INTER-AGENCY SUPPORT GROUP ON INDIGENOUS PEOPLES' ISSUES

THEMATIC PAPER towards the preparation of the 2014 World Conference on Indigenous Peoples

THE PARTICIPATION OF INDIGENOUS PEOPLES IN THE UNITED NATIONS

Thematic Paper on The Participation of Indigenous Peoples in the United Nations

The United Nations Inter-Agency Support Group (IASG) on Indigenous Issues aims to strengthen cooperation and coordination among UN agencies, funds, entities and programmes on indigenous peoples' issues and to support the UN Permanent Forum on Indigenous Issues. It also seeks to promote the effective participation of indigenous peoples in relevant international processes.

At its annual meeting held in October 2013, the IASG decided to develop a set of collaborative thematic papers to serve as background information and analysis on key issues to contribute to the process and preparations for the World Conference on Indigenous Peoples.

The preparation of each paper was led by one or more agencies with inputs from other IASG members. The papers do not present or represent formal, official UN policy positions. Rather, they reflect the collective efforts of the Inter-Agency Support Group to highlight selected key issues and to provide substantive materials to inform the Conference, with a view to contributing to the realization of the rights of indigenous peoples.

*The chair of the IASG rotates annually amongst the participating agencies. The Support Group has been chaired by the United Nations Children's Fund (UNICEF) until the end of the 13th session of the Permanent Forum on Indigenous Issues in May 2014. The Office of the High Commissioner for Human Rights (OHCHR) is currently holding the chair of the Group. The Secretariat of the Permanent Forum on Indigenous Issues acts as co-chair of the Support Group.

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Key messages

- The UN Declaration on the Rights of Indigenous Peoples is a key international standard and framework for the realization of the right to participation of indigenous peoples
- The right of indigenous peoples to participate in decision-making is a key component in achieving reconciliation between indigenous peoples and States and combating the legacy of exclusion and marginalization affecting indigenous peoples
- The participation of indigenous peoples at the United Nations has enabled them to work together peacefully and in partnership with States to advance their issues and rights
- Protecting the rights of indigenous peoples to participate in decision-making and to shape their own futures is not only a human rights imperative, it is also essential to ensuring that the decisions that are made carry legitimacy, yield positive outcomes and promote equality in our societies
- Indigenous women often face exceptional impediments to participation in decisionmaking. Gender mainstreaming involves ensuring that gender perspectives and attention to the goal of gender equality are central to all activities, including legislation, policies or programmes.
- The World Conference offers an opportunity for the United Nations to strengthen indigenous peoples' participation in accordance with the Declaration and standards on participation affirmed by the General Assembly.

Summary

Indigenous peoples have endured centuries of marginalization and exclusion from the mainstream political, economic and social spheres. After decades of obtaining little or no attention from the international community, indigenous peoples have increasingly gained visibility and made their voices heard at international forums. They have achieved historic accomplishments, including in the processes leading to the adoption of the UN Declaration on the Rights of Indigenous Peoples in 2007. Although indigenous peoples have a greater voice at the international level than ever before, much remains to be done to allow for the effective involvement of indigenous peoples in the development of international standards and programmes that concern them, including within the United Nations.

There is no doubt that indigenous peoples have acquired unprecedented access to the United Nations system and especially to those bodies that focus on indigenous peoples' issues, such as the UN Permanent Forum on Indigenous Issues and the UN Expert Mechanism on the Rights of Indigenous Peoples, irrespective of whether they have consultative status with the Economic and Social Council as non-governmental organizations. However, indigenous peoples are not always organized as non-governmental organizations and have already put forward a number of recommendations to ensure their effective participation within the UN system, including calls to allow for their direct participation through their own governments and parliaments, including their traditional councils and authorities.

Since the decision of the General Assembly to organize a high-level plenary meeting of the General Assembly, to be known as the World Conference on Indigenous Peoples¹, the importance of ensuring indigenous peoples' meaningful, equal and effective participation in both the preparatory process and the conference itself has repeatedly been stressed. In this regard, the Secretary General has offered practical orientation to promote the participation at the United Nations of recognized indigenous peoples' representatives, in a way that reflects their rights under the UN Declaration on the Rights of Indigenous Peoples.² Furthermore, some UN agencies, members of the Inter-agency Support Group (IASG) on Indigenous Issues, have developed institutional policies and mechanisms, to operationalize their support and engagement with indigenous peoples.

The World Conference is an opportunity to further discuss ways and means of promoting the participation of representatives of indigenous peoples in United Nations bodies and processes on issues affecting them. It also provides an opportunity to examine and advance the engagement of the United Nations in the area of indigenous peoples' rights, in line with Article 41 of the Declaration on the Rights of Indigenous Peoples, which requires the organs and specialized agencies of the United Nations system to establish "ways and means of ensuring participation of indigenous peoples on issues affecting them".

This thematic paper is intended to contribute to the World Conference and potential discussion on participation of indigenous peoples in the United Nations, in line with Article 42 of the UN Declaration on the Rights of Indigenous Peoples, which explicitly calls upon the organs of the United Nations to promote respect for and contribute to the full realization of its provisions.

¹ A/RES/65/198

² A/HRC/21/24

Background and analysis

1- The character and general content of the right to participation of indigenous peoples

As outlined by the UN Expert Mechanism on the Rights of Indigenous Peoples in its progress report on the "study on indigenous peoples and the right to participate in decision-making"³, the right to participation is present in a wide range of international instruments including the International Covenant on Civic and Political Rights (ICCPR), the International Covenant on Economic, Social and Cultural Rights (ICESCR), the ILO Convention concerning Indigenous and Tribal Peoples in Independent Countries (ILO No. 169), the UN Declaration on the Rights of Indigenous peoples as well as regional human rights instruments, including the American Convention on Human Rights. In particular, the UN Declaration on the Rights of Indigenous peoples specifies that indigenous participation in decision-making should be "through representatives chosen by themselves in accordance with their own procedures", and affirms their right "to maintain and develop their own indigenous decision-making institutions" (art. 18).

In its final report to the Human Rights Council on indigenous peoples and the right to participate in decision-making⁴, the Expert Mechanism on the Rights of Indigenous Peoples has identified and elaborated on both external and internal dimensions of the right to participation of indigenous peoples in decision-making. The Expert Mechanism has also discussed the relationship between the right to self-determination and the participation of indigenous peoples in decision-making. It has noted that self-determination is an ongoing process which ensures that indigenous peoples continue to participate in decision-making and have control over their own destinies. It means that the institutions of decision-making should be devised to enable indigenous peoples to make decisions related to their internal and local affairs, as well as to participate collectively in external decision-making processes in accordance with relevant human rights standards. The right to participation of indigenous peoples includes a corollary duty of States to consult with indigenous peoples in matters that affect their rights and interests in order to obtain their free, prior and informed consent as recognized, especially, by article 19 of the UN Declaration. The Expert Mechanism noted that indigenous women often face exceptional impediments to participation in decisionmaking and urged States, international organizations, indigenous peoples and other decision-making entities to conduct more intensive studies and design appropriate mechanisms to facilitate the participation of indigenous women in their activities and increase their access to address difficulties facing indigenous women seeking to fully participate in decision-making. The Special Rapporteur on the Rights of Indigenous Peoples has also addressed the right of indigenous peoples to participation in his reports to the General Assembly⁵. As outlined by the Special Rapporteur, one aspect of the external dimension of the right of participation is the involvement of indigenous peoples in decisionmaking in the international arena. He stressed that this aspect remains an important component of indigenous peoples' right to self-determination and that potential reforms within international institutions and platforms of decision making that affect indigenous peoples' lives should be closely examined.

³ A/HRC/15/35

⁴ A/HRC/18/42 ⁵ A/65/264

2- Ways and means of promoting participation at the United Nations of indigenous peoples' representatives

Following a recommendation by the UN Expert Mechanism on the Rights of Indigenous Peoples, the Human Rights Council requested the Secretary-General in 2011 to prepare a document "on ways and means of promoting participation at the United Nations of indigenous peoples' representatives on issues affecting them" (A/HRC/21/24), given that indigenous peoples are not always organized as non-governmental organizations. In its report to the Human Rights Council, the Secretary General outlined possible steps to facilitate the development of procedures to promote the participation of indigenous peoples' representatives, beyond the bodies in which they currently participate, including the Economic and Social Council, the Human Rights Council and meetings of the General Assembly and its committees when they consider issues of special relevance to indigenous peoples.

In particular, the report identified a number of important questions which should be considered such as: a) Criteria for determining eligibility of indigenous peoples' representatives for accreditation as such; (b) Nature and membership of the body to determine the eligibility of indigenous peoples' representatives for accreditation; (c) Details of the process, including the information required to be submitted to obtain accreditation as an indigenous peoples' representative; (d) Procedures that will make the participation of indigenous peoples' representatives meaningful and effective. The report stressed that, in the interests of enabling indigenous peoples to participate in matters that affect them, it is important that indigenous peoples have the opportunity to be actively involved in the determination of the above issues, in partnership with Member States, before a procedure is finalized and adopted by any intergovernmental organs of the United Nations.

A promising precedent for indigenous representation in consultations was set when the President of the General Assembly requested a representative of a Member State and a representative of indigenous peoples to conduct inclusive informal consultations on his behalf in order to determine the modalities for the World Conference on Indigenous Peoples, including the participation of indigenous peoples in the Conference. In order to explore indigenous peoples' participation in the UN more generally, the report also suggests the consideration of an establishment by the General Assembly of a working group to provide it with guidance on possible procedural and institutional steps and selection criteria to enable participation by indigenous peoples' representatives in United Nations bodies. A related option could be for the General Assembly to mandate the Economic and Social Council or the Human Rights Council to establish such a working group in the first instance.

At its Sixty-eighth session⁶, the GA decided to continue, at its sixty-ninth session, its consideration of ways and means of promoting the participation of representatives of indigenous peoples at meetings of relevant United Nations bodies and other relevant United Nations meetings and processes on issues affecting indigenous peoples, on the basis of the rules of procedure of such bodies and existing procedural rules and regulations of the United Nations, taking into account the report of the Secretary-General⁷, existing practices for the accreditation of representatives of indigenous peoples at the United Nations and the objectives of the United Nations Declaration on the Rights of Indigenous Peoples, and noted the opportunity to further discuss this matter within the framework of the high-level plenary meeting of the General Assembly to be known as the World Conference on Indigenous Peoples.

⁶ A/C.3/68/L.30/Rev.1

⁷ A/HRC/21/24

Appendix

Examples of good practices

The UN system has developed a number of participatory mechanism and Funds in an effort to ensure the full and effective participation by indigenous peoples in the work of the United Nations. These include the following:

Inter-Agency Support Group on Indigenous Issues

The formation of the Inter-Agency Support Group on Indigenous Issues (IASG) in 2001 is an example of an initiative for strengthening cooperation among United Nations agencies at the global level and provided an important forum to discuss ways and means of ensuring indigenous peoples' participation in different UN processes. The IASG has also held meetings at the country level to enable indigenous peoples' participation in the meetings. For instance, the annual meeting of the IASG hosted by UNEP and UN-Habitat which was held in Nairobi in 2009 allowed for the participation of indigenous representatives from the African region, including the Working Group on Indigenous Populations and Communities of the African Commission on Human and Peoples' Rights. In the same vein, the requirement of Article 41 of the UN Declaration, which calls upon the UN-system at large to contribute to the full realization of its provisions, has resulted in the adoption of the Guidelines on Indigenous Peoples' Issues in 2008 by the UN Development Group (UNDG). These Guidelines were prepared by a task team of the IASG to assist the United Nations country teams to integrate indigenous peoples' issues in processes for operational activities and programmes at the country level. Furthermore, regional and country IASGs has proven instrumental to promote the establishment of consultative and participatory mechanisms composed of indigenous peoples' representatives at the country level. In addition, the Declaration explicitly calls upon the organs and specialized agencies of the United Nations system to establish "ways and means of ensuring participation of indigenous peoples on issues affecting them". In this regard, UN agencies such as UNDP (UNDP, 2001), IFAD (2009), FAO (FAO, 2010), UNEP (UNEP, 2012) have developed institutional policies, to operationalize their support and engagement with indigenous peoples. The World Bank is guided by its Operational Policy 4.10 adopted in 2005 and currently under review.

Participation of indigenous peoples in the work of UNEP

The Indigenous Peoples Policy Guidance which was endorsed by UNEP in 2012 outlines a number of mechanisms for the engagement of Indigenous Peoples in UNEP. In particular, indigenous peoples have the opportunity to be involved in the environmental policy processes, in which UNEP is involved, through the Major Groups and Stakeholders branch. Indigenous Organisations that are legally constituted can become accredited with UNEP, which grants them observer status in UNEP meetings and plenary sessions. There is further opportunity to participate in UNEP policy development as part of the Major Groups and Stakeholders Fora that are held alongside international UNEP meetings such as the Open Ended meeting of the Committee of Permanent Representatives and the UN Environment Assembly (UNEA) of UNEP. Two indigenous peoples' representatives are elected by the major group of all accredited indigenous peoples to UNEP on a two year mandate who represent their interests in all inter-governmental UNEP meetings and their relevant preparatory meetings. All major groups are represented under the Major Groups Facilitating Committee. UNEP has consistently engaged with all 9 major groups in its policy development processes and indigenous peoples are one of them.

Mechanisms for the full and effective participation of indigenous and local communities have been established within the framework of the Convention on Biological Diversity (CBD) since its inception. A fundamental principle of the programme of work for Article 8(j) has been the participation of indigenous and local and local communities in the work of the Convention, including the nomination of an indigenous co-chair to assist the Chairperson of the Working Group on Article 8 (j), and co-chairs for sub-working groups and contact groups. A Voluntary Fund was also established to facilitate the participation of indigenous peoples and local communities in all relevant meetings held under the Convention.

Mechanisms of engagement with indigenous peoples within OHCHR

OHCHR continued to manage the United Nations Voluntary Fund for Indigenous Peoples to support the participation of indigenous peoples' communities and organizations in the sessions of the Permanent Forum on Indigenous Issues, the Expert Mechanism on the Rights of Indigenous Peoples, the Human Rights Council, including its Universal Periodic Review process, and Treaty Bodies. The UN Voluntary Fund for Indigenous Peoples is administered by the Secretary-General assisted by a Board of Trustees which is currently composed of five indigenous persons with relevant experience on indigenous issues, who serve in their personal capacity. The mandate of the Board is to advise the Secretary-General, represented by the High Commissioner for Human Rights, on the use of funds, through the Office of the High Commissioner for Human Rights. The strengthening of the participation and the voice of indigenous peoples in matters that directly affect them is also at the heart of concrete advances made at the country level where OHCHR has field presences. For example, the OHCHR Regional Office for Central America established in 2010 an Indigenous Regional Consultative Mechanism composed of 15 members from Costa Rica, El Salvador, Honduras, Nicaragua and Panamá representing various indigenous groups. The Consultative Mechanism serves as an advisory body to the Regional Office to ensure integration of indigenous peoples' issues in processes for operational activities and programmes at the country level.

Participation in ILO's work and processes

Indigenous peoples do not directly participate in ILO's institutional decision making processes, such as the work of its supervisory bodies. Only the ILO tripartite constituents, namely workers, employers and governments can directly participate on those processes. However, a number of good practices have been developed that enable indigenous peoples to participate directly in ILO's work and processes. Firstly, there are cases of partnerships between trade unions and indigenous peoples, through which indigenous peoples can either form their own trade unions or join existing ones and thereby access to ILO procedures. Indigenous peoples can also simply provide information to trade unions that can then take them forward. Trade unions and indigenous peoples in Latin America have taken mostly this approach to the extent that the majority of cases regarding indigenous peoples that are brought to the attention of the ILO supervisory bodies are initiated by trade unions. The International Trade Union Confederation has also played a key role in forging and maintaining partnerships with indigenous peoples. Secondly, a limited number of countries have agreed to the principle of indigenous peoples' prior or posterior comments on their periodic reports to the ILO supervisory bodies. Other States accept independent comments by indigenous peoples on their report to be submitted to and considered by the ILO. Norway has for instance accepted that the Saami Parliament submits its own independent comments on the Government's regular reports under the Convention, and that these comments be considered by the ILO alongside the Government report.

Participation of indigenous and local communities in the work of WIPO

The participation of indigenous peoples in the WIPO Intergovernmental Committee on Intellectual Property and Genetic Resources, Traditional Knowledge and Folklore (the 'IGC'), that presently negotiates international legal instruments that will ensure the protection of GRs, TK and TCEs, has been formally acknowledged by Member States of WIPO as of great importance within in its work. A series of practical steps facilitate the involvement of representatives of indigenous peoples and local communities in the work of the IGC. A fasttrack accreditation procedure for all non-governmental and intergovernmental organizations has operated since the IGC first met in April 2001. More than 300 observers have been specially accredited to participate in the work of the IGC, additional to many organizations holding a general accreditation to WIPO. The majority of these ad hoc IGC observers represent indigenous and local communities or other holders of TK and TCEs. In addition, the Committee decided in 2004 that its sessions should be preceded by panel presentations chaired by a representative of an indigenous or local community. Their participation, as experts, is funded by WIPO. One important step was the creation of the WIPO Voluntary Fund for Accredited Indigenous and Local Communities in 2005. The Fund was designed exclusively to support, with financial means, the participation of representatives of accredited indigenous and local communities, and other customary holders or custodians of TK and TCEs, in IGC sessions. Representatives of indigenous and local communities and government delegates serve on the independent Advisory Board of the Fund. In addition, the IGC has secured different ways for the representatives of indigenous peoples and local communities to directly participate in the IGC negotiations; they participate as observers in plenary sessions, and in practice they are also part of informal drafting groups that work on the texts. As a result, draft materials have directly incorporated textual proposals and extensive comments by indigenous and local communities taking part in the process. The Chair of the IGC has regularly met with indigenous peoples during past IGC sessions. The IGC welcomed the joint organization by WIPO and the UN Permanent Forum in April 2013 of an Indigenous Expert Workshop that analyzed the draft texts and whose report was communicated to the IGC by the UN Permanent Forum. WIPO finances logistical support to consultative meetings among indigenous peoples' representatives during IGC sessions. Lastly, an Indigenous Fellow works as part of the WIPO Secretariat (since 2009) and various capacity-building tools and activities have been provided by the WIPO Secretariat to raise awareness and extend basic or more in-depth expertise on the issues of protection of GRS, TK and TCEs among indigenous peoples. A specific "indigenous portal" has been included in the WIPO website.

IFAD Policy of engagement with indigenous peoples and its mechanisms of participations

In 2009, IFAD approved its Policy on Engagement with Indigenous Peoples. As one of the instruments to deploy its nine principles of engagement, the policy proposed to establish an Indigenous Peoples' Forum at IFAD as a concrete attempt to institutionalize a process of consultation and dialogue between representatives of indigenous peoples, IFAD staff and Member States at the national, regional and international levels. The objectives of the Forum are to: a) monitor and evaluate the implementation of IFAD Policy of Engagement with Indigenous Peoples, including its contribution to the realization of the UNDRIP provisions, and share and discuss these assessment with IFAD staff, Member States and representatives of indigenous peoples in order to improve the benefit for indigenous peoples; b) build and strengthen partnerships between IFAD and indigenous peoples in order to address poverty and sustainable development with culture and identity, taking into account the perspectives and aspirations of indigenous peoples; c) promote the participation of indigenous peoples' organizations in IFAD's activities at country, regional and international levels, at all stages of project and programme cycles, and support the capacity-building processes of indigenous peoples' organizations. The Synthesis of Deliberations of each global meeting of the Forum are presented to IFAD's Governing Council. The first global meeting of the Indigenous Peoples' Forum at IFAD was held on 11-12 February 2013, in Rome in conjunction with IFAD Governing Council⁸. The other mechanism that sees the full and effective participation of indigenous peoples in decision making is the IFAD Indigenous Peoples' Assistance Facility (IPAF)⁹, governed by a board formed in majority by representatives of indigenous peoples' institutions, including the UNPFII, who are responsible for providing strategic guidance and making final decision on grant awards. IPAF is co-managed at regional level by three indigenous peoples' organizations who are responsible for monitoring of the small projects financed through the IPAF and which are designed and implemented by indigenous peoples' communities and their organizations.

Participation of indigenous children in the work of UNICEF

UNICEF is committed to the inclusion and direct participation of indigenous peoples in its work worldwide. One of the organisation's biggest successes has been to work with the Committee on the Rights of the Child on General Comment No. 12 on the right of the child to be heard, which spells out what could be done to increase the participation of indigenous youth. UNICEF has also supported the participation of indigenous children in the CRC State party reporting process. UNICEF Panama in 2011 supported the development of an alternative report by indigenous children and supported the participation of children in the dialogue with the Committee in Geneva.

UN-Indigenous Partnership on Indigenous Peoples (UNIPP)

The Partnership was created in response to the provisions of the UN Declaration on the Rights of Indigenous Peoples which calls on organs and specialized agencies to contribute to the full realization of the Declaration and establish ways and means to ensure the participation of indigenous peoples on issues affecting them. The Partnership, which brings together the ILO, OHCHR, UNDP, UNICEF and UNFPA, is governed and directed by a Policy Board comprising 5 indigenous experts representing different regions, in addition to representatives of the participating UN organizations. The presence of indigenous experts on the Policy Board along with the UN partner organisations reflects the true nature of this partnership at the decision making level. The regional and country projects which have been funded by UNIPP greatly benefited from the expert guidance of the indigenous membership and address priorities and issues identified in partnership with indigenous peoples at the country level. While the UN system has been engaging on indigenous issues for a number of years, UNIPP has created an opportunity for UN partners to come together and 'deliver as one' under a framework primarily guided by indigenous peoples' right to participate in decision-making, their right to self-determination, consultation, participation and the principle of free, prior and informed consent.

⁸ <u>http://www.ifad.org/english/indigenous/forum/index.htm</u> ⁹ http://www.ifad.org/english/indigenous/grants/index.htm

Read More

- . ILO Convention No. 169 concerning Indigenous and Tribal Peoples in Independent Countries (1989)
 - http://www.ilo.org/indigenous/lang--en/index.htm
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- GEF Principles and Guidelines for Engagement with Indigenous Peoples (2012) http://www.theaef.ora/aef/sites/theaef.ora/files/publication/GEF%20IP%20Part%201% 20Guidelines r7.pdf
- UN Expert Mechanism on the Rights of Indigenous Peoples "Final Study on indigenous peoples and the right to participate in decision-making (A/HRC/18/42) http://www.ohchr.org/EN/Issues/IPeoples/EMRIP/Pages/ExpertMechanismDocumentati on.aspx
- . UN Expert Mechanism "Follow-up report on indigenous peoples and the right to participate in decision-making, with a focus on extractive industries" (A/HRC/21/55) http://daccess-dds-

ny.un.org/doc/UNDOC/GEN/G12/160/59/PDF/G1216059.pdf?OpenElement

UN Expert Mechanism Advice No 2 (2011): Indigenous peoples and the right to participate in • decision making and Advice No 4 (2012) on Indigenous peoples and the right to participate in decision making, with a focus on extractive industries

http://www.ohchr.org/EN/Issues/IPeoples/EMRIP/Pages/ExpertMechanismAdvice.aspx

Report of the Secretary-General transmitting the interim report of the Special Rapporteur on the situation of human rights and fundamental freedoms of indigenous people – with a focus on the right to participation (A/65/264)
<u>http://daccess-dds-</u>
<u>ny.un.org/doc/UNDOC/GEN/N10/479/13/PDF/N1047913.pdf?OpenElement</u>