Integration of Indigenous Peoples' Perspectives in Country Development Processes

Review of selected CCAs and UNDAFs
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Introduction

Background

As part of the UN reform put in place by the Secretary-General in 1997, the Common Country Assessment (CCA) and the United Nations Development Assistance Framework (UNDAF) were adopted as strategic planning tools for the UN system. Guidelines for their preparation were first issued in 1997, a first revision in 1999 and a second in 2002 to reflect lessons learned from the first CCAs and UNDAFs prepared and to take into account the 2000 Millennium Declaration and the achievement of the Millennium Development Goals (MDGs).

In 2004, the Guidelines were updated and reflected the following elements:
• Lessons gained from the preparation of CCAs and UNDAFs in 2003 and early 2004.
• Decisions agreed by the UNDG to include reference to indigenous peoples and durable solutions for displaced persons.
• Request by the CEB (United Nations System Chief Executives Board) to include issues of organized crime and corruption in program planning mechanisms including the CCA and UNDAF.

One important lesson from piloting UN Country Teams (UNCTs) was that the Guidelines might be adapted to country-specific circumstances, as considered appropriate by UNCTs, subject to maintaining the minimum UN system quality standards indicated in the Guidelines. The revised Guidelines have also made reference for the inclusion of indigenous peoples' development situations and challenges in country analysis.

The review of CCA/UNDAF Guidelines adopted by the UN Development Group (UNDG) in early 2007 again included references to indigenous peoples' issues.[1]

Within its mandate of ECOSOC resolution 2000/22, the United Nations Permanent Forum on Indigenous Issues (UNFPII) from its first session has been making recommendations for mainstreaming and integrating indigenous issues in the UN system. This review of selected CCAs and UNDAFs is part of the efforts to promote the implementation of the Forum's recommendations, with a view to identifying challenges faced by indigenous peoples at country level and strengthening the UN system through better consideration of indigenous issues in UN analytical and programmatic instruments at country level in particular. In paragraph 152 of its Fifth session´report (E/2006/43), the Forum "considers continued analysis of national reports on the Millennium Development Goals vital in order to ensure that they take into account the realization of the rights of indigenous peoples and indigenous perspectives". This is also extremely critical as the Programme of Action of the Second International Decade of the World's Indigenous People has called for actions which will change the situation of marginalization and poverty of indigenous peoples in the achievement of the Millennium Development Goals. A number of CCAs/UNDAFs were reviewed by the Secretariat of the UNPFII for the first time in 2006 and were made available to the Forum.[2]

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[1] http://www.undg.org

Objectives

The objective of this review is to assess the indigenous content and approach of the 2004-2005 CCA/UNDAF, identify elements of inclusion of indigenous issues, trends, challenges and opportunities. The ultimate purpose of this review will be to develop a methodology to assist UNCTs to work with indigenous peoples at country level. .

Approach

The CCAs/ UNDAFs that were reviewed in 2007 are the latest available for each of the following 10 countries, ranging in date of publication from 2000 to 2006: CCA El Salvador (2005), CCA Guatemala (2004), UNDAF Bolivia (2002-2007)[3], UNDAF Colombia (2000-2004), UNDAF El Salvador (2006), UNDAF Guatemala (2004-2008), UNDAF Honduras (2007-2011), UNDAF Peru (2006-2010), UNDAF Panama (2002-2006) and UNDAF Paraguay (2002-2006). A number of CCAs/UNDAFs completed after the adoption of 2004 Guidelines by UNDG was selected for this desk review so as to assess to what extent the Guidelines for specific references to indigenous peoples have been followed. The reports used in this desk review are available through the UN Development Group website (http://www.undg.org). The review follows similar analyses carried out in 2006.

This time the review focuses on Latin America because this region was not included in the previous review. In addition, Latin America's high concentration of indigenous peoples and the region's more extensive UN and governmental experiences working with indigenous peoples present potential to offer good examples.

Indigenous Peoples represent 10 percent of the region's population. Income levels among this group, as well as human development indicators such as education and health conditions, have consistently lagged behind those of the rest of the population. The past ten years have seen a notable increase in attention to the concerns of indigenous peoples worldwide. National governments have adopted progressive policies and important constitutional resolutions for Indigenous Peoples, but the rights guaranteed in those documents are often unrealized. For example, many countries have passed a legal guarantee of bilingual education or constitutional declaration against discrimination, but discrimination remains frequent and bilingual education continues to have limited reach. Though passing such legislation is an important first step, legislation alone does not guarantee rights[4].

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[2] The 2006 reviews are available on the Secretariat's website, www.un.org/esa/socdev/unpfii.

[3] A new Bolivia UNDAF (2008-2012) was recently submitted. Unfortunately there was no time to amalyze it in the current review in time for the UNPFII's Sixth Session. The document is available at www.undg.org/docs/7150/Bolivia%20UNDAF%202008-2012.pdf

[4] Gillette Hall and Harry Anthony Patrinos: Indigenous Peoples, Poverty and Human Development in Latin America: 1994-2004, World Bank, March, 2006

Review of each CCA and UNDAF begins with a brief description of the country and its indigenous peoples, followed by a gist of the CCA/UNDAF under review. Then each CCA/UNDAF is analyzed using a set of different criteria. Finally, recommendations to each of these processes/documents are made. At the end, in the annex a table summarizing the results is included. The outcomes of this analysis will be used to inform the UN Permanent Forum on Indigenous Issues on achievements and challenges in relation to indigenous peoples at country level. The review will also serve as an advocacy tool to promote the inclusion and participation of indigenous peoples in national development frameworks.

II. Review of Selected CCAs

2.1 Review of CCA EL SALVADOR

Basic Data concerning El Salvador and its indigenous peoples:

El Salvador's population totals approximately 6.9 million inhabitants. In 2004, assuming no one in El Salvador had received remittances, the national level of households in extreme poverty would have been 7 percentage points higher, with a sharper increase for rural areas (+8.8 points) than for urban ones (+5.9 points). Interestingly, 26% of households receiving remittances were poor, while the poverty rate among families not receiving remittances reached 37%. Barely 6% of remittance receiving households lived in extreme poverty, whereas this figure reached 14% for families who did not receive remittances. Migration has opened a gateway of opportunities, challenges and changes in the economic, political, social and cultural fields.[5]

There are three indigenous peoples in El Salvador, the Nahua/Pipil, Lenca and Cacaopera. Although there is no reliable population data on indigenous peoples in El Salvador, it is estimated that they make up 10-12% of El Salvador's population of approximately 6.4 million. El Salvador's indigenous peoples mostly live in rural communities and are disproportionately affected by poverty. There is very little in the way of targeted government policies for the development of indigenous peoples. Indigenous languages in El Salvador, with the exception of Nahuat have largely disappeared.[6]

Conceptual framework used in the elaboration of the CCA:
The CCA El Salvador, completed in September 2005, is founded on the human rights-based approach, the achievement of the MDGs and mainstreaming of the gender perspective. In addition, the report states that equity and non-discrimination (mentioning as regards ethnicity) are its guiding principles.

Areas of Cooperation and Development Challenges:
The CCA of El Salvador is divided into 2 chapters: an extensive compilation of basic indicators and a situation analysis. The following areas were analyzed as identifying development challenges:
- Macroeconomic development and employment generation
- Environmental issues and land administration
- Public administration and democracy development
- Human and social development: universal access to basic social services of acceptable quality, including elimination of ethnic and gender discrimination.

Participation of the indigenous peoples during the preparation of the CCA

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[5] Human Development Report, 2005
[6] World Bank, CONCULTURA, Ministerio de Educación (2003), *Perfil de los Pueblos Indígenas en El Salvador.*

No mention is made of the participation by either representatives of the indigenous peoples or by civil society's representatives in the CCA preparation process. Attention was drawn to the consultation and participation of 'national actors' and 'high level governmental officials'. In absence of further details, the issue of participation of indigenous peoples during the preparation of the CCA could not be ascertained.

References made to the indigenous peoples:
The CCA does not actually include the term 'indigenous peoples', although indirect references can be found in terms such as 'vulnerable groups', 'poor and rural populations' and the mention of regional disparities. In addition, under the context of human rights, 'discriminatory practices for ethnic reasons' are mentioned.

Analysis of the situation of the indigenous peoples

- Ethnically disaggregated data used during the analysis

While some of the data used has been disaggregated by sex and by urban and rural areas, there is no mention of disaggregation by either ethnicity or any other statistics relevant to the assessment of the indigenous peoples' situation. The CCA highlights the problem of the lack of information and inconsistencies in the use of statistical methods.

- Root causes of the problems faced by the indigenous peoples analyzed

Although these causes are not investigated directly in the CCA, some of the areas and challenges which are analyzed coincide with the problems of the indigenous peoples, i.e. poverty, gaps in the distribution of wealth, environmental contamination and natural disasters, unequal access to basic services of infrastructure, violence, social exclusion and lack of labor and educational opportunities.

Opportunities for the inclusion of indigenous issues do exist within the analysis of environmental problems and use of land as the CCA only refers to rural populations. Also, some attention was drawn to 'transculturation' processes as a 'cultural change induced by introduction of elements and values of a foreign culture that fractures the national identity, the culture and the whole society'. The further analysis of the particular situation of indigenous peoples within these processes could be more than relevant.

- Forms of discrimination against indigenous peoples

'Discriminatory cultural practices by gender and ethnicity reasons' are stated as one of the four development challenges identified in the introduction to the CCA. Unfortunately, the issue of discrimination by ethnicity was not further developed.

Some forms of discrimination analysed strongly relate to those realities faced by the indigenous peoples. The CCA makes a special mention of the way 'social groups lacking in economic resources, education and social organization find multiple obstacles in their way when exercising their right to justice'. Unequal relationships between men and women that span social classes and generations, and between the urban and rural populations are also mentioned in the context of the country's situation. Despite these references however, the emphasis was solely placed on the inequities between women and men, and no reference was made to the indigenous peoples' situation.

- Forms of participation by IP in decision-making processes

The CCA identified a general dissatisfaction with regard to the nation's political system, rooted in the low electoral participation. The analysis proposed an electoral reform that would guarantee transparency, internal democracy of the political parties involved, and the safe participation of the different sectors within society. This electoral reform could be a good opportunity to enhance indigenous peoples´ political participation.

- Gender

Gender inequality is one of the principal issues examined in the CCA, and thus crops up throughout the whole report. Issues analyzed in detail are violence against women and the unequal access to basic services and opportunities. However, the situation of indigenous women in El Salvador is not mentioned at any point.

- Inclusion of indigenous peoples' problems in national priorities

All four areas of cooperation are also the concern of the indigenous peoples of El Salvador. However, a specific analysis of the root causes of their problems is required before their situation can be properly addressed and the indigenous peoples can be linked to the national priorities.

Main challenges for the inclusion of indigenous issues identified by the CCA:

It appears that one of the biggest challenges facing the inclusion of indigenous issues is how decentralized and appropriate policies might be designed, that would allow the public administration to be approached by citizens throughout society and the transferring of resources, responsibilities and competences towards local level. The CCA also recognized inconsistencies in the internal legislation and the need for legal reform, and this in particular could be an opportunity for the legal recognition of the rights of the indigenous peoples

Examples of good practices illustrated in the CCA:

One good example of progress highlighted by the CCA is the ratification of some human right international instruments (such as CEDAW for the advancement of women) Also mentioned are some social organizations that have begun to develop networks at local and national level, with a special reference being made to the women's movement. Although there is no mention of good practices directly addressing the matter of indigenous peoples, the adoption of international instruments and the growth of civil society movements are opportunities whereby indigenous peoples' organizations may be consolidated and their chances for being included within the national priorities improved.

2.2 Review of CCA GUATEMALA

Basic Data concerning Guatemala and its indigenous peoples:
Guatemala is the most populated country (12,084,398 according to official projection for 2003) and the third most extensive (108,889 km^2) within Central America. The population is characterized by being mostly poor, rural, young and indigenous. The country has one of the lowest human development indexes of Latin America (0.649) and there is a large income gap present: 57% of the population lives in poverty and 20% in extreme poverty[7], especially in the rural and indigenous areas.

According to the XI Population and VI Housing Census, indigenous peoples in Guatemala (namely mayas, xincas y garífunas) represent 41% of the national population. Despite the fact that 23 indigenous languages are spoken in the country, only Spanish is recognized as an official language. In this regard, an important step forward in recent years was the approval of a law that sanctions the recognition, respect, promotion, development and utilization of the indigenous languages[8].

Conceptual framework used in the elaboration of the CCA:
The UN System of Guatemala (SNU) established the Human Rights Based Approach (HRBA) as its main principle. The CCA begins by recognizing that every person should be able to require the fulfillment of their rights, and that the state has a responsibility for guaranteeing their respect. In addition, the CCA is based on Peace Agreements adopted as a national agenda. This agenda includes the building of a multiethnic, multicultural and multilingual nation.

Areas of Cooperation and Development Challenges:
The CCA for Guatemala, completed in June 2004, analyzed the following areas and identified development challenges under them:
1.   The fight against poverty: contribute to the reduction of poverty and the eradication of extreme poverty whilst promoting equal and sustainable growth through the formulation of economic and social public policies.
2.   Discrimination: contribute to the elimination of all forms of discrimination against indigenous peoples, women and other vulnerable and disadvantaged groups through the promotion of inclusive public policies, knowledge and respect for human rights, and tolerance and respect for their diversity.
3.   Weak Rule of Law to guarantee the rights of the population: contribute to the strengthening of the capacity of state institutions to effectively protect human rights, the fulfillment of Peace agreements, including those conflict resolution mechanisms and legal systems used by indigenous peoples.
4.   Social protection and public policies: contribute to universal access to basic services of acceptable quality and progressive elimination of inequalities through the formulation, execution and evaluation of public policies that aim to strengthen the social protection system and food security, as well as sustainable development processes for all.

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[7] UNDP, Human Development Report, 2003
[8] Ley de Idiomas Nacionales, Decreto 19-2003, approved May 2003.

5.   Participation: contribute to effective social and political participation through capacity-building programs, and the promotion of a culture of peace and reconciliation.

Participation of the indigenous peoples during the preparation of the CCA
The CCA of Guatemala claims itself to be the outcome of a participatory process that involved the UN system, governmental institutions, civil society´s organizations and international financial institutions. A point worthy of note is that the consultation processes are not only mentioned in the CCA, but also have a detailed explanation which demonstrates a meaningful participation by indigenous groups, thus contributing to a possible methodology of consultation.
A qualitative research was carried out with the participation of 5 focus groups, including the private sector, peasants, local organizations, academics, national civil servants, youths, women and the indigenous peoples. The results of this research are explicitly included in the development of the CCA. For example, in the analysis of the causes of poverty, the CCA referred to a focal group of peasant and indigenous peoples' indications that states 'Men have neither the land nor the resources to live with dignity and respond to their family needs … and in the few places where work is available, women are preferred over men because they can be paid less'[9].

References made to the indigenous peoples
Commendable efforts have been made in the CCA of Guatemala to assess the situation of the indigenous peoples. A whole section entitled 'Discrimination' is mainly dedicated to the analysis of the indigenous peoples' situation. Outside this section, their situation is considered as a cross-cutting issue mainstreamed all over the document.

Analysis of the indigenous peoples' situation

-    Ethnically disaggregated data used during the analysis
A substantial amount of ethnically disaggregated data has been used in the CCA, with almost every piece of data being ethnically disaggregated, which means that the CCA of Guatemala is an excellent source of information with respect to indigenous peoples. In addition, the CCA uses data relating to indigenous women and children. Poverty is differentiated in a remarkable way, with divisions being made between 'rural poverty', 'urban poverty' and 'indigenous poverty', the last of which takes into account the particulars of the indigenous way of life.
Good examples of the use of disaggregated data in the CCA are:
'In 2000, 21.9% of the rural population lived on less than 1 dollar a day (face 5.4% in urban areas). In the case of indigenous households, this percentage enlarges to 23.6%'[10]
'Indigenous landowners possess an average of 0.25 hectares of land per person, whereas non-indigenous landowners possess an average of 1.5 hectares, i.e. six times more.'[11]

-    Root causes of the problems of the indigenous peoples analyzed

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[9] 'Los hombres no cuentan con tierra ni recursos para ganarse dignamente la vida y responderle a su familia… y en los pocos lugares donde hay trabajo prefieren a las mujeres, porque a ellas le pagan menos'. (CCA Guatemala, pp 11)
[10] CCA Guatemala, pp 11
[11] CCA Guatemala, pp 13

One of the strengths of Guatemala CCA is that it has analyzed the root causes of the problems facing the indigenous peoples whilst at the same time analyzing the same problems in a national context, and has thus succeeded in relating the problems of the indigenous peoples to the national priorities.

Assessments of the problems faced by indigenous peoples were present in detail in the analysis of the following areas: inequitable land distribution, education and illiteracy, micro-credit access, child labor, health situation and social and cultural discrimination.

An overall, tremendous effort to analyze the situation of the indigenous peoples is noticeable throughout CCA Guatemala.

- Forms of discrimination against indigenous peoples

A large amount of attention was drawn to the discriminatory practices against indigenous peoples, and this topic represented one of the five main chapters derived from the central problem.

Discrimination against the indigenous peoples of Guatemala can be found at levels within the country's society, reproduces itself in all its relations and characterizes the economic and political system. The analysis is based on civil society's reports[12], statistical data and the report of the Special Rapporteur on the situation of human rights and fundamental freedoms of indigenous people[13].

The biggest form of discrimination of the indigenous peoples takes the form of differential access to basic rights. The denial of access to land, justice, political participation and education has been specially discussed together with the obstacles that impede the full enjoyment of the indigenous spirituality and culture.

- Forms of participation indigenous peoples in decision making processes

The CCA Guatemala makes a point of analyzing the obstacles to indigenous political participation. As already noted, lack of opportunities for political participation and minimal access to decision-making processes are some of the forms of discrimination suffered by indigenous peoples, especially in the case of indigenous women.

Guatemala has emerged from several years of armed conflict where political and social organizations were persecuted and civil society participation was negligible. Indigenous leaders and authorities suffered selective repression and mistreatment during this time.

Although the country is now making progress with regard to this issue, the methods of participation are *still* restricted for indigenous peoples and thus indigenous peoples have little presence either in political parties or within governmental institutions.

- Gender

The CCA Guatemala takes special note of the participation of women in development processes, highlighting in particular the situation of indigenous women. Despite some achievements mentioned in the CCA – such as the creation of an office for the defense of indigenous women's rights[14]-, it is pointed out that indigenous women face greater discrimination as women, being both indigenous and poor. Not only do they have limited access to land, employment and adequate health services, but they also suffer high rates

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[12] Comisión para el Esclarecimiento Histórico de Guatemala (CEH), Memoria del Silencio.
[13] E/CN.4/2003/90/Add.2
[14] Defensoría de la Mujer Indígena

of illiteracy and low levels of education. Moreover, the majority of these women are not officially birth registered.

- Inclusion of indigenous peoples´ problems in national priorities

All the priority areas and challenges identified in the CCA are deeply related to the problems faced by the indigenous peoples. The CCA Guatemala is an excellent example of how indigenous issues are being considered as national priorities.

Main challenges for the inclusion of indigenous issues identified by the CCA:

The need to bridge the immense social gaps that divide Guatemalean society into rich and poor, indigenous and non-indigenous, adult and child, urban and rural inhabitants, and women and men has been identified as the main challenge facing the fulfillment of human rights. Regarding indigenous issues, the CCA is a good example of how they may be regarded as a national priority. However, the document points out that national agreements on the identity and rights of indigenous peoples have not been respected, as well as the ILO Convetion 169 ratified by Guatemala. Lack of political will on the part of the government and opposition from the private and business sectors and landowners have been regarded as the main obstacles. In addition, the development and consolidation of civil society´s organizations is in its early stages and they are still recovering from years of persecutions and repression. For these reasons, indigenous peoples´ organizations face difficulties in establishing a representative entity for dialogue with the State and the construction of common agendas.

Examples of good practices illustrated in the CCA:

- Guatemala is creating indigenous governmental institutions (DEMI, FODIGUA and CODISRA), and encourages dialogue and partnership oriented actions among the government and the indigenous peoples. In addition, progress has been made with the passing of laws that encourage participation and which legally consider discrimination as a crime.
- Guatemala is promoting a reform in education which focuses on the importance of different cultures in society, non-discrimination practices and bilingual education[15].
- A notable achievement of the work done by UN agencies in Guatemala is the implementation of interagency thematic groups on sustainable human development; nutrition and food security; education; human rights, justice and civil protection; gender; HIV-AIDS; communication and information; indigenous peoples and vulnerable populations. Since 1996, its work has been facilitating communication between the UN system, the government and civil society's representatives.

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[15] Ley de Promoción Educativa contra la Discriminación, reforma del Código Penal, Ley de Idiomas Nacionales.

III. Review of Selected UNDAFs

3.1. Review of UNDAF BOLIVIA[16]

Basic Data concerning Bolivia and its indigenous peoples:
Bolivia is one of the poorest countries in the Latin America region, with an annual average income of only US$1,010 per person in 2005, and very high income inequality. In large part, this underdevelopment and inequality is a result of a rigid social structure in which the majority of the population was left with few opportunities to improve their lives.[17]

Bolivia has experienced several changes in the last years that have not been easy to impel and have been accompanied by a critical political instability and strong social protests between 2000 and 2006. In January of 2006, President Evo Morales, the first indigenous president in Bolivia, was chosen by a clear majority. Social movements in Bolivia have acquired a dynamic role based on ethnic, racial and territorial demands.

According to the National Population Census of 2001, 62% of individuals aged 15 and over identified themselves as belonging to one of the 50 indigenous peoples[18]. The largest indigenous peoples in Bolivia are Quechuas and Aymaras that are concentrated in the highlands and valleys. Between 1992 and 2001, the total population in urban areas grew at an annual rate of 4% due to a process of migration of indigenous peoples from the countryside to cities. Nevertheless, according to 2002 household survey, rural areas are still predominantly indigenous.[19]

UNDAF Priorities, Goals and Objectives:
The UNDAF for Bolivia, prepared for the program cycle 2002 - 2007, is based on the following principles: respect for interculturalism, reciprocity and solidarity, and the achievement of social participation, equity and justice.
The UNDAF identified the following objectives for the UN System's cooperation:
- Promote civil society participation in decision-making processes at the economic, social, and political level. Development of social capital is one of the conditions required for the achievement of sustainable development with identity and gender equity.
- Strengthen the capacity of central and municipal governmental institutions to contribute to democracy's consolidation and the construction of an efficient and decentralized state.
 - Promote the design, implementation and monitoring of policies, programs and projects which aim to reduce poverty and all forms of social exclusion, in accordance with national policies and international development agencies.

Participation of indigenous peoples during the preparation of the UNDAF
The preparation of the Bolivia UNDAF involved the participation of a technical team, comprised of members drawn from every UN agency, as well as an executive team, made

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[16] See footnote 5 above.
[17] World Bank, Bolivia Country Brief.
[18] IWGIA - The Indigenous World - 2006, pp.182
[19] Pozo, Casazola and Yañez Aguilar, 2005, pp. 41-42

up of UN agency heads working to design strategies for the UNDAF. No further detail was given as to whether there were consultations with or participation by indigenous peoples during the preparation of the UNDAF.

References to indigenous peoples in the UNDAF
There are some direct and indirect references to indigenous peoples in the UNDAF Bolivia, including the terms *'ethnic exclusion', 'sustainable development with identity' 'poor and marginalized groups'*.
Despite these direct and indirect references, indigenous peoples do not feature in the UNDAF to the extent that one might expect in a country where more than 50% of the population is indigenous. (The term 'indigenous' is used only 7 times, which compares unfavorably with the Guatemala UNDAF, where it appears 61 times). It is important to take into account that the UNDAF Bolivia (2002) was finalized not only before the release of the 2004 CCA and UNDAF Guidelines, but also, most importantly, before the election of President Morales—the country's first indigenous president—with a clear majority of the vote and with a party majority in Congress. It would be a point of interest to analyze future UNDAF reports and see how indigenous issues are dealt with and to what extent UN areas of cooperation are related to those priorities adopted by the national government.

Priorities, goals, objectives and outcomes of UNDAF relevant to the development of indigenous peoples
While all three objectives of the cooperation are relevant to the development of indigenous peoples in Bolivia, the first objective (the promotion of civil society participation in decision-making processes, including empowerment processes) can be considered as being the most significant to them.

Are there any objectives in particular that might have an adverse effect on the indigenous peoples?
The UNDAF Bolivia shows prudence when considering economic growth, stating that although it is of major importance, it will not improve the situation of poverty and exclusion which forms part of life for the majority of Bolivia's population by itself. It is clear that Bolivia now faces one of the most important challenges of its history: to reach a sustainable human development with identity and gender equity.

Implementation strategies and actions relevant to indigenous peoples
The following implementation strategies, actions and outcomes are particularly relevant to indigenous peoples:
- Full protection and promotion of cultural, economic, social, and political rights with identity and equity.
- Strategic partnerships between civil society's organizations.
- Dialogue among cultures to facilitate the construction of a culture of peace.
- Capacity-building and awareness-raising activities on cultural, political, social, and economic rights.
- Participatory channels for designing, implementing and monitoring UN system programs and projects.

- Information designed to challenge discriminatory attitudes and practices towards women and indigenous peoples' cultures, promoting self-esteem and the respect among cultures.
- Reduce inequalities while promoting qualified education among the rural indigenous peoples.

Inclusion of indigenous peoples in monitoring and evaluation processes and indicators
The monitoring and evaluation of the UNDAF Bolivia is coordinated by the Country Team and the UN Resident Coordinator System Office. Under the supervision of the Country Team there are four permanent thematic groups on human rights, HIV-AIDS, gender and management disaster teams, as well as other interagency groups. Meetings to analyze achievements and pending challenges are planned with international cooperation, the participation of government officials, and civil society (including the private sector). In the absence of further detail, it could not be ascertained whether indigenous peoples are included or not in the monitoring and evaluation processes.
The UNDAF Bolivia selects 26 indicators by which to monitor and evaluate the objectives proposed. They are based on 'Record of CCA Indicators', Millennium Development Goals indicators, the CCA Bolivia 2000 and indicators for the follow-up to the goals of the United Nations International Conference on Population and Development (Cairo, 1994). Although the UNDAF mentions the importance of taking into account the gaps between indigenous and non-indigenous peoples, there is no indicator disaggregated by ethnicity and only 3 are disaggregated in rural and urban areas.

Main challenges for the inclusion of indigenous issues identified in the UNDAF:
The biggest challenge for the inclusion of indigenous issues is the achievement of sustainable human development with identity. Other related challenges that strongly affect indigenous peoples include the empowerment of civil society in order to facilitate participation in decision-making processes and the monitoring of public policies. Social networks in the country are very strong, especially in rural areas, and represent an enormous potential for the promotion of participation and coordination.

Examples of good practices illustrated in the UNDAF:
- Efforts were made by the UN System to introduce indigenous issues into the national agenda.
- Through the law of popular participation[20], governmental mechanisms have been created in order to facilitate the participation of civil society in the design and subsequent monitoring of public policies.
- National Dialogues I and II and the Law of Dialogue were big steps forward that aim to promote the participation of civil society in the development processes that affect them.

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[20] Ley de Participación Popular

3.2. Review of UNDAF COLOMBIA

Basic Data concerning Colombia and its indigenous peoples:
There exist in Colombia extreme and generalised conditions of exclusion in the economic, social and political fields, which have resulted in a profound crisis manifested in the lack of social stability and the spread of armed conflict.

Officially, there are 84 indigenous peoples in Colombia, with a total population of around 785,000; some estimates put the figure at around 1 million, however, with more than 90 ethnic groups. They are spread through all the departments of the country, which makes for great demographic and cultural diversity. Three peoples, the Wayuu, the Paez and the Embera, have over 50,000 members, while more than 30 communities have fewer than 500. They include farmers, gatherers and fisherfolk, rural indigenous communities and small nomadic groups. There is also a growing urban indigenous population. Despite the existence of a protective legal framework, the rule of law is being undermined by a consistent pattern of violations of the human rights of indigenous peoples and communities, attributable in part to the dynamics of the internal conflict, the establishment in many parts of the country of illegal armed groups with links to regional and local political power structures, and the powerful economic interests associated with drug trafficking and the exploitation of natural resources.[21]

The UNDAF Priorities, Goals and Objectives:
The UNDAF for Colombia, prepared in January 2000 for the program cycle 2000-
2004, has identified the following main areas of cooperation in accordance with the international goals, the UN diagnosis, and the development policies of the Colombian government.
- The right to life: make progress regarding the protection of human life and the individual's integrity. This objective is composed of three major components: reduction of deaths caused by violence, respect for international humanitarian laws (suspension of executions, massacres, forced disappearance, forced displacement, etc.), and reduction of violence towards women and children.
- Civil and political rights: strengthening of a democratic and fair state in which everyone has the right to participate under the rule of law. This second objective is made up of four areas: the establishment of single, universal and stable proceedings, the universal access to and improvement of the administration of justice, the improvement of public administration (reduction of corruption), and the empowerment of local authorities (political, administrative and fiscal decentralisation).
- Economic, social and cultural rights: universal access unbiased by gender to basic services and the benefits of development. This objective includes: an integral and sustainable economic development that will guarantee universal access to income, food security, sustainable human settlement, a safe environment, improvements in the quality of education, and medical services together with prevention measures.

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[21] Report of the Special Rapporteur on the situation of human rights and fundamental freedoms of indigenous people, on his mission to Colombia 2004, E/CN.4/2005/88/Add.2, pp. 5

Participation of indigenous peoples during the preparation of the UNDAF
The process of consultation is not mentioned explicitly at any point in the UNDAF of Colombia. The objectives of cooperation defined arise from the goals and strategies of national development and from the mandate proposed by the international community. It is only pointed out that '*actions foresee the joint co-operation of the System with the various "builders" of Colombia: the national, departmental and local governments of Colombia, the private sector and the labour unions, and many non-government organisations and local communities'.*[22]

References to indigenous peoples in the UNDAF
The only direct references to indigenous peoples are in the appendix section, which contains a compilation of the 'International Commitments of Colombia Regarding Human Rights and Related Activities'. Colombia is signatory of most of the international treaties on human rights. Recommendations worthy of note as regards indigenous peoples were made by the Special Rapporteur on the Contemporary Forms of Racism, Racial Discrimination, Xenophobia and Connected Forms of Intolerance (E/CN.4/1997/71/add.1), the Human Rights Committee (CCPR/C/79/Add.75), the Committee for the Elimination of Racial Discrimination and the Committee on Economic, Social and Cultural Rights (Doc.E/C12/1995/12).

In the main document indigenous peoples are not directly referred to and there exist only a few indirect references such as '*those under conditions of particular vulnerability, on account of their socio-economic, cultural, ethnic, territorial, religious or gender status.'*
It should be mentioned here that the Colombia UNDAF was finalized in January 2000, after the release of the 2004 CCA and UNDAF Guidelines which stipulate the inclusion of the reference to indigenous peoples in CCAs and UNDAFs. It even predates the establishment of the UN Permanent Forum on Indigenous Issues, since when indigenous peoples gained big visibility within the UN system. It is also important to note that, in the document as a whole, there is no conscious effort made to split the Colombian population into distinct groups. For example, there are few references made to regional, gender, rural and urban differences. The society is conceived as a whole that suffered human rights' violations at every level.

Priorities, goals, objectives and outcomes of UNDAF relevant to the development of indigenous peoples
All three areas of cooperation are highly relevant to the life and development of indigenous peoples in Colombia since they comprise basic human rights and represent the minimal conditions necessary for individuals to live in security and dignity (the right to preserve life, civil and political rights and economic and social rights). However, the particular situation of indigenous peoples is not explicitly taken into account in the objectives and outcomes.
Some components and objectives under the three areas are particularly relevant to indigenous peoples:
- Universal access to and improvement of the administration of justice including access to traditional and non-judicial mechanisms.

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[22] UNDAF, Colombia, pp. 1

- Universal access to labor that provides income, through better conditions for productive investment and economic growth, access to productive resources, alternative agricultural and livestock development, improvements in work-training, and regional development.
- Universal access to and improvements in the quality of education, democracy-related education, and respect for human rights.
- Universal access to and improvements in the quality of medical services and prevention measures.

Are there any objectives in particular that might have an adverse effect on the indigenous peoples?
The UNDAF Colombia describes the establishment of a 'Human Development Observatory with a Focus on Rights' as one of the main strategies used to monitor both the social situation and access to public services through indicators of human and institutional development. This observatory will focus its research on the way in which citizens exercise their human rights, and on the generation of human capital[23] and social capital[24].
Although the Observatory is a very useful instrument for the monitoring and evaluation of programs and policies, and the UNDAF mentions the participation of government and non-government agents, the participation of indigenous peoples remains unclear. For this reason, it is strongly recommended that the particular situation of indigenous peoples should be taken into account. The UNDAF mentions that indicators *'will be separated by gender and age when possible'[25],* running the risk that the indigenous reality will remain hidden in the data.

Implementation strategies and actions relevant to indigenous peoples
The UNDAF Colombia defined specific strategies for use in the local, national and international contexts. The following strategies and actions are those most relevant to indigenous peoples:
- Local context: humanitarian assistance and relocation of displaced persons, alternative agricultural and livestock development (i.e. substitution of illicit plantings and support for the productive development of poverty-stricken peasant communities); and development and peace programs administrated by regional inhabitants working in conjunction with the United Nations System, municipal administrations and several government, non-government and community organisations
- National context: establishment of a 'Human Development Observatory with Focus on Rights' (see comments above).
- International context: keep the international community informed on the situation of Human Rights in Colombia and promote the support of the international community for peace efforts and human development. This strategy includes the establishment of

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[23] Concept defined by UNDAF as 'capacity of persons to enjoy themselves, mixing with others, and being producers.'
[24] Concept defined by UNDAF Colombia as 'capacity of society to have harmonious relations of mutual benefit, based on rules respected by all, with access to public goods and services'.
[25] UNDAF Colombia, pp. 32

four interagency groups on human rights, comprehensive support for displaced persons, alternative development, and local and regional reconciliation.

Inclusion of indigenous peoples in the monitoring and evaluation processes and indicators

The UNDAF Colombia will be evaluated annually, with the participation of the UN agencies involved, local agents and the community. In the absence of further detail, it could not be ascertained whether there was any participation by indigenous peoples during the monitoring and evaluation processes of the UNDAF.

It is mentioned that indicators will take into account both the national and local contexts, but no indicators present are disaggregated by ethnicity or statistics *exist* that consider the particular situation of indigenous peoples.

Main challenges for the inclusion of indigenous issues identified in the UNDAF:
The main obstacle to the realization of peace and welfare in the country identified in the UNDAF Colombia is the lack of respect shown for diversity and human rights, which includes those of the indigenous peoples.

Examples of good practices illustrated in the UNDAF:
Colombia is developing a program entitled 'Diplomacy for Peace' with the support of the UN system, whose objectives are related to the problems faced by indigenous peoples:
- alternative development in areas where poor peasants depend upon illicit crops for income;
- reforming the law through the establishment of an impartial, equitable and effective legal system;
- Promotion of democracy and social development through the increased presence and legitimacy of the state in regional matters (development of rural areas, promotion of respect and protection of human rights, support for victims of violence, with particular emphasis placed on the promotion of the rights of displaced persons and their support).

3.3. Review of UNDAF EL SALVADOR

Basic Data concerning El Salvador and its indigenous peoples:
This has been discussed above in the review of the CCA El Salvador.

UNDAF Priorities, Goals and Objectives:
The UNDAF for El Salvador, produced for the program cycle 2007-2011, is founded on the human rights-based approach , mainstreaming of the gender perspective and the achievement of MDGs, with migration processes being considered as a cross-cutting issue.
The four following priority areas have been identified for UN cooperation:

- Governance and democracy development. Three objectives have been set to meet this goal: improve the state's capacity to design and adopt policies on equal distribution, reduce participation and representation gaps (especially as regards women) in the political system thus empowering the system of political parties, and promote social networks at the community level.
- Economic development and MDGs´ achievement. A considerable challenge has been identified under this title: fulfill national agreements to promote economic growth, productivity and employment generation
- Human and social capital. The primary goal in this field is to promote equal and universal access to basic social services and to overcome discriminatory practices relating to gender, ethnicity and other factors.
- Environmental and risk management. Some specific objectives have been set to meet this goal: guaranteed access to drinking water, energy and waste disposal services and the promotion of sustainable use of land.

Participation of indigenous peoples during the preparation of the UNDAF
The UNDAF mentions the consultation of UN agencies in El Salvador, governmental representatives, donors and some non-governmental organizations (NGOs). In the absence of further detail, and with no mention of indigenous peoples at any point in the UNDAF document, it may be inferred that they did not participate at any stage in the UNDAF preparation process.

References to indigenous peoples in the UNDAF
The term 'indigenous peoples' is missing from the UNDAF El Salvador. There are some indirect references using terms such as 'vulnerable groups', 'poor and rural populations', and one of the objectives set under the third topic is 'to overcome discriminatory practices relating to ethnicity'.

Priorities, goals, objectives and outcomes of UNDAF relevant to the development of indigenous peoples
The UNDAF El Salvador defined 6 main principles that guide every stage in the process of programming, analysis, planning, execution, monitoring and evaluation. One of these is 'equality and not discrimination', which deems that every person should be entitled to their human rights without any form of discrimination, including discrimination by ethnicity.

All four areas of cooperation are relevant to the development of indigenous peoples in El Salvador. However, topic nos. 3 (Human and social capital) and 4 (Environmental and risk management) are those most significant to the indigenous peoples.

Are there any particular objectives that might have an adverse effect on the indigenous peoples?
Although the UNDAF mentions that the development-based approach takes into account several dimensions (the personal, economic, social, cultural, and political aspects of life), UNCT should regard the second main goal (Economic development and MDGs´ achievement) in a broad and inclusive manner. This topic provides an example of a good opportunity where the particular situation of the indigenous peoples might be included during the preparation of information (economic and socio-demographic data disaggregated by ethnic groups) in order to ensure that indigenous issues are not being overlooked in the rush to achieve MDG targets.

Implementation strategies and actions relevant to indigenous peoples
The following strategies and actions defined by UNDAF El Salvador are those which can be considered as being the most relevant to indigenous peoples:
- Capacity-building programs intended to improve the representation of civil society and active participation in decision-making processes and development of leadership (including women).
- Local development through policies of decentralization.
- Increase economic opportunities, particularly for women and vulnerable groups.
- Improvement of basic social services, creating networks of support and healthcare with focus on vulnerable groups.
- Increase education opportunities, taking into account the special needs of different groups within the population.
- Implementation of participative programmes at both the national and local level in order to improve environmental sustainability.

The UNDAF gives some details regarding mechanisms and methods of coordination for use at the implementation stage. Interagency thematic teams would be established in order to formulate the annual work plan. They would be in constant coordination and communication and would coordinate with the 'partner for development': governmental institutions, diverse civil society's groups, the private sector, the media, academic institutions and local governments among others and this list could be extended in accordance with certain programs. The general role of each partner would involve leadership, coordination, technical support, and dissemination of information. Civil society's groups include: NGO´s, foundations, Community Based Organizations (CBOs), community leaders, youth organizations, community groups, and families.

Inclusion of indigenous peoples in the monitoring and evaluation processes and indicators
The monitoring and evaluation of the UNDAF El Salvador will be done by the Resident Coordinator and UNCT. Meetings with the government are also planned. The issue of participation by indigenous peoples, or even any group of society, during monitoring and evaluation processes of the UNDAF remains unclear.

In accordance with the CCA El Salvador and the MDGs, 24 indicators were selected to evaluate the achievements of the UNDAF. None of these are disaggregated by ethnicity and there are no indicators that highlight indigenous particularities or regional disparities.

Main challenges for the inclusion of indigenous issues identified in the UNDAF:
The biggest challenge for the inclusion of indigenous issues lies in the apparent lack of awareness of indigenous issues. This general lack of understanding and awareness for diversity is reflected in the fact that ethnic and racial disparities were not considered at any stage in development programs. The UNDAF does not mention indigenous peoples, despite being prepared after the issuance of the 2004 CCA and UNDAF Guidelines which stipulate the inclusion of reference to indigenous peoples in CCAs and UNDAFs. The absence of disaggregated data relating to indigenous peoples is caused by the same general lack of understanding, and is an additional challenge to the inclusion of indigenous issues.

Examples of good practices illustrated in the UNDAF:
The UNDAF identifies the 'partner for development' (see 'Implementation strategies and actions relevant to indigenous peoples' above), intended as a mechanism of coordination and implementation, as being a good opportunity to promote the participation of indigenous peoples´ organizations. The UNDAF gives some details about the general role of each partner making a methodical contribution to the implementation of development strategies.

3.6. Review of UNDAF GUATEMALA

Basic Data concerning Guatemala and its indigenous peoples:
This has been discussed above in the review of CCA Guatemala.

UNDAF Priorities, Goals and Objectives:
The UNDAF Guatemala was prepared for the program cycle 2005-2009 in accordance with commitments adopted in Peace Agreements, the achievement of MDGs, and observations and recommendations to Guatemala made by several Special Rapporteurs.
The UN system identifies three cross-cutting issues:
- The human rights-based approach
- Gender mainstreaming
- Non-discrimination and respect for indigenous peoples.

The following 5 areas of cooperation and objectives were laid down with the government's support:
Area 1: Contribute to poverty reduction and eradication of extreme poverty through the development of economic and social policies. Promote economic growth along with equity and sustainability and increase work productivity to assure social progress.
Area 2: Contribute to the elimination of all forms of discrimination against indigenous peoples, women and other vulnerable and disadvantaged groups through the promotion of inclusive public policies, capacity-building programs and awareness on the matter of human rights, and the promotion of a culture of tolerance with respect for diversity.
Area 3: Contribute to the strengthening of public institutions in order to implement the Peace Agreements and the development of indigenous legal institutions
Area 4: Contribute to universal access to basic social services of acceptable quality and social protection, and progressive elimination of social inequalities through the development of public policies and public investments that promote social respect for cultural identity.
Area 5: Contribute to effective social and political participation through laws and policies of participation and decentralization, capacity-building programs addressed to local actors and the promotion of a culture of peace and reconciliation.

Participation of indigenous peoples during the preparation of the UNDAF
The UNDAF Guatemala calls itself the result of an interactive process that could be reviewed and updated in a participatory way. The interests, needs and problems of indigenous peoples were directly referred to in the document.

References to indigenous peoples in the UNDAF
As mentioned above, the matter of indigenous peoples has been considered as a cross-cutting issue and it turns up throughout the document. The word 'indigenous' was used 50 times in addition to several indirect references such as 'ethnicity', and 'ethnic discrimination'. It is remarkable that the situation of indigenous peoples has been considered separately to that of 'vulnerable groups', allowing the production of more accurate and useful development strategies.

Priorities, goals, objectives and outcomes of UNDAF relevant to the development of indigenous peoples
The UNDAF Guatemala is an excellent example on how to present the indigenous issue as a cross-cutting issue that is involved in nearly every goal, objective and outcome, and also as a priority area targeted for specific attention and programs.
The following outcomes are good examples on how the matter of indigenous peoples may be considered as a cross-cutting issue:
- The national human rights office[26] has been strengthened with regards to the observation and protection of human rights with emphasis on the collective rights of indigenous peoples.
- Highly vulnerable groups (adolescents, women and indigenous peoples) have been informed and made aware of reproductive health issues through informal education and the use of individual and collective propaganda.
- Effective modes of dialogue have been established between the national government and indigenous communities.
- Guaranteed access to health services and traditional medicine has been developed to facilitate its articulation with official medical services.

Are there any objectives in particular that might have an adverse effect on the indigenous peoples?
None of the priorities, objectives or outcomes mentioned in the UNDAF document appear to have an adverse effect on the Indigenous peoples.

Implementation strategies and actions relevant to indigenous peoples
The main strategy identified in the UNDAF is the generation and strengthening of the capacity of national and civil society to facilitate the dialogue and exchange of ideas among agencies, the international community, the government and society in general. As mentioned before, indigenous peoples are considered as an important part of the civil society and therefore their participation in this process can be assured.

Inclusion of indigenous peoples in the monitoring and evaluation processes and indicators
The monitoring and evaluation of the Guatemala UNDAF will be done by the 'Monitoring and Evaluation Committee'[27], a group that will be composed of the government, representatives of the UN system and civil society. Interagency thematic groups, strategic meetings and field trips will be important tools used to evaluate and monitor the achievement of objectives.
The UNDAF Guatemala selects various indicators to monitor and evaluate objectives proposed, of which several are disaggregated by ethnicity and other factors that directly concern indigenous peoples such as:
- Percentage of indigenous peoples and women in civil service.
- Quality of basic social services that are culturally sensitive.

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

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[26] Procuraduría de los Derechos Humanos: www.pdh.org.gt
[27] Comité de Monitoreo y Evaluación

The principal challenge to the inclusion of indigenous issues lies in the ethnic and cultural discrimination still present in many areas of the society which complicates the process of national unification.

The next biggest challenge lies in the social inequality present in access to production, education, healthcare, product markets and social security. Illiteracy along with limited access to education and the mass media are obstacles that indigenous peoples must face in order to acknowledge their rights, norms and institutional mechanisms to claim their respect.

Guatemala is currently in a state of transition, and seeks to consolidate a democratic, plural and modern state. This represents a historical opportunity for the rights of indigenous peoples to be meaningfully included into the national ethos.

Examples of good practices illustrated in the UNDAF:
- Huge efforts have been made to promote dialogue and cooperation between the state and civil society in general (e.g. the creation of public institutions to promote the rights and identity of indigenous peoples[28]).
- The meaningful participation of indigenous peoples and other excluded groups has been promoted in earnest by the passing of new laws[29].
- In practice, the UNDAF Guatemala is a very good example on how to meaningfully link the CCA with the UNDAF. The areas of cooperation selected respond to the problems analyzed in the CCA, and indigenous issues appear in many contexts and constitute a priority at all stages of development. The participation of indigenous peoples as active and equal actors of their own development, capable of identifying their own problems and elaborating their own proposals is always considered where possible.

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[28] Particularly: Comisión Presidencial contra la Discriminación y el Racismo contra los Pueblos Indígenas.
[29] Ley de Consejos de Desarrollo, Código Municipal, Ley de Descentralización

3.7. Review of UNDAF HONDURAS

Basic Data concerning Honduras and its indigenous peoples:
Honduras is a low/middle-income country and has a medium human development index. It was included in the Debt Initiative for Heavily Indebted Poor Countries (HIPC), and since the nineties, the level of extreme poverty has increased from 45% in 2002 to 47% in 2005 and continues to grow, rural populations (64%) and indigenous peoples being the groups most affected.
The Honduran schoolchild spends an average of 2.9 years in education in rural areas and 5.8 in urban areas. The availability of telecommunication services is one of the lowest of Central America, and a mere 1% of the population have internet access. The country has one of the highest incidences of HIV/AIDS in this region.[30]

There are seven indigenous peoples currently living in Honduras, the Garífuna, Tolupán, Pech, Misquito, Lenca, Tawahka, and Chortí. According to Honduras' most recent census, carried out in 2001, there are 427,943 indigenous people in Honduras, making up approximately 7% of the country's population.[31]

UNDAF Priorities, Goals and Objectives:
The UNDAF for Honduras, prepared for the program cycle 2007- 2011, was begun in 2005 along with the elaboration of the CCA. The UNDAF is based on the following principles:
- The Human Rights-Based Approach;
- The sustainable development of national resources;
- Achievement of the MDGs.

The UNDAF for Honduras identified five strategic areas for the UN System's cooperation:
- Investment in people: universal, equal, and non-discriminatory access to social services and public goods. The UNDAF goal for this area is the achievement of significant progress by 2011 towards: a) universal access to healthcare, water and sanitation services, formal and informal education of acceptable quality, b) improvement of nutrition within the population c) the decrease of violence, abuse and exploitation of children, youth, women and other vulnerable groups.
- Equal and sustainable rural development and food security: for this topic, special attention will be shown to rural poverty, migration processes and indigenous peoples. The UNDAF goal for this area is the achievement of significant progress by 2011 towards: a) increased availability of employment, telecommunication and information services, b) the promotion of national policies that ensure fair access to lands and capital, c) strengthened institutions and organizations that work alongside communities towards sustainable rural development, d) a formulated policy on food security, e) the development of markets and methods of food distribution at the local

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[30] Honduras UNDAF
[31] Instituto Nacional de Estadísticas (2001), Censo de Población y Vivienda 2001.

level, f) the development of food security information systems and early warning systems.
- Democratic governance: action will be oriented towards strengthening the rule of law and constructing a fair system of democracy. The UNDAF goal for this area is the achievement of significant progress by 2011 towards: a) the reform and modernization of the state, b) increased decentralization of the government through the use of capacity-building programs on local development, c) improved citizen participation, d) modernization of the political parties, e) state protection of human rights and their inclusion in policies and actions as issues of major importance.
- HIV/AIDS: the UNDAF goal for this area is the achievement of significant progress by 2011 towards: a) increased availability of preventive measures b) improved access to comprehensive care systems and community support for those people living with HIV/AIDS, c) reduction in discrimination and stigmatization against people living with HIV/AIDS, d) improved quality of life, taking gender into perspective, for those people living with HIV/AIDS, e) increased capacity of the government in the coordination and implementation of actions addressing HIV/AIDS.
- Environmental and risk management: natural disasters have had a significant impact upon poverty and exclusion in Honduras. The UNDAF goal for this area is the achievement of significant progress by 2011 towards: a) an increase in the capacity of public institutions and civil society when dealing with: i) the sustainable use of biodiversity and management of natural resources, ii) the management of contaminants iii) the design and implementation of contingency plans and risk management; b) the adoption of a public policy on environmentally-friendly energy resources, c) the strengthening of communication networks to aid in the prevention and management of disasters.

Participation of indigenous peoples during the preparation of the UNDAF
The Honduras UNDAF mentions exhaustive inter-agency discussions with the government and also takes note of the consultation of bilateral and multilateral donors and representatives of civil society. No further detail was given from which one could infer that indigenous peoples either participated or were consulted during the preparation of the UNDAF.

References to indigenous peoples in the UNDAF
Direct references to indigenous peoples in the UNDAF Honduras do exist, for example under the title of 'Equal and sustainable rural development', and indirect references can be found in the use of terms like 'vulnerable groups', 'marginalized communities', 'rural communities', and 'poor people'.

Priorities, goals, objectives and outcomes of UNDAF relevant to the development of indigenous peoples
While all five areas of cooperation are relevant to indigenous peoples, the following goals can be considered as being the most significant:
- Universal, equal, and non-discriminatory access to social services and public goods (including healthcare, water and sanitation services, education, food and security).

The importance of multicultural and multilingual education is particularly stressed when dealing with access to education.
- Sustainable rural development in partnership with the community (including access to employment, lands, telecommunication and information services). Access to land and food security for indigenous peoples was also mentioned.
- Decentralization of government through the utilization of capacity-building programs on local development (including citizen participation and human rights protection). Mention was also made of the leadership and participation of indigenous peoples.
- Sustainable use of biodiversity and management of natural resources.

Are there any objectives in particular that might have an adverse effect on the indigenous peoples?
None of the priorities, objectives or outcomes mentioned in the UNDAF document appears to have any adverse effect on the Indigenous peoples.

Implementation strategies and actions relevant to indigenous peoples
The UNDAF Honduras has planned several different methods of implementation.
Firstly, the organization of a coordination mechanism involving 4 levels:
- <u>Supervisory Group</u>: composed of representatives from the UN Country Team for overall supervision.
- <u>Program Coordination Group</u>: composed of program coordinators drawn from each agency for the purpose of monitoring the implementation of the UNDAF.
- <u>Action groups</u>: interagency groups constructed to realize each direct objective of the UNDAF. These groups will consist of technical personnel from those agencies
- <u>Advisory Groups</u>: interagency groups on communication, gender, human rights, monitoring and evaluation will act in an advisory role throughout the whole process of implementation.

The UNDAF also plans to establish strategic partnerships with public institutions, civil society's organizations, the private sector, bilateral and multilateral cooperation agencies, international financial institutions of finance and the academy. Advisors and operating groups in particular will seek ways of promoting occasions for dialogue and tripartite (government, society in general and donors) planning.

Inclusion of indigenous peoples in the monitoring and evaluation processes and indicators
The monitoring and evaluation of UNDAF Honduras will be done on an annual basis, using identified indicators for each expected result. The UNDAF mentions that donors and counterparts will participate in every evaluation. In the UNDAF matrix of results, each item is linked to strategic partners who will participate at different stages in the coordination, monitoring and evaluation processes. Communities, ethnic groups, non-government organizations (NGOs), community-based organizations (CBOs), indigenous organizations and Garífunas, and local and civil society's organizations are all included as partners. In the absence of further information, the role of these partners cannot be deduced.

In addition to this, more than 100 indicators were selected to monitor the UNDAF results. The UNDAF mentions that, where possible, they will be disaggregated by sex, incomes and rural/urban. The UNDAF Honduras includes one particular indicator ('number of land titles issued to indigenous peoples) that directly targets indigenous peoples. Moreover, many indicators indirectly refer to the situation of indigenous peoples, such as 'the average number of rural inhabitants located more than 30 minutes away from a primary health center".

Main challenges for the inclusion of indigenous issues identified in the UNDAF:
The main challenge to the inclusion of indigenous issues appears to be the unavailability of disaggregated data regarding indigenous peoples, and this complicates the task of planning effective developments.

Examples of good practices illustrated in the UNDAF
The inclusion of strategic partners like communities, ethnic groups, non-government organizations (NGOs), community-based organizations (CBOs), indigenous organizations and Garífunas, local and social organizations, and families could prove to be a good way of ensuring the effective participation of civil society in development processes at the national level and an excellent opportunity to facilitate the involvement of indigenous peoples.

3.8. Review of UNDAF PERU

Basic Data concerning Peru and its indigenous peoples:
It is estimated that approximately 55% of the population of Peru live in conditions of poverty and 23.9% in extreme poverty. Poor people are distributed unevenly through the country with respect to geographical location, gender, age and ethnicity, and indigenous peoples are in particular suffering from exclusion.[32]

There are varying estimates of Peru's indigenous population, ranging from 6.5 million to 12.5 million people (25% to 48% of the country's population). The larger number corresponds to households in which the head of household or spouse have parents or grandparents whose mother tongue is an indigenous language. The smaller number corresponds to households where the head of household or spouse's mother tongue is an indigenous language. There is a systematic link between being indigenous and being poor in Peru: 43% of all poor households, and 52% of those in extreme poverty, are indigenous.[33]

UNDAF Priorities, Goals and Objectives:
The UNDAF for Peru, prepared for the program cycle 2006- 2010, identified three areas for the UN System's cooperation:
- Area of Cooperation no.1: Development of human capacities with emphasis on the excluded population. The following expected results were laid down under this title: a) improved access to basic social services, b) improved protection and exercise of human rights.
- Area of Cooperation no.2: Development of social and economic opportunities, with emphasis on the excluded population. The following expected results were laid down under this title: a) strengthening and improved development of sustainable markets.
- Area of Cooperation no.3: Strengthening of the capacity of the state and civil society to consolidate democratic governance. The following expected results were laid down under this title: a) strengthened capacity – regarding coordination, programming, management, evaluation and monitoring - of local, regional and national state entities. b) increased accountability and transparency of local, regional and national state entities, c) increased availability and utilization of disaggregated statistical information for the process of designing, implementing and evaluating policies, d) strengthened governmental capacity to prevent and manage national risk situations produced by natural disasters.

Participation of indigenous peoples during the preparation of the UNDAF
The main components of the UNDAF Peru were selected by consensus among the UNCT (United Nations Country Team). The areas of cooperation were defined following a seminar held in August 2004 where the UNCT, 14 governmental representatives, 4 political parties and 22 civil society's organizations participated. No further detail was

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[32] UNDAF Peru
[33] World Bank 2005, cited in International Work Group for Indigenous Affairs (2006), *The Indigenous World2006*, p. 171.

given from which one could infer that indigenous peoples either participated or were consulted during the preparation of the UNDAF.

References to indigenous peoples in the UNDAF
There are many direct references to indigenous peoples in the Peru UNDAF both as being a part of the population suffering exclusion and as one of the groups that needs to be targeted for attention. The 'Ashaninka' indigenous group is considered in particular within some strategies.

Priorities, goals, objectives and outcomes of UNDAF relevant to the development of indigenous peoples
Among the three priority areas, areas no.1 (development of human capacities) and no.2 (development of social and economic opportunities) are the most significant to indigenous peoples. These two areas and their corresponding objectives place particular emphasis on excluded populations, a category that explicitly includes indigenous peoples. The following goals are particularly relevant to indigenous peoples:
- Improved coverage and quality of intercultural and bilingual education
- Increased access to information in key areas (health, nutrition, gender, human rights etc.)
- Increased initiatives for income generation promoting local capacities.
- Established national systems for the promotion and protection of human rights.
- Increased promotion, awareness and protection of the rights of indigenous peoples (including the effective fulfillment of 169 ILO Convention).

Are there any objectives in particular that might have an adverse effect on the indigenous peoples?
Although none of the priorities, objectives or outcomes mentioned in the UNDAF document appear to affect the indigenous peoples in an adverse way, UNCT should regard goal 3c ('increased availability and utilization of disaggregated statistical information for the process of designing, implementing and evaluating policies') with care, as indicators corresponding to this goal only mention geographic disaggregation. Although regional disparities can help illustrate the situation of indigenous peoples, a better picture of their situation could be given if data were disaggregated by ethnic groups, and assuring the meaningful participation of indigenous peoples at all stages in the process.

Implementation strategies and actions relevant to indigenous peoples
More than 15 implementation strategies and actions are directly addressed to the matter of indigenous peoples including:
- Capacity-building programs to meaningfully improve bilingual intercultural education.
- Technical assistance to strengthen governmental and civil society's capacities in promoting sexual and reproductive rights and the prevention of gender-based violence.
- Capacity-building programs focused on human rights with emphasis on cultural diversity.

- Analysis of the health situation with regard to indigenous peoples.
- Technical assistance for the effective implementation of policies and programs that promote indigenous people's rights.
- Strengthening the capacity of indigenous organizations which focus on the sustainable use of natural resources.

Indigenous peoples are not only targeted by these strategies but are also mentioned as partners in the implementation process. However, as their role is not fully explained, it is not possible to say whether this represents a meaningful participation.

Inclusion of indigenous peoples in the monitoring and evaluation processes and indicators
The UNDAF Peru does not mention any details as regards monitoring and evaluation processes, and for that reason it is not possible to analyze the role of indigenous peoples in these processes. However, more than 100 indicators were selected to monitor the UNDAF results, and these include some indicators that target indigenous peoples. For example:
'Number of schools with intercultural and bilingual education by rural and urban areas.'
'Number of indigenous languages that have and use bilingual material in schools.'
'Number of women participating in indigenous organizations and ethnic groups'

Main challenges for the inclusion of indigenous issues identified in the UNDAF:
The main challenge to the inclusion of indigenous issues is the absence of disaggregated data regarding indigenous peoples, and this complicates the task of planning effective development strategies. Increasing the availability of statistical data is one of the objectives mentioned in the UNDAF, and this could be a good opportunity to compile and disseminate data on indigenous peoples and promote their participation.

Examples of good practices illustrated in the UNDAF:
The Peru UNDAF pays special attention to indigenous peoples in the section on education. The importance of bilingual and intercultural education was highlighted, and distinct objectives, outcomes and indicators were set to improve it.

3.9. Review of UNDAF PANAMA

Basic Data concerning Panama and its indigenous peoples:
Panama has one of the largest income gaps of the world, and although Panama has consolidated important social achievements, deep disparities lie within the national averages. Low income affects 22% of the urban population, 62% of the rural non-indigenous population and more than 90% of indigenous peoples[34].

This indigenous poverty represents 200.000 people and they make up 19% of those Panamanians affected by poverty. 95% of the population located within indigenous zones lie below the poverty line. The indigenous formal education average is half that of non-indigenous Panamanians (4,5 degrees vs. 8,4 degrees) and is almost nonexistent (0,9 degrees) among those indigenous peoples who do not speak Spanish. The average indigenous salary is roughly 32% lower than that of a non-indigenous citizen, and this salary gap can be fundamentally explained as being due to the discrimination shown against indigenous workers.[35].

In Panama, there are 8 indigenous peoples: (Ngöbe, Kunas, Emberá, Wounaan, Buglé, Naso, Bokota and Bri Bri) and represent 10% of the country's population[36]. Panama has made efforts to guarantee the territorial rights of indigenous peoples and has defined five 'comarcas'[37] in those areas which have traditionally belonged to the indigenous peoples.

UNDAF Priorities, Goals and Objectives:
The UNDAF for Panama, prepared for the program cycle 2002-2006, has one overriding UN-System goal, namely the substantial contribution to Sustainable Human Development through the full exercise of human rights.

The areas of cooperation defined by the Panama UNDAF are grouped into three main categories of human rights. The UNDAF first analyzes the advances made in each area before moving on to identify the strategies and outcomes.

1. Right to life: the basic condition for existence. This category includes the following related rights: a) Right not to be killed by violence, b) Right not to be killed by negligence or omission c) Right not to suffer abuse and mistreatment.
2. Economic, social and cultural rights: the basic conditions for welfare. This category includes the following related rights: a) right to education b) right to healthcare c) right to nutrition and food security d) right to drinking water and basic sanitation e) sexual and reproductive rights f) right to housing and mobility g) right to a healthy environment h) right to employment and income.
3. Civil and political rights: the basic conditions for living. This category includes the following related rights: a) right to nationality and non-discrimination b) right to justice c) right of children and youths to a family

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[34] Encuesta de Niveles de Vida (ENV), 2000.

[35] Renos Vakis y Kathy Lindert, 'Pobreza de la población indígena en Panamá: Estudio basado en la ENV97', Banco Mundial, 1999.

[36] Censo del 2000. Contraloría General de la República, Dirección de Estadística y Censo, Sección de Análisis Demográfico.

[37] Provincial-level indigenous regions.

and special protection d) right to political participation e) right to information and to freedom of expression f) right to ethnic, historic and cultural identity

A brief section regarding the humanitarian situation of displaced persons from Colombia located at the Panamanian border was also included.

Participation of indigenous peoples during the preparation of the UNDAF
The Panama UNDAF was elaborated by UN agencies working in coordination with the Government and is based on the opinions and proposals of civil society's organizations. While there is no mention of direct consultation with indigenous peoples, their interests were still voiced throughout the UNDAF document.

References to indigenous peoples in the UNDAF
The matter of indigenous peoples has been considered as a cross-cutting issue and its importance is highlighted throughout the document. A substantial amount of ethnically-disaggregated data has been used in the UNDAF Panama. The word 'indigenous' was used 133 times in addition to several indirect references such as 'ethnicity', and 'ethnic discrimination'. It is remarkable that 'indigenous poverty' is analyzed separately from 'urban poverty' and 'rural poverty', providing a sufficiently detailed picture of the socioeconomic situation of indigenous peoples and allowing more suitable development strategies to be planned.
In the Panama UNDAF, indigenous peoples are considered both in the overall development process and in their own special section, entitled 'the right of indigenous peoples to identity and territory', which analyzes their situation, identifying specific objectives and outcomes.

An overall, tremendous effort to analyze the situation of the indigenous peoples is noticeable throughout the Panama UNDAF, which is made all the more striking by the fact that it was prepared before the issuance of the 2004 CCA and UNDAF Guidelines, which stipulate the inclusion of reference to indigenous peoples in CCAs and UNDAFs.

Priorities, goals, objectives and outcomes of UNDAF relevant to the development of indigenous peoples
The Panama UNDAF is an excellent example on how to include the matter of indigenous peoples as both a cross-cutting issue and a priority area that deserves specific attention and targeted programs. More than 15 objectives are directly addressed to indigenous peoples, and the following selection is composed of some of the more relevant ones, which illustrate the consideration of indigenous concerns as a cross-cutting issue:
- Promote holistic development within indigenous peoples´ regions, respecting their autonomy, cultural heritage, and particular needs.
- Formulate a national program to reduce child and maternal mortality within indigenous communities, with the participation of traditional midwives and the adoption of culturally-sensitive strategies.
- Promote a national education reform and the implementation of more suitable strategies adapted to indigenous peoples´ needs, including adequate methodologies for bilingual and intercultural education.

- Construct specific indicators to assess the political exclusion of women and indigenous peoples and design programs which endeavor to eliminate that exclusion.

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

None of the priorities, objectives or outcomes mentioned in the UNDAF document appears to have an adverse effect on the Indigenous peoples.

Implementation strategies and actions relevant to indigenous peoples

The cooperation of the United Nations will be provided through several mechanisms, of which the following are the most relevant to indigenous peoples:
- Fostering of agreement among different interest groups.
- Transfer of experiences and international expertise.
- Dissemination of national experiences.
- Provision and mobilization of resources.
- Projects based around local communities.
- Partnerships with donors, NGOs and civil society.

Thematic groups and interagency groups were established to promote the coordination of their activities with the relevant governmental entities, NGO´s, the private sector and community organizations. This may provide a channel to facilitate the participation of indigenous peoples.

Inclusion of indigenous peoples in the monitoring and evaluation processes and indicators

The monitoring and evaluation of the goals and objectives proposed by the Panama UNDAF will be carried out by a national observatory on the situation of rights[38], constituted by the UN system working jointly with the Government and several NGOs. The observatory will widely circulate the results obtained in order to promote the involvement of civil society in the monitoring of human rights and human development.

Several indicators were selected to monitor the UNDAF results, of which the majority is disaggregated to capture the particular situation of indigenous peoples. The following indicators, for example, are disaggregated into Urban, Rural non-Indigenous and Rural Indigenous:
- Lack of access to preschool
- Years of schooling
- Malnutrition
- Lack of drinking water
- Persons without access to electricity
- Political participation

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

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[38] Observatorio Nacional sobre la Situación de Derechos

The biggest challenge to the inclusion of indigenous issues is the successful conception of a strategy on indigenous holistic development that includes an indigenous perspective and is at the same time financially, technically and programmatically coherent.

Another challenge lies in the negative perception that considers the particularities of indigenous culture in matters of family and local organization, education, healthcare, the environment and management of natural resources as obstacles to development. This perception responds to a lack of understanding and awareness for diversity, and promotes segmented interventions.

Examples of good practices illustrated in the UNDAF:
- The situation of indigenous peoples is analyzed in almost every area of development using numerous examples of disaggregated data. The objectives and strategies proposed are based to a significant extent on this previous analysis.
- A national institution[39] was established to guarantee the rights of indigenous peoples, eliminate discrimination practices in public administration and strengthen methods of leadership among indigenous peoples. This entity is founded on five fundamental principles: indigenous participation in decision-making processes, consultation on the matters that affect them, respect for different ethnicities, cultural and linguistic diversity, and equity with a gender perspective in the public programs.
- The implementation of a national observatory on the situation of rights with the object of monitoring and evaluating the goals and objectives proposed by UNDAF is an interesting mechanism, which facilitates the participation of indigenous peoples in the process. It might be considered a good idea to document this experience and replicate it in other contexts.

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[39] Consejo Nacional de Desarrollo Indígena

3.10. Review of UNDAF PARAGUAY

Basic Data concerning Paraguay and its indigenous peoples:
The democratic process was initiated in Paraguay in 1992 and since then the country has made important efforts to develop and consolidate the rule of law.

Paraguay's population totals approximately 5.496.450 inhabitants, of which 33,7% lie below the poverty line, and 15,5% live in extreme poverty. Social inequity and social exclusion are reflected in the lack of access by the poorest populations to basic social services such as education, healthcare and drinking water. 30% of the population does not have access to public healthcare, and only 15% of households in the rural area have access to drinking water, while less than 4% of those that begin secondary education in the rural area reach graduation.[40]

Paraguay carried out a National Indigenous Census in 2002, which revealed that the country's indigenous population totals approximately 87,000 people, or 1.7% of the total population. There are twenty indigenous peoples in Paraguay, which make up five linguistic families - Guaraní, Maskoy, Mataco, Zamuco and Guaicuru. Paraguay's indigenous population is very young, with nearly 50% under the age of 15, and mostly rural (91.5%). According to the census, Paraguay's indigenous peoples are at a disadvantage in terms of human development (for example, 51% of the indigenous population is illiterate). Another challenge lies in the recognition of their lands. According to the census, out of the 412 indigenous communities in Paraguay, 185 still do not have legal ownership over their lands.[41]

UNDAF Priorities, Goals and Objectives:
The UNDAF for Paraguay, prepared for the program cycle 2002- 2006, is based on the national constitution of Paraguay adopted in 1992 and programs and development plans[42] assumed by the government. The general goal of the UN cooperation is to contribute to the sustainable human development of Paraguay through the strengthening of its democratic institutions, the removal of social inequities and respect for the environment and human rights.
The UNDAF for Paraguay has identified the three following priority areas for cooperation along with their general objectives:
1. Governance and democracy. Objective: strengthen national capacity to effectively realize the rule of law.
2. Poverty and inequity. Objective: strengthen national capacity to formulate and implement policies that combat poverty and social inequities with civic participation.
3. Environmental development. Objective: strengthen national capacity to achieve sustainable management of natural resources and sustainable human development.

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[40] UNDAF Paraguay
[41] Dirección Nacional de Estadísticas, Encuestas y Censos (2002), *II Censo Nacional Indígena de Población y Viviendas.* Available at:
http://www.dgeec.gov.py/Publicaciones/Biblioteca/censo_indigena/Capitulo%201.pdf
[42] Plan de Gobierno 1999-2003, Plan Estratégico Económico y Social (PEES, March 2001)

Participation of indigenous peoples during the preparation of the UNDAF
The Paraguay UNDAF claims to be the result of a process of interagency consultation with the national government, civil society and the different actors involved. No further detail was given from which one can infer that there were consultations with or participation of indigenous peoples during the preparation of the UNDAF.

References to indigenous peoples in the UNDAF
Despite the fact that the Paraguay UNDAF was prepared in 2002 before its updated guidelines were issued in 2004, it still contains several direct and indirect references to indigenous peoples, including *'The process of social fragmentation has highlighted the greater vulnerability of some groups, such as the indigenous peoples, which, despite being few in numbers, represent a historically-important sector of the Paraguayan population, and deserve recognition for their identity as well as their material and cultural heritage.*[43] '

Other references to 'vulnerable groups', 'marginalized peoples', 'rural communities', 'excluded population', and 'ethnic minorities' indirectly refer to and include Indigenous peoples.

Priorities, goals, objectives and outcomes of UNDAF relevant to the development of indigenous peoples
Among the three priority areas, poverty and inequity issues are those most relevant to the indigenous peoples; however, the greater importance of this area does not diminish the significance of the other two issues (governance and democracy and environmental development) to the indigenous peoples.

Are there any objectives in particular that might have an adverse effect on the indigenous peoples?
Although none of the priorities, objectives or outcomes mentioned in the UNDAF document appears to have any adverse effect on the Indigenous peoples, UNCT could observe caution regarding the process of implementation of projects. Several of them directly affect indigenous peoples and their free, prior and informed consent should be assured.

Implementation strategies and actions relevant to indigenous peoples
The Paraguay UNDAF identified specific strategies under each priority area. The following can be considered as the most relevant to indigenous peoples:
- Technical assistance and capacity-building for governmental institutions and civil society in the formulation and implementation of public policies on the following areas: children and youth, healthcare, sexual and reproductive health, education, agriculture,

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[43] 'El proceso de fragmentación social ha puesto de relieve la mayor vulnerabilidad de algunos sectores como las y los indígenas, que aunque en números absolutos son pocos, representan un sector históricamente importante de la población paraguaya, que merece una reivindicación de su identidad y patrimonio cultural y físico.', UNDAF Paraguay, pp. 7

economic policies, civic security, gender, population and development strategies, urban development, housing and basic services,
- Development of channels of participation for the civil society at the national and local level.
- Support for national entities involved in data collection process to improve and increase social and economic information.
- Strengthening of community and social networks for the fulfillment of their rights.
- Promote actions that instill respect for cultural plurality.
- Elaborate a map of the existing leaders that are to act as agents of change.

Inclusion of indigenous peoples in the monitoring and evaluation processes and indicators
The Paraguay UNDAF assigns special importance to active participation during the evaluation process, and to this effect, annual meetings with the government and representatives of civil society have been planned. No further detail was given from which one could infer that indigenous peoples will be included in the monitoring and evaluation processes.
Indicators are not included in the Paraguay UNDAF.

Main challenges for the inclusion of indigenous issues identified in the UNDAF:
The Paraguay UNDAF has recognized general challenges that are related to the difficulties facing the inclusion of indigenous peoples. Aspects such as an increase in poverty, government corruption, improper use of public resources, impunity and despotism, and weakness of social organizations all contribute to create a scene of exclusion and social conflicts.

Examples of good practices illustrated in the UNDAF:
In its annex, the Paraguay UNDAF gives a description of all the projects implemented by UN agencies during the cycle 2002- 2006. 37 projects are identified and these include the following thematic areas: health, violence prevention, the environment and natural resources, child rights, empowerment of communities, sexual and reproductive rights, migration, rural development, poverty reduction, modernization of public administration and the legal system. 9 projects indirectly benefit indigenous peoples and the following four explicitly target indigenous issues:
-   Elimination of tuberculosis and leprosy, implemented by PAHO and WHO
-   Implementation of a national strategy to promote the rights of children, women and indigenous peoples, implemented by UNICEF.
-   Empowerment of communities and access to social services, implemented by UNICEF
-   Efficient and sustainable management of natural resources, implemented by UNDP

IV. Conclusions and recommendations

Conceptual frameworks and approach to indigenous issues.
The majority of CCA and UNDAF documents claim to be founded on the human rights-based approach to development (HRBA)[44], which gives scope for the promotion of cultural diversity, principles of non-discrimination, equality and the full and effective participation of indigenous peoples. The HRBA is premised on the understanding that human rights principles guide all programming at every phase, including assessment and analysis, program planning and design, implementation, monitoring and evaluation.

However, in practice the HRBA is not reflected in the whole development process in the CCA/UNDAF. With few exceptions, there is no mention of mechanisms by which the full and effective participation of indigenous peoples could be ensured in the design, implementation, monitoring and evaluation of policy interventions.

Indigenous peoples are taken into account in only a few of the CCAs and UNDAFs examined as a crosscutting issue mainstreamed all over the report. In these cases, they are also addressed by sector, meaning that each goal (if relevant) has specific data and/or benchmarks by which to address indigenous peoples. However, in most cases, indigenous peoples are only mentioned in the poverty analysis section or under education. Without diminishing the relevance of these areas, indigenous peoples should also be included under other thematic areas, such as the management of natural resources, sexual and reproductive health, HIV/AIDS, migration etc. Segmented interventions with poor or nonexistent indigenous consultation and consent are in fact encouraged by a general regard for the cultural particularities of indigenous peoples as obstacles to development.

In its recommendations in the area of economic and social development, including on the MDGs, the UNPFII has been promoting a holistic approach to indigenous issues. Indigenous peoples should be taken into account throughout the development process as a crosscutting issue, and their special *economic,* social, political, *cultural* and historical contexts along with statistical data and specific problems should also be taken into consideration.

Where indigenous peoples are included in development programs, their relationship to the program should be changed from that of passive recipients to that of rights holders and active participants, and UNCTs should promote the designation of indigenous peoples as such.

Links between identified problems and objectives, outcomes and strategies
The United Nations has adopted the CCAs and UNDAFs as strategic planning tools for use in coordinated UN programming at the national level. The CCA is the first step used in analyzing the national development situation and identifying the key development issues for a country.

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[44] The United Nations Development Group's Statement on the Common Understanding of the Human Rights-based Approach to Development cooperation was adopted in 2003 (see www.undg.org).

The CCA is then used to inform the UNDAF process which takes into account the priorities identified by both the Government and the CCA and uses them to outline a development plan.

Most CCAs and UNDAFs state that indigenous peoples are among the most excluded people of a country, that they show a higher incidence of poverty, have inferior access to education, and are more likely to suffer from maternal and child mortality and morbidity. Besides the fact that the reports do not usually provide disaggregated data to support this statement, the objectives, outcomes and strategies proposed take little account of these problems. On the one hand, problems are included in general terms in the main goals of some UNDAFs, but are then dismissed without any specific action to address them. On the other hand, in other UNDAFs, problems are addressed by overly specific and focused programs that do not take into account the full complexity of the situation.

Further efforts should be made so that the development challenges in relation to indigenous peoples identified in CCAs or in situational analysis can be effectively reflected in the priorities of the UNDAF and beyond.

Full and effective participation of indigenous peoples at every phase of programming
Although the majority of CCA and UNDAF reports claim to be the result of an active participatory process, many of these do not mention the participation by indigenous peoples in the process of developing interventions and programmes. In general, there is no evidence of indigenous peoples' organizations participating or being consulted during the report's preparation process.

Special provisions and mechanisms should be established by UNCTs to allow the full and effective participation of indigenous peoples' organizations and representatives in all matters that concern them and respecting the principle of free, prior and informed consent.

In those cases where indigenous peoples were consulted, it is not possible to determine whether the inputs and proposals of indigenous peoples were incorporated into the implementation and monitoring of policy interventions. Very few examples actually quote and mention the results of the consultation process.

It will be useful if UNCTs that did consult indigenous peoples could provide details regarding the mechanisms and strategies they used in order to elaborate methodological tools and replicate the experience in other contexts and countries.

Specific partnership-oriented actions
The priorities and program outcomes of UNDAF documents are synchronized with the governments' development aspirations. Specific partnerships between the UN system and a Government make part of the main strategies adopted.

Very few UNDAFs include partnership-oriented actions with indigenous peoples. The root causes of this could lie in the approach of some policy makers who regard

indigenous peoples as passive recipients and unqualified as equal partners in development processes.

The goal, objectives and Programme of Action of the Second International Decade of the World's Indigenous People including its special *theme* — partnership for action and dignity — could be used as a framework to establish partnerships with indigenous peoples at country level.

In those UNDAFs where indigenous peoples are included as partners, the specific role of each partner is not mentioned in detail and for this reason it is not possible to confirm the effective involvement of each partner at all stages and levels in the process.

UNCTs that include partnership-oriented actions with indigenous peoples should provide details so that good practices may be documented and the experience replicated in other contexts.

Disaggregated data and indicators on the situation of indigenous peoples
Few CCAs and/or UNDAFs provide disaggregated data, though many do mention the disparities affecting indigenous peoples, and indirectly refer to indigenous peoples using geographic and rural/urban disparities to describe inequities in development processes. In addition, every CCA and UNDAF includes indigenous peoples within the category of "excluded and vulnerable populations" (poor population, rural population, ethnic minorities, marginalized population etc.) The inclusion into these general categories may be the first step for the inclusion of indigenous peoples into the CCA/UNDAF process. Indigenous peoples often have much in common with other marginalized groups in societies, i.e. lack of political representation and participation, economic marginalization and poverty, lack of access to social services and overall marginalization and discrimination.

However, indigenous peoples are the holders of unique languages, systems of knowledge and belief, and possess invaluable knowledge and practices for the sustainable management of natural resources. They have a special relation to and use of their traditional land, for which reason their ancestral land and territory has a fundamental important for their collective physical and cultural survival as peoples. Indigenous peoples hold their own diverse concepts of well-being and development, based on their own diverse values, visions, needs and priorities. **For this reason, in order to enhance the comprehension of indigenous concerns and their possible solution, the improvement of the collection and disaggregation of data as regards indigenous peoples and the promotion of a holistic approach to indicators should be considered a priority for policy makers.**

The Forum consistently states that targeted policies and programs should be developed on the basis of both disaggregated data and indicators on the situation of indigenous peoples, obtained with the full participation of indigenous peoples. In doing so, the Forum

recommends that states and UN agencies follow the principle of free, prior and informed consent[45].

Final remarks

The issues and challenges faced by indigenous peoples should be directly incorporated in the CCA/UNDAF by:
- **including indigenous peoples as a cross-cutting issue mainstreamed when relevant in priorities, goals, objectives, outcomes and indicators, as well as through the diverse thematic areas involved (education, health, human rights, environment, food security, violence prevention etc.).**
- **including indigenous peoples as a particular development target with specific situational analysis, taking into account their needs and cultural particularities and improving the collection and disaggregation of data regarding indigenous peoples.**
- **including the full and effective participation of indigenous peoples at all stages in the development processes that directly or indirectly affect them (i.e. design, implementation, monitoring and evaluation).**
- **including indigenous peoples as equal partners in the processes that directly or indirectly affect them, clarifying the expected role of each partner and promoting continuous dialogue based upon mutual respect, consent and solidarity.**

The Programme of Action of the Second International Decade of the World's Indigenous People should serve as a basic framework by which to formulate and implement national programmes as part of UNDAF and promote partnerships between UNCT and indigenous peoples.

As it has already been pointed out, some UNDAFs mention excellent practices as regards indigenous peoples, which propose interesting mechanisms by which to engage with them in the design, implementation, monitoring and evaluation of UNDAF programs. Case studies should be made through partnerships of the UN system, governments and indigenous peoples to further document and analyze how these strategies are implemented in the field with the following general objectives:
- **Identify challenges and difficulties at the implementation level.**
- **Analyze the status of implementation of the UNPFII recommendations and Programme of Action of the Second International Decade of the World's Indigenous People through the use of first-hand information.**
- **Elaborate methodological tools for the improvement of indigenous peoples´ engagement.**
- **Replicate the experience in other contexts**.

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[45] Paragraphs. 86 and 89, Fourth Session report, UNPFII, (E/2004/43)

ANNEX I. Matrix of results

TABLE 1. CCA

Country	Year	HRBA	# direct reference IPs	Indirect reference	Participation IPs in preparation process	Ethnically disaggreggated data	Problems IPs analysed	IPs as cross cutting issue	IPs as national priority
El Salvador	2005	Yes	0	Yes	Not mentioned	No	No	No	No
Guatemala	2004	Yes	142	Yes	Yes	Yes	Yes	Yes	Yes

TABLE 2. UNDAF

Country	Year	# direct reference to IPs	Indirect reference to IPs	Participation IPs in preparation process	Ethnically disaggreggated data	Inclusion IPs in goals, objectives and outcome	Inclusion IPs in monitoring and evaluation	Inclusion IPs in Indicators
Bolivia	2002-2007	8	Yes	Not mentioned	No	Yes	Not mentioned	No
Colombia	2000-2004	5	Yes	Not mentioned	No	Yes	Not mentioned	No
Guatemala	2005-2009	61	Yes	Yes	Yes	Yes	Yes	Yes
El Salvador	2007-2011	0	Yes	Not mentioned	No	Not mentioned	Not mentioned	No
Honduras	2007-2011	6	Yes	Not mentioned	No	Yes	Yes	Yes
Perú	2006-2010	16	Yes	Not mentioned	No	Yes	Not mentioned	Yes
Panama	2002-2006	133	Yes	Not mentioned	Yes	Yes	Yes	Yes
Paraguay	2002-2006	6	Yes	Not mentioned	No	Yes	Not mentioned	No