf.

[68] See UNDP statement to the 2014 Session of the UNPFII.

[69] IFAD's report regarding the 2nd Decade of the World's Indigenous Peoples, available at: http://www.un.org/esa/socdev/unpfii/documents/2014/ifad.pdf.

[70] FAO Policy on Indigenous and Tribal Peoples, FAO, 2010. Available at: http://www.fao.org/docrep/013/i1857e/i1857e00.pdf.

[71] *Ibid.*, para. 16.

[72] Information received from the United Nations system and other intergovernmental organizations addressing the recommendations of the United Nations Permanent Forum on Indigenous Issues. Note from the Secretariat. UN Doc. E/C.19/2013/23, para. 3.

[73] *Ibid.*, para 4.

[74] IFAD's report regarding the 2nd Decade of the World's Indigenous Peoples, available at: http://www.un.org/esa/socdev/unpfii/documents/2014/ifad.pdf.

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CELADE: Pueblos Indígenas y afro-descendientes: http://www.cepal.org/cgi-bin/getProd.asp?xml=/celade/agrupadores_xml/aes414.xml&xsl=/agrupadores_xml/agrupa_listado.xsl&base=/celade/tpl/top-bottom_ind.xsl.

Comité Consultivo de Pueblos Indígenas y Afrodescendientes en Nicaragua: http://www.onu.org.ni/pagina/CCPIAN.

Convention on Biological Diversity and traditional knowledge: http://www.cbd.int/traditional/.

Expert Mechanism on the Rights of Indigenous Peoples: http://www.ohchr.org/en/issues/ipeoples/emrip/pages/emripindex.aspx.

FAO Policy on Indigenous and Tribal Peoples: http://www.fao.org/docrep/013/i1857e/i1857e00.htm.

GEF and indigenous peoples: http://www.thegef.org/gef/taxonomy/term/373.

Grupo Inter-agencial Regional sobre Pueblos INdígenas: http://www.fao.org/americas/perspectivas/pueblos/en/.

http://unsr.vtaulicorpuz.org/site/.

IFAD policy and resources on indigenous peoples: http://www.ifad.org/english/indigenous/.

ILO Convention No. 169 on Indigenous and Tribal Peoples: http://www.ilo.org/indigenous/Conventions/no169/lang--en/index.htm.

ILO Training toolbox on indigenous peoples' rights: http://pro169.org.

Inter-Agency Support Group: http://undesadspd.org/IndigenousPeoples/InterAgencySupportGroup.aspx.

UN Declaration on the Rights of Indigenous Peoples: http://www.un.org/esa/socdev/unpfii/documents/DRIPS_en.pdf.

UNDG Guidelines on Indigenous Peoples Issues: http://www.undg.org/content/programming_reference_guide_(undaf)/thematic_policies_and_guidelines/indigenous_peoples.

UNDP and Indigenous Peoples: A Policy of Engagement: http://www.undp.org/content/undp/en/home/librarypage/environment-energy/local_development/undp-and-indigenous-peoples-a-policy-of-engagement/.

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UNDP Civil Society Advisory Committee: http://www.undp.org/content/undp/en/home/ourwork/partners/civil_society_organizations/advisorycommittee/.

UNEP and Indigenous Peoples: A Partnership in caring for the environment: http://www.unep.org/civil-society/Portals/24105/UNEP_IPPG_Guidance.pdf.

UN Indigenous Peoples Partnership: http://mptf.undp.org/factsheet/fund/IPP00.

UN Permanent Forum on Indigenous Issues: http://undesadspd.org/indigenouspeoples.aspx.

UN-REDD engagement of indigenous peoples: http://www.un-redd.org/Home/EngagementofIPs/tabid/1033/language/en-US/Default.aspx.

UN Special Rapporteur on the Rights of Indigenous Peoples, Victoria Tauli-Corpuz: http://www.ohchr.org/en/issues/ipeoples/srindigenous-peoples/pages/sripeoplesindex.aspx.

UN Voluntary Fund for Indigenous Peoples: http://www.ohchr.org/EN/Issues/IPeoples/IPeoplesFund/Pages/IPeoplesFundIndex.aspx.

WIPO Indigenous Peoples and Local Communities Portal: http://www.wipo.int/tk/en/indigenous/.

Annex

15 September 2014

Sixty-ninth session
Item 66 of the provisional agenda*
Rights of indigenous peoples

Draft resolution submitted by the President of the General Assembly

Outcome document of the high-level plenary meeting of the General Assembly known as the World Conference on Indigenous Peoples

The General Assembly,

Adopts the following outcome document:

Outcome document of the high-level plenary meeting of the General Assembly known as the World Conference on Indigenous Peoples

1. We, the Heads of State and Government, ministers and representatives of Member States, reaffirming our solemn commitment to the purposes and principles of the Charter of the United Nations, in a spirit of cooperation with the indigenous peoples of the world, are assembled at United Nations Headquarters in New York on 22 and 23 September 2014, on the occasion of the high-level plenary meeting of the General Assembly known as the World Conference on Indigenous Peoples, to reiterate the important and continuing role of the United Nations in promoting and protecting the rights of indigenous peoples.

* A/69/150.

2. We welcome the indigenous peoples' preparatory processes for the World Conference, including the Global Indigenous Preparatory Conference held in Alta, Norway, in June 2013. We take note of the outcome document of the Alta Conference[1] and other contributions made by indigenous peoples. We also welcome the inclusive preparatory process for the high-level plenary meeting, including the comprehensive engagement of the representatives of indigenous peoples.

3. We reaffirm our support for the United Nations Declaration on the Rights of Indigenous Peoples, adopted by the General Assembly on 13 September 2007,[2] and our commitments made in this respect to consult and cooperate in good faith with the indigenous peoples concerned through their own representative institutions in order to obtain their free, prior and informed consent before adopting and implementing legislative or administrative measures that may affect them, in accordance with the applicable principles of the Declaration.

4. We reaffirm our solemn commitment to respect, promote and advance and in no way diminish the rights of indigenous peoples and to uphold the principles of the Declaration.

5. In addition to the Declaration, we recall the other major achievements of the past two decades in building an international framework for the advancement of the rights and aspirations of the world's indigenous peoples, including the establishment of the Permanent Forum on Indigenous Issues, the creation of the Expert Mechanism on the Rights of Indigenous Peoples and the establishment of the mandate of the Special Rapporteur on the rights of indigenous peoples. We commit ourselves to giving due consideration to recommendations and advice issued by those bodies in cooperation with indigenous peoples.

6. We encourage those States that have not yet ratified or acceded to the International Labour Organization Indigenous and Tribal Peoples Convention, 1989 (No. 169),[3] to consider doing so. We recall the obligation of ratifying States under the Convention to develop coordinated and systematic action to protect the rights of indigenous peoples.

7. We commit ourselves to taking, in consultation and cooperation with indigenous peoples, appropriate measures at the

[1] A/67/994, annex.
[2] Resolution 61/295, annex.
[3] United Nations, Treaty Series, vol. 1650, No. 28383.

national level, including legislative, policy and administrative measures, to achieve the ends of the United Nations Declaration on the Rights of Indigenous Peoples and to promote awareness of it among all sectors of society, including members of legislatures, the judiciary and the civil service.

8. We commit ourselves to cooperating with indigenous peoples, through their own representative institutions, to develop and implement national action plans, strategies or other measures, where relevant, to achieve the ends of the Declaration.

9. We commit ourselves to promoting and protecting the rights of indigenous persons with disabilities and to continuing to improve their social and economic conditions, including by developing targeted measures for the aforementioned action plans, strategies or measures, in collaboration with indigenous persons with disabilities. We also commit ourselves to ensuring that national legislative, policy and institutional structures relating to indigenous peoples are inclusive of indigenous persons with disabilities and contribute to the advancement of their rights.

10. We commit ourselves to working with indigenous peoples to disaggregate data, as appropriate, or conduct surveys and to utilizing holistic indicators of indigenous peoples' well-being to address the situation and needs of indigenous peoples and individuals, in particular older persons, women, youth, children and persons with disabilities.

11. We commit ourselves to ensuring equal access to high-quality education that recognizes the diversity of the culture of indigenous peoples and to health, housing, water, sanitation and other economic and social programmes to improve well-being, including through initiatives, policies and the provision of resources. We intend to empower indigenous peoples to deliver such programmes as far as possible.

12. We recognize the importance of indigenous peoples' health practices and their traditional medicine and knowledge.

13. We commit ourselves to ensuring that indigenous individuals have equal access to the highest attainable standard of physical and mental health. We also commit ourselves to intensifying efforts to reduce rates of HIV and AIDS, malaria, tuberculosis and non-communicable diseases by focusing on prevention, including through appropriate programmes, policies and resourcesfor indigenous individuals, and to ensure theiraccess to sexual and

reproductive health and reproductive rights in accordance with the Programme of Action of the International Conferenceon Population and Development,[4] the Beijing Platform for Action[5] and the outcome documents of their review conferences.

14. We commit ourselves to promoting the right of every indigenous child, in community with members of his or her group, to enjoy hisor her own culture, to profess and practise his or her own religion or to use his or her own language.

15. We support the empowerment and capacity-building of indigenous youth, including their full and effective participation in decision-making processesin matters that affect them. We commit ourselves to developing, in consultation with indigenous peoples, policies, programmes and resources, where relevant, that target the well-being of indigenous youth, in particular in the areas of health, education, employment and the transmission of traditional knowledge, languages and practices, and to taking measures to promote awareness and understanding of their rights.

16. We acknowledge that indigenous peoples' justice institutions can play a positive role in providing access to justice and dispute resolution and contribute to harmonious relationships within indigenous peoples' communities and within society. We commit ourselves to coordinating and conducting dialogue with those institutions, where they exist.

17. We commit ourselves to supporting the empowerment of indigenous women and to formulating and implementing, in collaboration with indigenous peoples, in particular indigenous women and their organizations, policies and programmes designed to promote capacity-building and strengthen their leadership. We support measures that will ensure the full and effective participation of indigenous women in decision-making processes at all levels and in all areas and eliminate barriers to their participation in political, economic, social and cultural life.

18. We commit ourselves to intensifying our efforts, in cooperation with indigenous peoples, to prevent and eliminate all forms

[4] *Report of the International Conference on Population and Development, Cairo, 5-13 September 1994* (United Nations publication, Sales No. E.95. XIII.18), chap. I, resolution 1, annex.

[5] *Report of the Fourth World Conference on Women, Beijing, 4-15 September 1995* (United Nations publication, Sales No. E.96.IV.13), chap. I, resolution 1, annex II.

of violence and discrimination against indigenous peoples and individuals, in particular, women, children, youth, older persons and persons with disabilities, by strengthening legal, policy and institutional frameworks.

19. We invite the Human Rights Council to consider examining the causes and consequences of violence against indigenous women and girls, in consultation with the Special Rapporteur on violence against women, its causes and consequences, the Special Rapporteur on the rights of indigenous peoples and other special procedures mandate holders within their respective mandates. We also invite the Commission on the Status of Women to consider the issue of the empowerment of indigenous women at a future session.

20. We recognize commitments made by States, with regard to the United Nations Declaration on the Rights of Indigenous Peoples, to consult and cooperate in good faith with the indigenous peoples concerned through their own representative institutions in order to obtain their free and informed consent prior to the approval of any project affecting their lands or territories and other resources.

21. We also recognize commitments made by States, with regard to the Declaration, to establish at the national level, in conjunction with the indigenous peoples concerned, fair, independent, impartial, open and transparent processes toacknowledge, advance and adjudicate the rights of indigenous peoples pertaining to lands, territories and resources.

22. We recognize that the traditional knowledge, innovations and practices of indigenous peoples and local communities make an important contribution to the conservation and sustainable use of biodiversity. We acknowledge the importance of the participation of indigenous peoples, wherever possible, in the benefits of their knowledge, innovations and practices.

23. We intend to work with indigenous peoples to address the impact or potential impact on them of major development projects, including those involving the activities of extractive industries, including with the aim of managing risks appropriately.

24. We recall the responsibility of transnational corporations and other business enterprises to respect all applicable laws and international principles, including the United Nations Guiding Principles on Business and Human Rights: Implementing the

United Nations "Protect,Respect and Remedy" Framework,[6] and to operate transparently and in a socially and environmentally responsible manner. In this regard, we commit ourselves to taking further steps, as appropriate, to prevent abuses of the rights of indigenous peoples.

25. We commit ourselves to developing, in conjunction with the indigenous peoples concerned, and where appropriate, policies, programmes and resources to support indigenous peoples' occupations, traditional subsistence activities, economies, livelihoods, food security and nutrition.

26. We recognize the importance of the role that indigenous peoples can play in economic, social and environmental development throughtraditional sustainable agricultural practices, including traditional seed supply systems, and access to creditand other financial services, markets, secure land tenure, health care, social services, education, training, knowledge and appropriate and affordable technologies, including for irrigation, and water harvesting and storage.

27. We affirm and recognize the importance of indigenous peoples' religious and cultural sites and of providing access to and repatriation of their ceremonial objects and human remains in accordance with the ends of the United Nations Declaration on the Rights of Indigenous Peoples. We commit ourselves to developing, in conjunction with the indigenous peoples concerned, fair, transparent and effective mechanisms for access to and repatriation of ceremonial objects and human remains at the national and international levels.

28. We invite the Human Rights Council, taking into account the views of indigenous peoples, to review the mandates of its existing mechanisms, in particular the Expert Mechanism on the Rights of Indigenous Peoples, during the sixty-ninth session of the General Assembly, with a view to modifying and improving the Expert Mechanism so that it can more effectively promote respect for the Declaration, including by better assisting Member States to monitor, evaluate and improve the achievement of the ends of the Declaration.

29. We invite the human rights treaty bodies to consider the Declaration in accordance with their respective mandates. We encourage Member States to include, as appropriate, information on the situation of the rights of indigenous peoples, including

[6] A/HRC/17/31, annex.

measures taken to pursue the objectives of the Declaration, in reports to those bodies and during the universal periodic review process.

30. We welcome the increasingly important role of national and regional human rights institutions in contributing to theachievement of the ends of the Declaration. We encourage the private sector, civil society and academic institutions to take an active role in promoting and protecting the rights of indigenous peoples.

31. We request the Secretary-General, in consultation and cooperation with indigenous peoples, the Inter-Agency Support Group on Indigenous Peoples' Issues and Member States, to begin the development, within existing resources, of a system-wide action plan to ensure a coherent approach to achieving the endsof the Declaration and to report to the General Assembly at its seventieth session, through the Economic and Social Council, on progress made. We invite the Secretary-General to accord, by the end of the seventieth session of the Assembly, an existing senior official of the United Nations system, with access to the highest levels of decision-making within the system, responsibility for coordinating the action plan, raising awareness of the rights of indigenous peoples at the highest possible level and increasing the coherence of the activities of the system in this regard.

32. We invite United Nations agencies, funds and programmes, in addition to resident coordinators, where appropriate, to support the implementation, upon request, of national action plans, strategies or other measures to achieve the ends of the Declaration, in accordance with national priorities and United Nations Development Assistance Frameworks, where they exist, through better coordination and cooperation.

33. We commit ourselves to considering, at the seventieth session of the General Assembly, ways to enable the participation of indigenous peoples' representatives and institutions in meetings of relevant United Nations bodies on issues affecting them, including any specific proposals made by the Secretary-General in response to the request made in paragraph 40 below.

34. We encourage Governments to recognize the significant contribution of indigenous peoples to the promotion of sustainable development, in order to achieve a just balance among the economic, social and environmental needs of present and future generations, and the need to promote harmony with nature to

protect our planet and its ecosystems, known as Mother Earth in a number of countries and regions.

35. We commit ourselves to respecting the contributions of indigenous peoples to ecosystem management and sustainable development, including knowledge acquired through experience in hunting, gathering, fishing, pastoralism and agriculture, as well as their sciences, technologies and cultures.

36. We confirm that indigenous peoples' knowledge and strategies to sustain their environment should be respected and taken into account when we develop national and international approaches to climate change mitigation and adaptation.

37. We note that indigenous peoples have the right to determine and develop priorities and strategies for exercising their right to development. In this regard, we commit ourselves to giving due consideration to all the rights of indigenous peoples in the elaboration of the post-2015 development agenda.

38. We invite Member States and actively encourage the private sector and other institutions to contribute to the United Nations Voluntary Fund for Indigenous Peoples, the Trust Fund on Indigenous Issues, the Indigenous Peoples Assistance Facility and the United Nations Indigenous Peoples' Partnership as a means of respecting and promoting the rights of indigenous peoples worldwide.

39. We request the Secretary-General to include relevant information on indigenous peoples in his final report on the achievement of the Millennium Development Goals.

40. We request the Secretary-General, in consultation with the Inter-Agency Support Group on Indigenous Peoples' Issues and Member States, taking into account the views expressed by indigenous peoples, to report to the General Assembly at its seventieth session on the implementation of the present outcome document, and to submit at the same session, through the Economic and Social Council, recommendations regarding how to use, modify and improve existing United Nations mechanisms to achieve the ends of the United Nations Declaration on the Rights of Indigenous Peoples, ways to enhance a coherent, system-wide approach to achieving the ends of the Declaration and specific proposals to enable the participation of indigenous peoples' representatives and institutions, building on his report on ways and means of promoting participation at the United Nations of indigenous peoples' representatives on the issues affecting them.[7]

[7] A/HRC/21/24.

Since the turn of the millennium, the UN system has made solid progress to strengthen its attention and support to indigenous peoples, with the establishment of the UN Permanent Forum on Indigenous Issues and the Expert Mechanism on the Rights of Indigenous Peoples, the appointment of a UN Special Rapporteur on the rights of indigenous peoples—and the adoption of UN Declaration on the Rights of Indigenous Peoples. These developments confirm the relevance and importance of indigenous issues to the core purposes of the United Nations, and provide the UN system with a common normative framework and specialized mechanisms to promote implementation within Members States and the UN system itself.

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