

MDG Reports, CCAs, UNDAFs and Indigenous Peoples: *A Desk Review 2010*

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Introduction:

The Secretariat of the United Nations Permanent Forum on Indigenous Issues (SPFII) conducts desk reviews annually of the Millennium Development Country Reports (MDGRs), Common Country Assessments (CCAs) and the United Nations Development Assistance Frameworks (UNDAFs) as well as Human Development Reports (HDRs). Past reviews have varied in terms of the focus of the reports, either primarily focusing on just MDGRs or CCAs or UNDAFs or incorporating either two or more in these categories. To date SPFII has conducted 46 desk reviews of MDGRs. These past reviews are available on the website of the United Nations Permanent Forum on Indigenous Issues (Permanent Forum) <http://www.un.org/esa/socdev/unpfii/en/publications.html>

This paper analyses five MDGRs for the following countries: Bangladesh (2007), Bolivia (2008), Chile (2008), El Salvador (2009) and Namibia (2008), three UNDAFs for Botswana (2009), Nigeria (2009) and Venezuela (2009) and one CCA for Guatemala (2009). The reports used in this review are available on the United Nations Development Group website.¹

Objectives:

The objectives of this review are to examine the extent to which indigenous peoples are included not only within the context of the MDGRs, CCAs and the UNDAFs but also their involvement in the consultation, preparation and compilation processes for these documents. This review also identifies opportunities and challenges faced by indigenous peoples within the context of the MDGRs, CCAs and UNDAFs. The final objective of this report, is to provide information not only to the Permanent Forum but also to the UN system, Member States and other interested parties on the experiences gathered in terms of the involvement of indigenous peoples in development processes and make recommendations on the approach that can be taken to ensure that indigenous peoples and their issues are included in Millennium Development Goals (MDGs) and other relevant national, regional and international frameworks.

Methodology:

The desk reviews begin with a brief introduction of the country and the indigenous peoples in the country, followed by an overview of each MDGR, CCA or UNDAF then an examination of issues specific to each MDGR, CCA or UNDAF. At the end of this paper there are a number of conclusions and recommendations, including directions that can be taken to ensure inclusiveness of indigenous people's issues.

¹ <http://www.undg.org>

Review of Selected MDG Country Reports

Review of MDG Country Report Bangladesh

Introduction

Bangladesh has a total population of approximately 160 million.² Approximately 2.5 million Bangladeshis are indigenous peoples representing perhaps 45 different ethnic groups.³ The majority of the indigenous population reside in the Chittagong Hill Tracts in the south-eastern section of Bangladesh and practice swidden cultivation. Armed conflict between these peoples and the Government was formally concluded in 1997, but tensions persist around the issue of the full implementation of the terms of the accord. The National Human Rights Council was established in 2007 and began operating in 2008. One of its three members is indigenous.⁴ The Council is tasked with monitoring and enforcing human rights within Bangladesh. The 2008 elections brought the Awami League to power who have pledged to “prevent discriminatory treatment and human rights violations of religious and ethnic minorities and indigenous peoples, to take special measures to secure indigenous peoples’ original ownership of land, bodies of water, and their age-old rights to forest areas, and to repeal all laws and other arrangements discriminatory to minorities, indigenous people and ethnic groups.”⁵ The World Bank classifies Bangladesh as a Low Income economy.⁶

Report Overview

The Midterm Progress Report 2007 (“Report”) presents an update of Bangladesh’s progress toward achieving each of the MDGs. The Report is divided into eight sections addressing each goal in turn and contains detailed charts and tables presenting information regarding the nation’s progress. Overall the Report indicates that significant progress has been made toward achievement of all 8 of the MDGs. Bangladesh has already met seven of the 18 MDG targets, and is on track to meet two others. While progress is lagging in respect to some of the remaining targets, the country remains committed to meeting all of the MDGs by 2015. Steady economic growth of nearly 5% per year in the 1990s and 6% from 2000 through 2007 has been the key to success so far; future progress will depend in large part on the ability to address persistent inequalities stemming from unequal distributions of economic growth and improved delivery of basic health and education services. Increased international aid is needed to ensure success. As this Report was published in 2007, the recent global economic downturn is not reflected in the data or the Report.

²http://ddpext.worldbank.org/ext/ddpreports/ViewSharedReport?&CF=&REPORT_ID=9147&REQUEST_TYPE=VIEWADVANCED. Accessed January 1, 2010.

³ *Indigenous World 2009* at 376.

⁴ *Indigenous World 2009* at 378.

⁵ *Indigenous World 2009* at 379.

⁶http://web.worldbank.org/WBSITE/EXTERNAL/DATASTATISTICS/0,,contentMDK:20421402~pagePK:64133150~piPK:64133175~theSitePK:239419,00.html#Upper_middle_income

What was the extent of the participation of indigenous peoples during the preparation of the Report?

The Report was prepared by the Government of Bangladesh and there is no indication within the Report that indigenous peoples participated in its preparation.

References to indigenous peoples in the Report

The Report makes no direct reference to indigenous peoples and mentions the Chittagong Hill Tracts only once in passing.

Priorities, goals, objectives and outcomes of the Report relevant to the development of indigenous peoples

All 8 of the MDGs are of great importance to the indigenous peoples in Bangladesh and the country's progress towards each goal will undoubtedly impact the lives of many indigenous peoples. Regional disparities persist however, as noted, for instance, in conjunction with infant mortality rates in the Chittagong Hill Tracts, and insofar as these regional disparities impact indigenous peoples with greater force, efforts to address these problems must be redoubled.

Are there any objectives in particular that might have an adverse effect on the indigenous peoples?

Working towards the MDGs themselves will have positive effects on the indigenous peoples of Bangladesh. Disaggregating data concerning the development status and policy outcomes for indigenous peoples however is necessary to guard against unintended consequences.

Main challenges for the inclusion of indigenous issues identified in the Report

The main challenge presented by the Report is increasing the recognition of indigenous peoples in the country and disaggregating the data needed to directly address their specific development needs.

Implementation strategies and actions relevant to indigenous peoples

The Report is largely centered on a review of data regarding the MDGs and their indicators rather than a policy analysis of programs in place or planned to meet them. It is clear however that, given the observed regional disparities in child mortality rates in the Chittagong Hill Tracts, new programs and greater efforts are needed in this area to ensure equitable progress towards the goal of reducing child mortality.

Inclusion of indigenous peoples in monitoring and evaluation processes and indicators

The report makes no specific provisions for the inclusion of indigenous peoples in the monitoring and evaluation of progress towards the MDGs. The data presented focuses on the national level development status and provides little data on regional or ethnic patterns.

Examples of good practices illustrated in the UNDAF/ lessons learnt

The Report's observation of poor progress in reducing child mortality in the Chittagong Hill Tracts is an important insight that should guide work in this field within Bangladesh. Although the national level progress towards the MDGs has been substantial, efforts to disaggregate statistics and data concerning indigenous peoples will be important going forward to ensure both that the development gains are broadly shared across all sectors of the population and that policies that are ineffective in addressing the needs of indigenous peoples can be recognized and appropriately tailored to the specific situations facing indigenous peoples.

Cost of inclusion/marginalization of indigenous peoples

Despite the broad successes Bangladesh has obtained in meeting the MDGs to date, the cost of inadequately acknowledging indigenous peoples directly and devising tailored programming to meet their development needs in the context of the MDGs is potentially significant. Programs and policies that are effective in other populations within Bangladesh may not prove effective in addressing the needs of indigenous peoples. Without disaggregated data of development outcomes, limited resources may be used on suboptimal programs.

Conclusion

Bangladesh has made substantial progress towards the MDGs. Attempts to equalize the gains from this progress across the nation's population are needed however. Although the Chittagong Hill Tracts are mentioned only once in this report, it is reasonable to conclude that indigenous peoples and other historically and chronically disadvantaged citizens are particularly at risk of missing out on the nation's overall progress, and every effort must be made to ensure not only that the broad targets of the MDGs are met, but that the goals are met in relation to all segments of society as well.

Review of MDG Country Report Bolivia

Introduction

Bolivia is an interior South American country bordering Peru, Chile, Argentina, Paraguay and Brazil. Bolivia has a total population of 9.68 million⁷ and 62% of the population is indigenous.⁸ Of the 36 recognized indigenous peoples in Bolivia, the Quechua and Aymara in the western Andes represent 91.5% of the total indigenous population.⁹ Bolivia voted for the United Nations Declaration on the Rights of Indigenous Peoples in 2007 and adopted it into law. President Evo Morales is himself indigenous and has made the challenges confronting indigenous peoples central to his administration's policies. The World Bank classifies Bolivia as upper middle income economy.¹⁰

Report Overview

The Report is an in depth analysis of Bolivia's progress towards the MDGs and the main body of the report contains chapters dedicated to each goal. Each chapter contains sections on the relevant indicators attached to each MDG and a presentation of the country's current progress, discussion of the policies in place and planned, and an analysis of the data on national, urban/rural, and ethno-linguistic levels.

Although Bolivia is firmly committed to the achievement of the MDGs and has seen significant progress, challenges persist, especially in addressing the rural/urban and indigenous/non-indigenous divides on various measures. For instance, in relation to MDG 1, reducing poverty, extreme poverty rates have declined from 41.2% in 1996 to 37.7% in 2006. The target for 2015 is 24.1% and it will require significant work to meet this goal. Poverty rates are not uniform in the country; ranging from 66.7% in the Department of Potosi to 25.1% in the Department of Santa Cruz. Poverty rates among indigenous peoples (48.8%) are also far higher than either the national (37.7) or non-indigenous rates (21.3%).

MDG 2, universal primary education, has also seen mixed results to date. Although illiteracy is likely to be eliminated prior to 2015, there has been a mild decrease in primary education availability, from 94.3% in 2001 to 92.7% in 2006. While the retention rate through grade 8 has risen from 74% to 75.6% in those same 5 years, it is projected that Bolivia will attain only 88.7% retention by the 2015 deadline. Illiteracy however is likely to be eliminated prior to 2015 as the current rate among the total population is only 10.8% and among those aged 15-24 a mere 1.5%. Again, rural departments and, to a lesser extent, indigenous communities fare less well on the educational measures and will need further policy interventions if they are to achieve the MDG 2.

⁷http://ddpext.worldbank.org/ext/ddpreports/ViewSharedReport?&CF=&REPORT_ID=9147&REQUEST_TYPE=VIEWADVANCED. Accessed December 30, 2009.

⁸ Indigenous World 2009 at 174.

⁹ Indigenous World 2009 at 174.

¹⁰ http://web.worldbank.org/WBSITE/EXTERNAL/DATASTATISTICS/0,,content MDK:20421402-pagePK:64133150p-piPK:piPK:64133175-theSITEPK:239419,00.html#Upper_middle_income. Accessed January 2, 2009

In relation to MDG 3, gender equality, despite success in closing the education gap between men and women, women still lag behind men in political and workforce measures. These gaps in favor of men are somewhat more pronounced in indigenous communities and vary also at the departmental level.

In addressing MDGs 4 and 5 concerning infant and maternal mortality, Bolivia has recorded a decrease in infant mortality from 67.3 per 1000 live births to 53.6 between 2001 and 2006, although vaccination rates have fallen from 92 to 82.6 in that same period. Maternal mortality rates per 100,000 live births have fallen from 416 in 2001 to 229 in 2006, and the number births attended by medical professionals has risen from 51% to 65%. On both measures striking departmental level disparities persist, and results in indigenous communities tend to be worse than those in non-indigenous areas.

These successes however are balanced by the need for further efforts in tackling the problems of HIV/AIDs and other diseases in relation to MDG 6. HIV/AIDs prevalence increased from 9.4 per thousand to 19.2 between 2001 and 2006. Malaria rates rose from 4.6 per thousand to 5.2, although Chagas rates fell dramatically over those years. Cure rates for tuberculosis patients are increasing, but are not projected to meet guidelines by 2015.

Work toward MDG 7, concerning environmental sustainability, has seen generally positive results. Forest cover and protected-area targets are on track as is the reduction in ozone-depleting chemicals. Access to clean water and basic sanitation has improved and are both projected to meet the goals by 2015. Rural areas lag on these last two measures, and while the distinction between indigenous and non-indigenous areas in access to clean water is not terribly pronounced, nearly 75% of indigenous-majority population towns do not have basic sanitation coverage, compared to only 24.5% of indigenous-minority towns.

Progress towards the global partnerships of MDG 8 are also lagging as trade barriers persist, especially in the agricultural sector, and as developed countries have not expanded their aid programs as significantly as envisioned.

Participation of indigenous peoples during the preparation of the Report

The report was prepared by the Government of Bolivia and does not indicate whether indigenous organizations directly participated in its preparation.

References to indigenous peoples in the Report

The Report thoroughly integrates indigenous peoples into nearly all chapters. Although the discussion of MDGs 6, 7 and 8 does not mention indigenous peoples, the remaining chapters all contain disaggregated data and discussion of results in relation to indigenous peoples. Even in areas where direct data is lacking, the report uses overall population statistics as a proxy in order to determine the results on various measures for indigenous-minority, indigenous-mixed, and indigenous-majority communities.

Priorities, goals, objectives and outcomes of Report relevant to the development of - indigenous peoples

While the MDGs are important for indigenous peoples in all countries, their importance is especially marked in an indigenous-majority country such as Bolivia. Given this demographic reality, and the widespread economic challenges of the country, nearly all development objectives necessarily will include improvements in the welfare of indigenous peoples. The report makes clear however, that the achievement gaps between indigenous and non-indigenous peoples in relation MDG 1, poverty reduction, MDG 3, gender equity, and MDG 5, maternal mortality, are particularly pronounced and deserve increased focus.

In relation to MDG 1, the poverty rate among indigenous peoples (48.8%) is far higher than either the national (37.7) or non-indigenous rates (21.3%).

For MDG 3, the gender gap in graduation rates from grade 8 are negative for women in 57.5% of all towns with a predominantly indigenous population (66% or greater) as contrasted with 40.8% of all towns with a minority indigenous population (33% or less). Similarly, in 33.3% of predominantly indigenous towns no women serve on the municipal council as opposed to only 20.8% of minority-indigenous towns.

Concerning MDG 5, professional attendance at birth is lower in areas with larger indigenous populations. For instance, in 52.5% of predominantly indigenous towns, less than 50% of all births take place in an institutional setting. By contrast, only 44.9% of minority-indigenous towns have such low rates of births in medical facilities.

Are there any objectives in particular that might have an adverse effect on the indigenous peoples?

Although none of the objectives are likely to have a direct adverse effect on indigenous peoples, the outcome gaps on various measures indicate that not all policies have had equally beneficial impacts for indigenous and non-indigenous peoples. While the Government is keenly aware of this difficulty, it is clear that additional efforts are needed to overcome the long history of discrimination and under-development.

Main challenges for the inclusion of indigenous issues identified in the Report

This report clearly demonstrates Bolivia's focus on mainstreaming indigenous issues in its progress towards the MDGs and the inclusion of indigenous peoples in measuring its success.

Examples of good practices illustrated in the Report

The presentation of data disaggregated by ethno-linguistic categories is an excellent practice and will prove enormously beneficial to the Government in identifying areas where improvement is needed. Not only does this practice identify areas where indigenous peoples are facing particular challenges, but it also provides a factual basis for determining where factors other than indigenous status, such as living in a rural as opposed to urban area, appears to be determinative of social outcomes.

Cost of inclusion/marginalization of indigenous peoples

As a majority-indigenous country, for Bolivia to meet the MDGs it would be necessary to substantially improve outcomes for indigenous peoples in relation to each of the goals. That the Government has been so forthright in addressing the concerns and challenges facing indigenous peoples is thus very welcome. The costs of long-term marginalization however have been high, and there is still much work to do to overcome the inequality.

Conclusion

Bolivia's report provides welcome information regarding the status of the MDGs in relation to the country as a whole and specifically in relation to the indigenous peoples living there. The use of ethno-linguistically disaggregated data is especially useful and stands as an example of good methodological practice that other countries could emulate. Although greater clarity regarding the methodology used to extrapolate results would be helpful, it is clear that Bolivia has made real progress and has worked hard to develop policies that are aimed to help its diverse population meet the challenges of the MDGs.

Review of MDG Country Report Chile

Introduction

Chile with a population of 16.76 million borders Peru and Bolivia to the north, Argentina to the east, and the Pacific Ocean along its western coast. Approximately 6.6% of the population identifies as indigenous, 87.2% of them as Mapuche, 7.8% as Aymara, and smaller numbers of at least seven other indigenous peoples; 69.4% of the indigenous population live in urban areas.¹¹ The World Bank classifies Chile as an Upper Middle Income Country.¹²

Report Overview

The Report reviews Chile's progress towards each of the 8 MDGs, dedicating one chapter to each goal. A final chapter concerning Chilean public policy in a rights based context discusses the legal and policy advances in securing human rights for all Chileans.

Since the restoration of democracy in 1990 Chile has made significant progress at all levels of social and economic development and is on track to meet nearly all of the MDGs and indicators. The poverty reduction aims of MDG 1 have already been accomplished and the percentage of the population with an income of less than one dollar per day has been reduced from 3.6% to 1.1% since 1990, while the share of national monetary income for the lowest quintile has risen from 4.3% to 4.7% between 2000 and 2006. Overall poverty rates for the nation fell between 1990 and 2006 from 38.8% in rural areas and 38.5% in urban areas in 1990 to 12.3% and 14.0% respectively. For indigenous peoples, extreme poverty rates fell from 11% in 1990 to 4.7% in 2001, as the overall poverty rate declined from 35.1% to 19%.

Although none of the educational goals of MDG 2 have yet been attained, the trend for each indicator is positive and Chile is in a position to meet these objectives by 2015 as these selected results show. Matriculation in primary and secondary schools stands at 88%, the same as in 1990 and still short of the 95% target for 2015. The literacy rate among 15-24 year olds is nearly universal at 98.7%. Retention rates through Primary and Secondary grades have risen from 69.9% to 91.4% and the proportion of 15-65 year olds with less than 8 years of schooling has fallen from 31% to 17.6%.

Although there has been progress in relation to gender equality and MDG 3, the percentage of women in Parliament is still only 12.6%. While this is an improvement from the 6% of 1990, reaching the goal of 40% participation by 2015 is probably unlikely. Educational parity has been achieved at the level of middle schooling, although not at basic or superior educational levels. Literacy rates are slightly in favor of women in the 15-24 year old cohort. Women's participation in the salaried non-agricultural

¹¹ Indigenous World 2009 at 218.

¹²http://web.worldbank.org/WBSITE/EXTERNAL/DATASTATISTICS/0,,contentMDK:20421402~pagePK:64133150~piPK:64133175~theSitePK:239419,00.html#Upper_middle_income. Accessed December 30, 2009.

sector has risen from 31.5% in 1990 to 36.5% in 2006 and is close to the 2015 target of 40%.

MDGs 4 and 5 relating to infant and maternal mortality both show positive trends with the overall infant mortality rate/1000 live births falling from 16 to 7.9 between 1990 and 2005 and the maternal mortality rate/100,000 live births declining from 40 in 1990 to 19.8 in 2005.

The Report states that it is possible to stop and begin to reduce the spread of HIV/AIDS by 2015 although greater efforts are needed. HIV prevalence among pregnant women has held steady since 2000 and the percentage of individuals 15-24 years old with full and correct knowledge about HIV/AIDS has risen from 35 to 70% between 1990 and 2005. Tuberculosis rate has fallen from 41.3 to 14.2 percent in this period as well.

The basic environmental goals of MDG 7 are also likely to be met as Chile has incorporated principles of sustainable development into its public policy, dramatically reduced the percentage of persons lacking access to clean water (from 2.6 to 0.2% in urban areas and from 23.5% to 21% in rural) and basic sanitation services (from 17.4% to 4.8%) since 1990, and made significant improvements to the lives of those living in urban slums. While in 2002 10.65% of the urban population lived in slums, the rate declined to 2.49% in 2006. Forest cover levels have improved nominally since 1990, from 20.18 to 20.88%, and there have been similar modest increases in the percentage of protected areas on land and in coastal areas.

Chile has also taken on the challenges of MDG 8 and increased its level of involvement in international development projects through the Agencia de Cooperacion Internacional, providing assistance in a full range of economic and social development projects throughout Latin America and the Caribbean.

Participation of indigenous peoples during the preparation of the Report

The report was drafted by the Government of Chile in conjunction with the United Nations System. Indigenous peoples did not participate in its preparation.

References to indigenous peoples in the Report

The report repeatedly refers to indigenous peoples, principally in the chapter concerning MDG 1, poverty reduction, and in the final chapter discussing Chile's rights based approach to public policy. While the Report's discussion of poverty rates among indigenous peoples is ample and makes use of disaggregated data to discuss the particular challenges they face, this level of focus is lacking in the other chapters concerning the MDGs, despite the presentation of data disaggregated by national regions. The final chapter which discusses Chile's public policy stance concerning the rights of indigenous peoples is very encouraging, but further efforts to mainstream these important principles into the MDG development framework in the areas of education, health and environment is needed.

Priorities, goals, objectives and outcomes of the Report relevant to the development of indigenous peoples

While progress towards the MDGs will undoubtedly resound to all Chileans including indigenous peoples, it is vital that indigenous people be consulted during the early stages of policy planning and development in order to ensure that their perspective is fully incorporated into those programs that will affect them. For instance, as discussed on page 61, the establishment of national-level educational standards is an important effort to raise the quality of education in Chile. Early involvement of indigenous peoples in developing these standards would help to ensure that the standards are both relevant to them and fully reflect Chile's commitment to building a democratic society free of discrimination. As the report notes at page 216, significant disparities persist among indigenous peoples in education, health, income and poor work conditions and continued efforts are needed to erase these gaps. Chile has ratified ILO Convention 169 which covers indigenous peoples' rights including the following: health, education, employment and vocational training

Are there any objectives in particular that might have an adverse effect on the indigenous peoples?

Although none of the projects discussed in the report present immediate concerns of adverse impact on indigenous peoples, explicit ongoing efforts to involve indigenous peoples in the design and implementation of policy at all levels is needed to ensure that programs account fully for their specific cultural and developmental needs and that mechanisms are in place to redress unequal distribution of development benefits and potential unforeseen disadvantages that may follow from some projects.

Main challenges for the inclusion of indigenous issues identified in the Report:

This Report shows Chile's commitment to addressing the history of discrimination against indigenous peoples and the incorporation of indigenous peoples into the country's continued development. Nevertheless, more work is needed to further mainstream indigenous peoples into the discussion of progress in relation to each of the MDGs, not only in relation to poverty reduction efforts, but also in education, gender, health, and the environment.

Inclusion of indigenous peoples in monitoring and evaluation processes and indicators

Although the report demonstrates that Chile tracks poverty rates among indigenous peoples, it is necessary to make similar use of disaggregated data in relation to the other MDG indicators in order to fully assess the results of the country's efforts in relation to indigenous peoples.

Examples of good practices illustrated

The presentation of disaggregated data specific to indigenous peoples in relation to poverty is an excellent practice and should be extended to other areas. The integration of Chile's rights based policy initiatives into the report on the MDGs is also very helpful in understanding the country's current policy regarding indigenous peoples.

Cost of inclusion/marginalization of indigenous peoples

As the Report acknowledges, significant disparities between indigenous and non indigenous peoples within Chile still exist and developing policy mechanisms to redress these imbalances is necessary. Such work requires the full involvement of indigenous peoples and the mainstreaming of their concerns into all development initiatives, both as a matter of democratic participation, and, at a practical level to ensure that any policies enacted will effectively address the specific issues facing indigenous peoples.

Conclusion

Chile's report is encouraging in the level of attention dedicated to indigenous peoples. The use of disaggregated data and substantive discussion of issues of direct relevance to indigenous peoples seen in relation to MDG 1 should be carried over to the remaining sections in order to provide a fuller picture of the current status of indigenous peoples and to assist the Government in identifying areas of ongoing concern where additional policy interventions are necessary.

Review of MDG Country Report El Salvador

Introduction

El Salvador has an estimated total population of 6.8 million¹³ including three distinct indigenous peoples, the Nahua/Pipiles, the Lencas, and the Cacaopera.¹⁴ The Nahua/Pipil language is the only one surviving to a significant degree, and even it is spoken by only some families in the western portion of the country.¹⁵ The Nahua/Pipil represent the largest indigenous population in El Salvador, and while precise population data is lacking, it is estimated that indigenous peoples represent 10-13% of the total population of El Salvador.¹⁶ The World Bank classifies El Salvador as a Lower Middle Income economy.¹⁷

Report Overview

Sin Excusas was published in 2009 and reviews El Salvador's efforts to achieve the MDGs. The body of the Report is divided into five chapters describing the MDGs in general, the progress of El Salvador to date, projections of the work to be done in the time until 2015, strategies for achieving the goals and finally, general suggestions on what must be done in the next 6 years to ensure success. The report does not specifically discuss indigenous peoples nor does it reflect specific efforts to collect information or insights from indigenous peoples in compiling this information or planning for the future.

Chapter One

The first section of the Report describes the MDGs, their history and purpose, emphasizing that the MDGs represent a challenge to all nations, not only those in the developing world. Each country is tasked with the responsibility of interpreting and implementing the MDGs within its own domestic contexts. The MDGs are interlocking goals in many respects, and success in reaching one goal is highly correlated with achieving results on others. Individual countries thus must take care in establishing policies to ensure that this synergy is fully captured and utilized to ensure best results.

Chapter Two

The effect of the economic crisis on El Salvador has been dramatic. Economic growth is projected to be slow or non-existent next year and growth in remittances from Salvadorans abroad has contracted from 18% in 2006 to 2.5% in 2008. Total poverty rates have also climbed from 2006 to 2007 by nearly 4 points to 34.6%. The crisis impacts not only household incomes but also the national budget and threatens the very social programs that are needed to successfully achieve the MDGs.

¹³ <http://data.un.org/CountryProfile.aspx?crName=El%20Salvador#Summary>. Accessed Dec 8, 2009.

¹⁴ <http://www.ruta.org/admin/biblioteca/documentos/163.pdf> at page 13. Accessed Dec 29, 2009.

¹⁵ <http://www.ruta.org/admin/biblioteca/documentos/163.pdf> at page 14. Accessed Dec 29, 2009.

¹⁶ <http://www.ruta.org/admin/biblioteca/documentos/163.pdf> at page 13. Accessed Dec 29, 2009.

¹⁷ http://web.worldbank.org/WBSITE/EXTERNAL/DATASTATISTICS/0,,contentMDK:20421402~pagePK:64133150~piPK:64133175~theSitePK:239419,00.html#Upper_middle_income

High levels of historic inequality and the aftermath of the long civil war of the 1980s mean that the 1991 base year for measuring progress toward the MDGs represents a particularly low level of development in El Salvador. The political and social reforms that have followed the peace accords of 1992 have led to substantial economic and social progress. Extreme poverty rates have already been halved in accord with the 2015 goal and now stand at 10.8% versus 28.2% in 1991. Universal primary education is within reach, as rates already stand at 94.8%. Retention rates and literacy rates are also high. Gender equality at the primary school level has been achieved and although there has been a slight increase in inequality, women still hold a 45.5% share in the paid non-agricultural job market. Child and maternal mortality rates, vaccination levels and adolescent pregnancy levels are all already at or within range of the 2015 targets in accordance with MDG 6. HIV/AIDS and other diseases are also being successfully addressed, although cultural and sexual mores in the country present challenges in increasing the use of contraceptives for instance. Progress on the environmental goals of MDG 7 is far less pronounced however as the country continues to grow and develop. Decreases in carbon emissions and the release of ozone depleting substances and a modest increase are balanced by an increase in the proportion of species in danger of extinction. Access to clean water and sanitary latrines has increased dramatically, although the rural areas lag far behind the urban sections of the country.

This section of the report also observes at page 20 that many of the inequalities that are so problematic are grounded in the country's ethnic diversity. The rural/urban divide is also an area of concern. Real and sustainable success in achieving the MDGs will require that these disparities be fully addressed and that progress be well distributed across all sectors of the country.

Chapter Three

The third chapter presents projections of achievement rates for the various indicators and targets of the MDGs based on current trends. The projections indicate that the following indicators are in danger of not being met: the proportion of underweight children under the age of 5 (MDG 1); universal retention of students entering 1st grade until 5th grade (MDG 2); equal political representation of women in the Legislature and a gender-neutral distribution of paid non-agricultural jobs (MDG 3); universal prenatal care (MDG 5); universal diffusion of basic knowledge of HIV/AIDS (MDG 6). A lack of available data limits the ability to make projections regarding the environmental and sustainability measures of MDG 7.

Chapter Four

This section suggests specific strategies to ensure successful attainment of the MDGs. Observing the synergies that exist between the various goals and indicators of the MDG program, the Report advocates for a systemic integration of the MDGs into the policies of all relevant Governmental agencies. An example of such a cross-cutting program that addresses multiple MDGs at one time is increased access to clean water, which reduces infant mortality and addresses the sustainability goals of MDG 7. The MDGs cannot be achieved in isolation or through isolated policies, but require integration into the country's overall development policy across institutional lines.

Chapter Five

Chapter five discusses the importance of social and capital spending in achieving the MDGs and fostering development, and the dangers the current economic crisis presents to the national budget. If the downturn results in reductions in investment in social services and long-term infrastructure, both physical and institutional, the prospects of even maintaining the current progress dim substantially. Continued investment in well chosen programs is essential even in the face of limited resources.

The report also notes that even as the nation has urbanized, rural poverty rates have continued to increase at a higher rate than urban poverty. Nevertheless, a number of highly successful rural poverty programs have been implemented and analogues to address the specific problems in urban areas are now needed.

Participation of indigenous peoples during the preparation of the Report

The Report was prepared by the Government of El Salvador in cooperation with the United Nations System in El Salvador, and offers no indication of the participation of indigenous peoples in its production.

References to indigenous peoples in the Report

The Report makes no direct reference to indigenous peoples although it does note at page 20 that many of the obstacles to development that Latin America faces arise in the context of multi-ethnic societies with high levels of inequality between ethnic groups.

Priorities, goals, objectives and outcomes of MDGs relevant to the development of indigenous peoples

All 8 of the MDGs are of great importance to the indigenous peoples in El Salvador and the country's progress towards each goal will undoubtedly impact the lives of many indigenous peoples. Regional and geographical development disparities persist however, and social outcomes in rural areas are generally worse than in urban areas especially in terms of health and social service delivery. As the report does not disaggregate its data by region, by rural/urban categories, or in relation to indigenous peoples, it is difficult to determine which MDG or policies are most immediately significant to indigenous peoples.

Are there any objectives in particular that might have an adverse effect on the indigenous peoples?

Working towards the MDGs themselves will have positive effects on the indigenous peoples of El Salvador. Disaggregating data concerning development status and policy outcomes for indigenous peoples however is necessary to guard against unintended consequences in relation to specific undertakings.

Main challenges for the inclusion of indigenous issues identified in the Report

Acknowledging the indigenous peoples in the country and disaggregating data concerning their development status and needs is the most significant challenge at

present. Without this recognition and information it is not possible to develop effective policies or programs to meet the needs of the indigenous peoples in El Salvador.

Inclusion of indigenous peoples in monitoring and evaluation processes and indicators

Indigenous peoples are not directly included in the monitoring and evaluation processes and indicators.

Examples of good practices/lessons learnt illustrated in the Report

The Report itself usefully clarifies two aspects of the MDGs. First, that the goals, while general and universal, must be particularized to the needs and contexts of the individual countries, and secondly that each of the goals is to a large degree interconnected. These two aspects imply that the MDGs must be pursued in a manner that is both particularized and holistic, recognizing the distinct needs of the country in question and developing policies in response, and taking into account the ways in which policies in different sectors can be mutually reinforcing in achieving the development goals.

Cost of inclusion/marginalization of indigenous peoples

Although there are inevitably marginal costs in developing programs directed towards indigenous peoples, these must be weighed against the cost of implementing national policies that are ineffective when applied in the context of indigenous families and communities. As the Report observes, in order to be effective, the MDGs must be particularized and reconceived in the context of each participating country. Likewise, the MDGs must also be reconceived and tailored to the specific needs and priorities of the indigenous peoples within El Salvador in order to truly fulfill their promise of closing the development gaps between the poor and wealthy.

Conclusion

El Salvador has made great strides towards achieving the MDGs. The most significant immediate challenge is maintaining momentum during the current economic crisis. In order to solidify and expand the advances already made, it will be important that the various Government actors and programs work in concert to design and effectuate programs that will work together to achieve El Salvador's development goals. Moreover, special focus must be placed on the importance of designing, in consultation with affected parties, culturally appropriate solutions to these development challenges. Although this report explicitly emphasizes the importance of this approach on a national level, it should not be forgotten that it is equally applicable on a sub-national level, particularly in relation to indigenous peoples.

Review of MDG Country Report Namibia

Introduction

The Republic of Namibia in southern Africa borders on Angola, Botswana and South Africa and the Atlantic Ocean and has a population of 2.1 million.¹⁸ Namibia is classified as a “middle income” country although income and wealth are unevenly distributed within the country.¹⁹ The indigenous peoples of Namibia comprise approximately 8% of the total population. Indigenous peoples include the San or Bushmen, the pastoralist Himba in the northwest and Herero in central and eastern Namibia and the Khoespeaking Nama who live primarily in the west-central portion of the country and many of whom are engaged in small-scale livestock production. The Afrikaans speaking Rehoboth Basters in the south of Namibia also self-identify as indigenous. The World Bank classifies Namibia as an Upper Middle Income economy.²⁰

Report Overview

The 2nd MDGR for Namibia in 2008 is a joint effort of the Republic of Namibia and the United Nations in Namibia and highlights the nation’s achievements and progress towards each of the 8 MDGs as well as identifying the areas in which progress is lagging. At present only the Executive Summary has been published online through the United Nations Development Group. This Executive summary contains brief textual descriptions of Namibia’s status with regard to each of the 8 Goals and a table of the MDG indicators and their likelihood of achievement in Namibia by the 2015 deadline.

Of 45 indicators monitored in conjunction with the MDGs, Namibia has already achieved the following 6:

- 1) Reduction of severely poor heads of households
- 2) Retention rate of students through grade 8
- 3) Gender equality in secondary education
- 4) Gender equality in literacy rates
- 5) Reductions in HIV prevalence among 15-19 year olds
- 6) Decline in incidence of malaria.

While the report classifies another 26 goals as either likely (15) or possible (11), it also indicates that the following targets are unlikely to be achieved by 2015:

- 1) Net primary school enrolment
- 2) Youth Illiteracy rate
- 3) Infant mortality rate

¹⁸http://ddpext.worldbank.org/ext/ddpreports/ViewSharedReport?&CF=1&REPORT_ID=9147&REQUEST_TYPE=VIEWADVANCED&HF=N&WSP=N. Accessed December 30, 2009.

¹⁹ <http://www.undg.org/docs/10517/Namibia-MDG-Report.pdf>. Accessed December 30, 2009.

²⁰http://web.worldbank.org/WBSITE/EXTERNAL/DATASTATISTICS/0,,contentMDK:20421402~pagePK:64133150~piPK:64133175~theSitePK:239419,00.html#Upper_middle_income. Accessed December 30, 2009.

- 4) Under five mortality rate
- 5) Maternal mortality rate
- 6) Freehold land conservancies
- 7) Community forestry
- 8) Percentage of rural and urban households with access to basic sanitation

Participation of indigenous peoples during the preparation of the Report

The report does not indicate that it has been prepared with the participation of any indigenous peoples or indigenous people's communities.

References to indigenous peoples in the Report

The report makes no reference to indigenous peoples.

Priorities, goals, objectives and outcomes of the Report relevant to the development of indigenous peoples.

All 8 of the MDGs are of great importance to the indigenous people in Namibia and the country's progress towards each goal will undoubtedly impact the lives of many indigenous peoples. As the report does not disaggregate its data by region or in relation to indigenous peoples, it is difficult to determine which MDGs or policies are most immediately significant to indigenous peoples.

Are there any objectives in particular that might have an adverse effect on the indigenous peoples?

The MDGs themselves are clearly beneficial to all Namibians, including indigenous peoples and their achievement does not necessarily imply any adverse effects on indigenous peoples. Nevertheless, as the executive summary provides only data and statistical trends and does not describe policies undertaken or planned in relation to the various goals and indicators it will be important to carefully monitor the programs that are implemented to ensure both that benefits are equally distributed among indigenous and non-indigenous peoples and that any unintended negative impacts on indigenous peoples are addressed and mitigated promptly.

Main challenges for the inclusion of indigenous issues identified in the Report

Increased recognition of the indigenous peoples and the development of policies directed clearly towards their needs are crucial challenges for Namibia. The development and use of disaggregated data will be essential in this process in order to better understand the particular needs and challenges facing indigenous peoples.

Cost of inclusion/marginalization of indigenous peoples

Effective policy-making requires acknowledgement of the distinct needs and challenges of the indigenous peoples in Namibia and their involvement in both the design and implementation of programs that will affect them.

Conclusions

Until the full report is published, it is difficult to reach conclusions regarding the status of indigenous peoples in Namibia in the context of the MDGs. The Executive Report is silent on indigenous peoples, and it will undoubtedly be important to continue to mainstream indigenous issues within Namibia's development framework.

Review of selected UNDAF

Review of UNDAF Botswana

Introduction

Botswana is a constitutional democracy located in the interior of southern Africa with a population of approximately 6.7 million.²¹ It is a middle income country owing largely to its successful diamond industry.²² Although the Botswana Government does not recognize any indigenous peoples, approximately 52,000 San live in Botswana, living primarily in rural areas and practicing agriculture and raising livestock.²³ Additionally, approximately 1500 identify as Nama in the south-west of the country and 2200 Balala in the south. In all, 3.4% of the total population of Botswana self-identifies as indigenous.²⁴ Botswana voted for the Declaration of the Rights of Indigenous Peoples in 2007.²⁵ The World Bank classifies Botswana as an Upper Middle Income economy.²⁶

Disputes over access to land and resources in the Central Kalahari Game Reserve resulted in a 2006 court decision granting the right to reoccupy and hunt the land to its previous occupants including the indigenous San and Bakgalagadi. Disputes continue over the status of the Government's implementation of this ruling, and as of the end of 2008 hunting rights were still unavailable.²⁷

Report Overview

The UNDAF outlines the planned areas of collaboration between the United Nations and the Government of Botswana for the years 2010-2016. The UNDAF complements the Government's National Development Plan Ten (NDP 10) and establishes desired outcomes in five areas taken from the priorities of the NDP10:

- 1) Governance and Human Rights Promotion: Outcome 1: Effective and efficient delivery of services for fulfillment of human rights.
- 2) Economic Diversification and Poverty Reduction: Outcome 2: A diversified economy whose growth is rapid, inclusive, sustainable and generates decent employment opportunities by 2016.
- 3) Health and HIV/AIDS: Outcome 3: Country capacity to address health and HIV/AIDS challenges towards achieving universal access to quality services is strengthened by 2016.
- 4) Environment and Climate Change: Outcome 4: By 2016, the rural poor, especially women, enjoy greater benefits from the environment and natural ecosystems

²¹http://ddpext.worldbank.org/ext/ddpreports/ViewSharedReport?REPORT_ID=9147&REQUEST_TYPE=VIEWADVANCED. Accessed Dec 29, 2009.

²² <http://www.botswanaun.org/faq.htm>

²³ Indigenous World, 2009 at 565.

²⁴ Indigenous World 2009 at 565.

²⁵ Indigenous World, 2009 at 565.

²⁶http://web.worldbank.org/WBSITE/EXTERNAL/DATASTATISTICS/0,,contentMDK:20421402~pagePK:64133150~piPK:64133175~theSitePK:239419,00.html#Upper_middle_income. Accessed January 3, 2009.

²⁷ Indigenous World at 567ff.

- 5) Children, Youth and Women's Empowerment: Outcome 5: Increased child, youth and women empowerment and participation at all levels by 2016.

The Report identifies the added value of the United Nations to lie in the areas of supporting the establishment of norms and standards in accordance with international conventions and treaties Botswana has acceded to or ratified; facilitating coordinated action between Government, civil society and development partners; and strengthening capacity to monitor progress towards international and national goals.

The Report is divided into 6 chapters. After the introductory chapter, chapter 2 contains brief one page descriptions of each of the five UNDAF outcomes paired with three to four Country Program Outcomes. Chapter 3 briefly covers initiatives outside the UNDAF results matrix. Chapter 4 discusses implementation and coordination between the United Nations and the Government, while Chapter 5 provides estimated resource requirements for the UNDAF. Finally, Chapter 6 contains three lengthy annexes: a Results Matrix, Agency Briefs, and the Monitoring and Evaluation Framework.

Participation of indigenous peoples during the preparation of the UNDAF

The UNDAF was prepared by the Government of the Republic of Botswana and the United Nations System in Botswana without participation of indigenous peoples.

References to indigenous peoples in the UNDAF

The Report contains neither direct mention of indigenous peoples nor any reference to issues specific to them.

Priorities, goals, objectives and outcomes of UNDAF relevant to the development of indigenous peoples

Despite the lack of direct focus on indigenous peoples in the Report, each of the five outcome areas are likely to have at least some relevance to the development of indigenous peoples. The most significant areas however would appear to be Governance and Human Rights Promotion and Environment and Climate Change.

The Country Program (CP) Outcomes and Outputs of particular relevance to indigenous peoples are:

- 1) CP Output 1.1.4: Effective coordination of collection, analysis and use of quality disaggregated data (statistics) in decision making.
- 2) CP Outcome 1.2: Strengthened Human Rights institutions to respond to the rights of vulnerable groups including youth, children, women, refugees and persons with disabilities.
- 3) CP Output 1.2.1: Human rights institutions strengthened for enhanced equality and equity (by gender, minority status, socioeconomic status) and specific vulnerable groups.

- 4) CP Output 2.2.4: Effective social protection mechanisms are established based on vulnerability assessments, research and analysis
- 5) CP Outcome 4.1: Inclusive policy and institutional environment for sustainable natural resource management. As natural resources owners, the inclusion of indigenous peoples in relevant policies is crucial. Good practices or sustainable traditional methods of resource management that indigenous peoples have used since time immemorial can be considered.
- 6) CP Output 4.1.1: Improved access to information for decision-making by all stakeholders (Government, civil society, private sector and individuals). Indigenous peoples should be given the opportunity to be part of decision-making processes for example through inclusive policies that encourage them to contribute to the processes and other avenues that will allow for the inclusion of indigenous peoples' issues into mainstream development efforts.
- 7) CP Output 4.2.2: Enhanced capacity of rural communities, especially women and youth for ecosystem management and benefit acquisition.

Are there any objectives in particular that might have an adverse effect on the indigenous peoples?

None of the identified objectives seem likely to have any clear adverse effect on the indigenous peoples of Botswana, but without their direct participation in the preparation of the Report it will be necessary to carefully monitor the programs that are implemented to ensure both that benefits are equally distributed and that any unintended negative impacts are addressed and mitigated promptly.

Main challenges for the inclusion of indigenous issues identified in the UNDAF

As is seen in the ongoing dispute around the Central Kalahari Game Reserve, the pursuit of apparently desirable environmental and conservation goals can result in conflict when policies are implemented without the free, prior and informed consent of the affected indigenous peoples. Recognition of and consultation with the indigenous peoples of Botswana is a key challenge for the country in developing successful development plans.

Implementation strategies and actions relevant to indigenous peoples

As the Report neither discusses indigenous peoples directly nor specific planned policies to achieve the desired outcomes, it is difficult to determine at this time the impact of implementation strategies on indigenous peoples.

Inclusion of indigenous peoples in monitoring and evaluation processes and indicators

There is no provision for the direct inclusion of indigenous peoples in any of the identified monitoring and evaluation processes in relation to any of the Outcomes and Outputs identified in the report.

Examples of good practices illustrated in the UNDAF/ lessons learnt

The recognition of the value-added contribution of the United Nations in the area of the establishment of norms and standards in accordance with international conventions and treaties that Botswana has acceded to or ratified is an important one. As Botswana voted to approve the United Nations Declaration on the Rights of Indigenous Peoples in 2007, it will be important for the Government and other United Nations System to work together to ensure that the principles of that document are fully and effectively implemented at all policy levels in Botswana.

Cost of inclusion/marginalization of indigenous peoples

As illustrated in the dispute surrounding the establishment of the Central Kalahari Game Reserve, not consulting with and making provision for the needs of the indigenous peoples of Botswana can result in conflict and protracted court proceedings. Policies such as the failure to make provisions for mother-tongue instruction also risk negative attention from international human rights organizations. The inclusion of indigenous peoples in the decision-making processes for policies at all levels can result in both reduced legal conflicts and more effective policies and outcomes, providing savings of time and resources to the Government, in addition to more successful development initiatives.

Conclusion

The UNDAF 2010-2016 provides an important framework for Botswana and the United Nations System to address key development priorities, many of which are undoubtedly of importance to the indigenous peoples within the country. It would, however, have been important to acknowledge or directly address indigenous peoples in conjunction with any of these priority areas, especially in light of the ongoing dispute between the indigenous peoples living in the recently formed Central Kalahari Game Reserve. This dispute indicates the potential for conflict and unsatisfactory results when policies are implemented without the free prior and informed consent of the affected indigenous peoples, and highlights the need for greater focused attention on this topic, not only in land use planning and resource development, but also in other policy areas. The need for mother-tongue educational services as highlighted by the Working Group of the Universal Periodic Review (UPR) of the United Nations Human Rights Council indicates the ongoing need for greater involvement of indigenous peoples in planning and implementing development initiatives in order to ensure that resources are devoted to their specific needs in as effective a manner as possible.

Review of UNDAF Nigeria

Introduction

Nigeria is the most populous nation in Africa with 140 million people and is home to 250 different ethnic groups,²⁸ many of which claim to be indigenous. It is located in West Africa bordering Benin, Chad, Cameroon and Niger. Nigeria became a sovereign nation in 1960 and a republic in 1963.²⁹ Nigerian ethnic groups include the Hausas Fulanis, Igalas, Igbos, Kanuris, Tivs, Yorubas, Edos, Efiks, Ibibios, Ijaws, Urhobos, Edomas and Itsekiris. The Ogoni people of the Niger Delta region in the South are particularly politically active in asserting their status as indigenous people and seeking redress for alleged human rights abuses, particularly in connection with the oil and gas industries that play a central role in the Nigerian economy.³⁰ The Mbororo are agro-pastoralists who live in Central and West Africa including Nigeria.³¹ Nigeria abstained from the General Assembly vote to approve the United Nations Declaration on the Rights of Indigenous Peoples in 2007.³² The World Bank classifies Nigeria as a Lower Middle Income economy.³³

Report Overview

The Nigeria-UNDAF II 2009-2012 Report (“Report”) published in 2008 is not a substantive report on the current development status or progress towards the MDGs but rather a high-level strategy paper for development that attempts to establish the categories of goals, outputs and measures in various areas for Government civil society and international partners.

The Report identifies four major UNDAF II priorities

- 1) Governance and accountability that supports transparent equitable and effective use of resources
- 2) Productivity and employment for wealth creation with a bias towards the poor to help build a private sector-led non-oil economy, particularly in agriculture and agro-industry
- 3) Social service delivery to invest in Nigeria’s human capital
- 4) Reduction of the risk of crisis and conflict in the Niger Delta as well as other parts of the country.

²⁸ http://www.nigeriaunmission.org/index.php?option=com_content&view=article&id=47&Itemid=54 accessed December 6, 2009.

²⁹ http://www.nigeriaunmission.org/index.php?option=com_content&view=article&id=47&Itemid=54. Accessed December 29, 2009.

³⁰ <http://www.unpo.org/content/view/5062/86/>. www.mosp.org.

³¹ <http://iwgia.synkron.com/graphics/Synkron-Library/Documents/AboutIWGIA/IWGIA%27s%20activities/AFRICASTRATEGY2004.pdf>. Accessed December 29, 2009.

³² <http://www.un.org/esa/socdev/unpfii/en/declaration.html> accessed December 6, 2009

³³ http://web.worldbank.org/WBSITE/EXTERNAL/DATASTATISTICS/0,,contentMDK:20421402~pagePK:64133150~piPK:64133175~theSitePK:239419,00.html#Upper_middle_income. Accessed December 29, 2009.

The Report is structured as a brief 10 page document divided into 5 topic areas and two lengthy annexes which outline Nigeria's development objectives, processes, measures and obstacles. The 5 topic areas of the report are Nigeria's Development Situation and the National Response which provides details on the state of development in the nation, challenges and programs in place to address deficiencies. The report identifies three key factors limiting Nigerian development:

- 1) Stunted economic development stemming from the economic imbalance towards the oil and gas industry, and lack of political and physical infrastructure in other sectors.
- 2) Poor social service delivery related to insufficient financing, as well as poor capacity and delivery infrastructure.
- 3) Insecurity and conflict, particularly in the Niger Delta.

The second section of the report, "The United Nation's Response to Nigeria's Development Challenges" takes note of past United Nations efforts within the country and discusses ongoing attempts to better coordinate United Nations and national efforts to achieve best results.

The third section, "Program Resources," contains a high-level budget outline indicating resource distribution and funding sources to achieve the four UNDAF priorities identified in the Report: Governance and Accountability, Productivity and Employment, Social Service Deliver and Conflict and Insecurity.

The final two sections, "Implementation Modalities" and "Monitoring and Evaluation", outline a process to align domestic and partner development planning and effectively monitor outcomes to ensure best results.

The UNDAF Results Matrix Annex is organized according to the 4 UNDAF II priorities. Each of the priorities is conjoined with a short list of Nigeria's Stated Developmental Priorities, and then subdivided into a total of 10 UNDAF outcomes. Each of these 10 Outcomes is supported by Agency Outcomes (21 in total) and Agency Outputs (62 in total). Fields indicating the role of partners and projected resource targets also accompany each of the 21 Agency Outcomes.

Annex 2 contains the Monitoring and Evaluation Framework. In this section each of the UNDAF Outcomes, Agency Outcomes and Agency Outputs are keyed to objectively variable indicators, baselines and targets, means of verification, and assumptions and risks.

Participation of indigenous peoples during the preparation of the UNDAF

The Report was prepared in conjunction with the Federal Government of Nigeria and the United Nations System. There is no indication within the report that indigenous peoples participated in the preparation of this report.

References to indigenous peoples in the UNDAF

The Report makes no specific mention of indigenous peoples although it does acknowledge that Nigeria is an ethnically diverse and multi-religious nation.

Priorities, goals, objectives and outcomes of UNDAF relevant to the development of indigenous peoples

The development plans outlined in this report are generally relevant to and potentially advantageous to the indigenous peoples of Nigeria, although the lack of disaggregated data presents a challenge.

Are there any objectives in particular that might have an adverse effect on the indigenous peoples?

None of the stated objectives appear likely to have obvious adverse effects on indigenous peoples, although as more specific development programs are implemented, it will be necessary to assess their functionality to determine their efficacy in addressing indigenous peoples.

Implementation strategies and actions relevant to indigenous peoples

The UNDAF results matrix is organized around four major priorities (Governance and Accountability, Productivity and Employment, Social Service Delivery, and Reduction of the risk of crisis and conflict particularly in the Niger Delta) and identifies a results chain composed of 10 UNDAF Outcomes, 21 Agency Outcomes and 62 Agency Outputs.

While each of the four priorities identified is relevant to indigenous peoples, the reduction of the risk of crisis and conflict in the Niger Delta is especially pertinent, as is the improvement of social service delivery.

Of the 10 UNDAF Outcomes the following 4 appear to be of special relevance to indigenous peoples

- 1) Outcome B.2: Organized agents articulate and demand for and help ensure equitable delivery of services for growth and employment in rural markets.
- 2) Outcome C.1: Policies, investments and institutional changes enable access to quality social services to achieve national development targets, including progressive realization of the MDGs.
- 3) Outcome C.2: Changes in individual/household behavior reflect growing public engagement-especially of the poor and disadvantaged- in the achievement of better social outcomes.
- 4) Outcome D.1: The Federal Government and selected States in the Niger Delta able to secure a participatory policy and institutional environment conducive to sustained peace and equitable development.

Of the 21 Agency Outcomes and 62 Agency Outputs, the following 9 appear to be of special relevance to indigenous peoples:

- 1) Agency Output A.1.2.2: Federal and State data generating agencies have the capacity to conduct timely, well coordinated and relevant surveys and field research on MDGs.
- 2) Agency Output A. 1.3.2: Tools and procedures developed.
- 3) Agency Output B.1.1.3: Policy options and financing plans exist for expanding decent and productive work and employment in the rural economy, especially in agriculture and agro-industry.
- 4) Agency Outcome B.2.1: Institutional mechanisms in place and used to enable private-public sector dialogue on selected policy, legislative and budgetary issues.
- 5) Agency output C.1.1.1: Data and analyses on social conditions, including on key disparities as well as their underlying and structural causes, are widely available and accessible to politicians, planners, civil society and the public.
- 6) Agency output C.1.1.2: Tools and mechanisms developed to enable public participation- notably of women, youth, the poor and disadvantaged- in social policy and program formulation.
- 7) Agency outcome C.2.1: Groups and/or alliances of organizations stimulate public demand for and community participation in social service delivery in the focus States, with particular attention to the role of the poor and disadvantaged.
- 8) Agency output D.1.1.2: Conflict and gender-sensitive guidelines, procedures and mechanisms exist for the participation of key stakeholders in the preparation, monitoring and review of development plans in the Niger Delta.
- 9) Agency output D.1.2.5: Mechanisms and guidelines developed for participation to bring together Government, communities, civil society and the private sector to ensure sustainable management of natural resources, to protect the environment and livelihoods.

Inclusion of indigenous peoples in monitoring and evaluation processes and indicators

Indigenous peoples are not directly included in the monitoring and evaluation processes and indicators identified in this report, although there is recognition of the need to build capacity in civil society organizations in general.

Main challenges for the inclusion of indigenous issues identified in the UNDAF

As indigenous peoples are not mentioned in the Report, the main challenges are to increase Government recognition of indigenous peoples within Nigeria and to establish disaggregated data concerning the developmental status and needs of these peoples.

Examples of good practices illustrated in the UNDAF

The Report evidences a thoughtful and concerted effort to integrate the United Nations system, international goals and obligations such as the MDGs, and the National Development Priorities of Nigeria into a cohesive development strategy. The cooperation and dialogue between the State and the United Nations system required to generate this framework is highly commendable.

Conclusion

As a high level planning document that strives to develop an effective architecture for development within Nigeria, this report focuses more on process than specific projects or outcomes. As mentioned, the report does not acknowledge indigenous peoples or development issues of particular concern to them. Many of the objectives are obviously applicable to indigenous peoples however, and the repeated emphasis on the need to establish private sector and civil society organizations capable of engaging in dialogue with the Government and international agencies is particularly promising.³⁴ Likewise the recognition of the need for improved data collection and analysis is obviously of great importance in identifying places and peoples in need of increased development assistance.³⁵

³⁴ Agency Outcome B.2.1 for instance on page 27 “Institutional mechanisms in place and used to enable private-public sector dialogue on selected policy, legislative and budgetary issues.”

³⁵ Output C.1.1.1 page 30 calls for “data and analyses on social conditions, including on key disparities as well as their underlying and structural causes, [to be] widely available and accessible to politicians, planners, civil society and the public.”

Review of UNDAF Venezuela

Introduction

Bordering Colombia, Brazil, Guyana and the Atlantic Ocean, Venezuela has a total population of 27.94 million.³⁶ Spanish is the official language, but another 40 languages are spoken. Approximately 2.2% of the country's population is indigenous and the indigenous peoples include the Baniva, Baré, Cubeo, Jivi, Hoti, Kurripaco, Piapoco, Puinave, Sáliva, Sanemá, Wotjuja, Yanomami, Warekena, Yabarana, Yekuana, Mako, Ñengatú, Kariña, Cumanagoto, Pumé, Kumba, Urak, Akawayo, Arawako, Eñepa, Pemón, Sape, Wanai, Warao, Chaima, Wayuu, Añu, Bari, Yukpa, Japreria, Ayaman, Inga, Amorura, Timoto-cuicas and Guanono. The 1999 Constitution recognizes indigenous rights and the pluri-cultural nature of Venezuela and in the years since its adoption indigenous peoples have taken advantage of this recognition to assert their political rights and participate more fully in the country's Government.³⁷ The Government has also created the position of Special Ombudsman for the Protection of Indigenous Peoples to safeguard indigenous rights and passed a law promoting the use and revitalization of indigenous languages in July 2008.³⁸ The World Bank classifies Venezuela as an Upper Middle Income economy.³⁹

Report Overview

The Report integrates the development goals expressed in the MDGs, those from the most recent Common Country Assessment, and the priorities of Venezuela into a single plan of action. The Report identifies five key focus areas within which Venezuela and the United Nations System will operate in the years 2009-2013 and establishes themes within each focus area. Specific policies, goals and measures for each are also elaborated. The focus area and themes are

- 1) *Health and Human Rights*: reduction of maternal and infant mortality, HIV/AIDS, sexual and reproductive rights, focus on gender and ethnicity, violence prevention in the home and in the community.
- 2) *Poverty reduction, food security, social and gender equity*: food security and sovereignty, reductions in poverty and social inequality, increased production of information and statistics on these topics.
- 3) *Education, Values and Equality*: Development of human capacity through life-long education, including job-skill building and the integration of values for peace, non-discrimination, gender equity and respect for cultural diversity.
- 4) *Human development, social participation and productivity*: realization of local development projects through local participation and empowerment with an emphasis on strengthening community organizations to build the local economy.

³⁶http://ddpext.worldbank.org/ext/ddpreports/ViewSharedReport?&CF=&REPORT_ID=9147&REQUEST_TYPE=VIEWADVANCED. Accessed December 30, 2009.

³⁷ Indigenous World 2009 at 135.

³⁸ Indigenous World 2009

³⁹http://web.worldbank.org/WBSITE/EXTERNAL/DATASTATISTICS/0,,contentMDK:20421402~pagePK:64133150~piPK:64133175~theSitePK:239419,00.html#Upper_middle_income. Accessed December 30, 2009.

5) The Environment, Risk Management, Humanitarian Assistance: development and implementation of environmentally sustainable projects which promote a change in current production and consumption models, with a focus on the areas of safe drinking water and sanitation, waste management, biodiversity preservation, reforestation and water-resource management.

With this prospective framework established, the Report provides a summary update of Venezuela's progress on the MDGs to date. The Report notes that Venezuela is committed to human rights and to increasing the social participation of historically excluded and disadvantaged groups. Strong GNP growth in 2007 of 8.7% is one sign of the strongest economic growth in the region. Year-on-year poverty rates for 2006-2007 show a decrease from 38.9% to 33.1% while extreme poverty fell from 12.5% to 9.7%. However, the large gaps between rich and poor and between socially excluded peoples, including the indigenous, and elites, pose an ongoing challenge for the country.

Education coverage was at 95% in grades 1-6 and 80% for grades 7-9 in 2002-2003, and in 2005 Venezuela declared itself free of illiteracy, yet school assistance available for indigenous children was 20% less than for non-indigenous children and represents an ongoing challenge.

Gender equity in schooling has been attained at primary and secondary levels and in matriculation in higher levels, although gaps persist in various professions and disciplines.

Infant mortality has fallen from 23.9/1000 live births in 1996 to 13.9. Maternal mortality however has not seen progress, rising slightly from 59/100,000 live births in 1999 to 60.5 in 2006.

Although there are insufficient data on HIV/AIDS, incidence of malaria rose from 0.3% of the population to 0.9% between 2000 and 2004.

Venezuela's rapid population growth has resulted in significant environmental degradation and deforestation. The country requires a stronger legal framework to establish and enforce appropriate standards, and an increased effort to provide environmental education to all levels of Government and society. Access to safe drinking water reached 94.7% in 2005 for urban areas and there was a 25% increase in rural coverage as well.

Participation of indigenous peoples during the preparation of the UNDAF

The Report was prepared by the Government of Venezuela in conjunction with the United Nations System in Venezuela. There is no indication that indigenous peoples participated in its formulation.

References to indigenous peoples in the UNDAF

The Report refers to indigenous peoples in several contexts, as an historically disadvantaged and excluded demographic which must be fully included in a democratic

society; as the object of a discrimination that is no longer acceptable; and in relation to one program, as a group requiring preferential treatment in order to benefit fully from Venezuela's development.

Priorities, goals, objectives and outcomes of UNDAF relevant to the development of indigenous peoples

The overall development framework enunciated in this report includes indigenous peoples directly in several places and implicates them in others. The focus areas of direct relevance to indigenous peoples are:

1) Health and Human Rights: an emphasis on maternal and infant mortality, HIV/AIDS and Sexual and reproductive health that is to be focused by gender and ethnicity on groups that have historically been most excluded from society, including indigenous peoples. (Direct Effect 1.1).

2) Poverty Reduction: the production of information and statistics on social development. (Direct Effect 2.2).

Result 2.2.1: Mechanisms for the production and use of quality socio-demographic data disaggregated at the local level with gender and intercultural perspectives to support the formulation of public policy at the national, regional and local levels.

3) Education, Rights and Equality: a focus on instilling the value of non-discrimination and emphasizing the human rights of groups, including indigenous peoples, through life-long educational opportunities of increased availability and quality. (Direct Effect 3.2).

4) Human Development, Participation and Productivity: development of local participation and capacity in decision-making to promote and protect human rights, including the rights of indigenous peoples. (Direct Effect 4.1).

Result 4.1.2: Development of mechanisms for planning and management which favor the participation of women, youth, those with disabilities, African-Venezuelans and Indigenous peoples

Are there any objectives in particular that might have an adverse effect on the indigenous peoples?

The objectives identified in the report do not appear likely to have adverse effects on indigenous peoples. Ensuring that indigenous peoples have a voice in making specific policies to meet these objectives will ensure that the ideals expressed in the Report regarding social inclusion are met, and will help insure that any policies implemented will effectively address the legacies of discrimination and disadvantage that indigenous peoples face.

Main challenges for the inclusion of indigenous issues identified in the UNDAF

The Report recognizes the need to address indigenous issues and efforts to build the capacity in indigenous communities to engage effectively with Government and policy actors will be of great importance in effectively addressing these topics.

Inclusion of indigenous peoples in monitoring and evaluation processes and indicators

Although the capacity of indigenous peoples to monitor and evaluate the policies outlined in the Report is not recognized, insofar as some of these focus areas and direct effects implicate them, their inclusion as addressees of the policies, if not subjects, is assured.

Examples of good practices illustrated/lessons learnt

Indigenous peoples are integrated throughout the report, through the discussion on the centrality of human rights in Venezuelan policy, Venezuela's avowed effort to end discrimination, and through the emphasis on creating planning and management mechanisms that will favor the inclusion of indigenous peoples in decision-making processes.

Cost of inclusion/marginalization of indigenous peoples

Greater inclusion of indigenous peoples in the evaluation and monitoring of these initiatives would be desirable in order to ensure that policies are working as intended and are not presenting unexpected effects in relation to indigenous peoples. Such roles would underscore the importance of the participation of indigenous peoples in all levels of Government, not only as objects of Government programs, but as active participants in their creation and implementation.

Conclusion

Venezuela demonstrates a keen awareness and thoughtful incorporation of indigenous issues into this report. Translating the sometimes abstract language of a policy framework into substantive policies that improve the lives and social participation of indigenous peoples however is often more difficult. Moreover, building indigenous peoples' capacity to actively participate in program and policy design and actively encouraging and supporting that participation is the necessary next step to truly address the history of exclusionary policies indigenous peoples have faced.

Review of Selected CCA

Review of CCA Guatemala

Introduction

Located in Central America, Guatemala borders Mexico, Belize, Honduras, El Salvador and the Pacific Ocean to the west. Guatemala has a total population of 13.6 million,⁴⁰ 60% of whom are indigenous representing 24 different peoples, namely the Achi', Akateco, Awakateco, Chalhiteco, Ch'orti', Chuj, Itza', Ixil, Jacalteco, Kaqchikel, K'iche', Mam, Mopan, Poqomam, Poqomchi', Q'anjob'al, Q'eqchi', Sakapulteco, Sipakapense, Tektiteko, Tz'utujil, Uspanteko, Xinka and Garifuna.⁴¹ K'iche, Q'eqchi, Kaqchikel and the Mam are the predominant groups; together they represent 81% of the indigenous population.⁴² The World Bank classifies Guatemala as a Lower-Middle-Income country.⁴³

Report Overview

The Report provides a detailed picture of Guatemala's recent history, current political, social and economic status and establishes priorities for future development work in the country. After a brief introductory chapter, the bulk of the report is composed of an analysis of advances and challenges in development in Guatemala. The third and final chapter establishes the most pressing challenges and development opportunities facing Guatemala; identifies areas where the United Nations system has a comparative advantage, capacity gaps in Guatemala's political and civil infrastructure and the key social actors in the country. The final chapter proposes the following areas of cooperation for the United Nations and Guatemala for the years 2010-2014:

- 1) The environment, disaster-risk management, and water and sanitation management
- 2) Social development: Health, Education, and Economic Opportunities at the local and national level
- 3) Governance and Civil Participation
- 4) Food Security and Nutrition
- 5) Democratic security, Justice and the Rule of Law.

Participation of indigenous peoples during the preparation of the Report

The Report was prepared by the United Nations System in Guatemala without the direct participation of indigenous peoples. Nevertheless, the report makes extensive use of disaggregated data concerning indigenous peoples and relies on a variety of studies and reports concerning indigenous peoples in Guatemala.

References to indigenous peoples in the Report

⁴⁰http://ddpext.worldbank.org/ext/ddpreports/ViewSharedReport?&CF=1&REPORT_ID=9147&REQUEST_TYPE=VIEWADVANCED&HF=N&WSP=N Accessed December 30, 2009.

⁴¹ Indigenous World 2009 at 92.

⁴² Analisis de Situacion de Pais: Guatemala 2010-2014 at 7.

⁴³http://web.worldbank.org/WBSITE/EXTERNAL/DATASTATISTICS/0,,contentMDK:20421402~pagePK:64133150~piPK:64133175~theSitePK:239419,00.html#Lower_middle_income

The Report makes repeated and extensive reference to indigenous peoples and issues. Beyond the demographic and cultural-linguistic background of the country, the Report indicates that on virtually every social indicator significant gaps exist between indigenous and non-indigenous peoples.

Among the most significant of the Report's findings are the following. The indigenous poverty rate is 71.9% versus 44% among the non-indigenous. Fully 10% of the income gap between the poorest and the rich is explained by differences in median incomes among indigenous and non-indigenous peoples. 81.4% of the indigenous work in the informal sector as opposed to 58.9% of the non-indigenous. The illiteracy rate among the indigenous is 41.7% against 17.6% among the non-indigenous. Birth rate among indigenous women at 6.1% is higher than those of any other category, including the rural (5.2) and uneducated (5.3). Chronic malnutrition rates are 69.5% versus 30.4% among indigenous and non-indigenous peoples. Although the overall educational attainment in Guatemala averages 4.5 years of schooling, among rural indigenous women the average is only 1.2 years. Urban, non-indigenous men average 8.9 years.

Under the subheading "Security and Democratic Governance and the Rule of Law" the report observes that despite the Government's obligation to provide equal access to justice to indigenous peoples, both under the Peace Accords of Guatemala and international law, significant linguistic and cultural barriers limit their full participation. Notably, only 17.22% of Guatemala's jurisdictions provide translation and interpretation services for Mayan languages. At the political level, indigenous peoples in 2007 held only 12.6% of the seats in Guatemala's Congress. Lack of documentation limits suffrage particularly among the poor, rural and indigenous. Finally, the report cites the 2005 finding of the Special Rapporteur on contemporary forms of racism, racial discrimination, xenophobia and related intolerance, that the almost complete overlaps of the maps of economic poverty, social marginalization and the geography of indigenous peoples provides a clear illustration of the systemic and structural character of racial discrimination in Guatemala.

Priorities, goals, objectives and outcomes of the Report relevant to the development of indigenous peoples:

Although the development gaps and systemic disparities the report cites in relation to indigenous peoples indicate that significant progress on almost any development measure will necessarily require improvements in outcomes for indigenous peoples, of the Priority Problems identified, the following have the greatest relevance to indigenous peoples.

- 1) The high prevalence of chronic malnutrition among those under 5 years of age and the deterioration in food security. Access to affordable and proper health care service is crucial for all indigenous children. Indigenous children who live in communities that are more remotely situated should be given the same standard of care.
- 2) The inequality and exclusion in access to social services, asymmetries in economic opportunities, especially among the poor, women, rural and indigenous. Indigenous peoples must have access to equal and proper

education standards to enable them to fully utilize economic opportunities available in Guatemala. This will also reduce the levels of poverty amongst indigenous communities. Access to social services is crucial, especially for cases involving indigenous children who have been abandoned, neglected or who go through the adoption system. It is important that the welfare of indigenous children in these or other situations that warrant the assistance of the Government are provided aid and that their rights are protected in accordance with the United Nations Declaration on the Rights of Indigenous Peoples and all other relevant standards.

- 3) The lack of mechanisms and spaces for full political participation. Participation of indigenous peoples should be encouraged through their communities and indigenous peoples' organizations.

Of the identified comparative advantages of the United Nations, the most significant for indigenous peoples is the United Nation's capacity to facilitate interactions between national and international associations and the civil organizations of women and indigenous peoples.

The report also identifies indigenous peoples as one of the country's key social actors, along with political parties, business and labor interests, and women and youth.

Are there any objectives in particular that might have an adverse effect on the indigenous peoples?

None of the identified objectives seem likely to have an adverse effect on indigenous peoples, however increased political and civic engagement among indigenous peoples is necessary to ensure that their perspectives and input are obtained and incorporated into specific policy proposals.

Main challenges for the inclusion of indigenous issues identified in the Report

Guatemala has a legal structure that recognizes the multicultural nature of the country and assures equal rights to indigenous peoples. The challenge going forward will be to actualize the promises and commitments of the Government in relation to these clearly identified problems.

Examples of good practices illustrated in the Report/ lessons learnt

This report makes excellent use of disaggregated data to illustrate the status of indigenous peoples in Guatemala and provides an excellent example of how the concerns of indigenous peoples can be mainstreamed within a broad report. Likewise, the incorporation of indigenous issues into the discussions of human rights illustrates the important connections between development and human rights.

Cost of inclusion/marginalization of indigenous peoples

The demographics of Guatemala require that successful national development efforts must include indigenous peoples. The country's history of exclusionary social,

developmental and economic policies has ongoing repercussions and will require extensive affirmative efforts to incorporate indigenous peoples into civil society, and such efforts are necessary to successfully build a secure and democratic society.

Conclusion

This report successfully includes indigenous peoples in its discussions at nearly all levels and is an excellent example of the mainstreaming of indigenous issues. The deficits and problems it highlights should be addressed squarely by both the Government of Guatemala and the United Nations system. Foregrounding these substantive problems so strongly will provide an excellent basis for real progress in the development of the necessary policies and programs to address the specific issues of indigenous peoples in Guatemala.

Conclusions and Recommendations

These nine reports (MDGRs, CCAs and UNDAFs) all offer important information regarding the development status, plans, and challenges in the respective countries. However, the disparate level of attention to indigenous peoples and indigenous issues continues to be a gap.

The reports from Guatemala and Bolivia provide good examples of the mainstreaming and incorporation of indigenous peoples and issues including the use of disaggregated data and a focus on indigenous peoples in all areas of development planning. The report from Venezuela also makes direct reference to indigenous peoples in several contexts.

Reference to indigenous peoples in several MDG Country reports (Bangladesh, Bolivia and Chile) most often do so in the context of extreme poverty, gender equality and empowerment of women, child mortality and maternal health (MDGs 1, 3, 4, and 5). The rate of poverty amongst indigenous peoples is reportedly far higher than either national or non-indigenous rates. However, the report from Chile shows that the rate of extreme poverty for indigenous peoples have decreased from 11% in 1990 to 4.7% in 2001.

For MDG 3 (gender equality and empower women), the gap between men and women remains largely in indigenous communities despite the success in closing the educational gap. MDGs 4 and 5 (child mortality and maternal health), the results in indigenous communities tend to be worse than those in non-indigenous areas. For MDG 5, the professional attendance at birth is lower in areas with larger indigenous populations.

The CCA for Guatemala highlighted the following priority problems relevant to indigenous peoples: a) high prevalence of chronic malnutrition among those under 5 years of age and the deterioration in food security; b) inequality and exclusion in access to social services, asymmetries in economic opportunities; c) lack of mechanisms and spaces for full political participation.

Only one of the UNDAF document, the UNDAF for Venezuela recognized the need to address indigenous issues and efforts to build the capacity in indigenous communities to engage effectively with Government and policy actors.

A common challenge facing countries in relation to the MDGs and indigenous peoples appears to be the relevance of addressing the development needs of indigenous peoples who constitute a minority population. In countries where indigenous peoples make up a small minority, it is perhaps tempting to marginalize them further when implementing development policies. The cultural and linguistic barriers that indigenous peoples face increase this risk, as contextualized and directed policies are often needed to realize the aims of the MDGs in relation to indigenous peoples. Given the inherent costs and difficulties of developing such programs as mother-tongue instruction for small demographics, there is the risk that Governments will opt for programs aimed at larger groups in order to improve their national level results.

In indigenous majority countries such as Bolivia, the need to squarely address indigenous issues is more obvious, for it would be nearly impossible to successfully reach the MDGs without addressing the needs of indigenous peoples in such countries. For indigenous-minority countries such as Bangladesh however, it is clear that further efforts are needed to mainstream indigenous issues and emphasize the importance of an equal share in the benefits of MDG-related development across all segments of the population, including indigenous peoples.

For future reports, the direct participation of indigenous peoples and their communities should be encouraged by their respective Governments, beginning from the planning and preparation process.

This review recommends that the free, prior and informed consent of indigenous peoples should be sought in all development initiatives that involve them. Indigenous peoples cannot be simply objects of study or targets of development projects, no matter how well intended, but must be active participants in policy planning, implementation and review. Even the use of disaggregated data may in some instances be insufficient to understand the true scope of problems or the actual impact of particular programs.

Finally, this review reiterates recommendations of previous reviews that Governments should improve the collection and disaggregation of data regarding indigenous peoples.