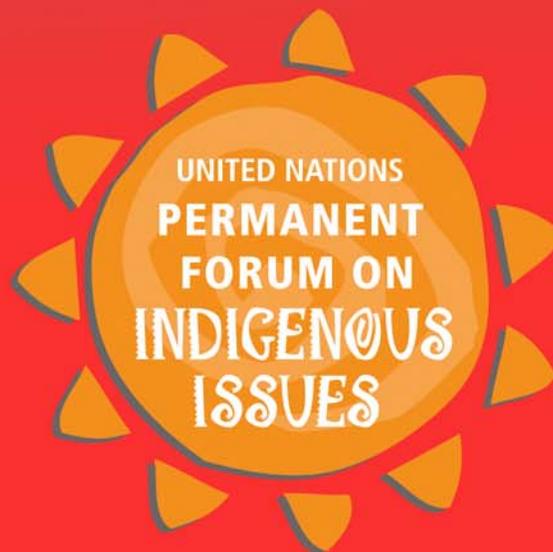


Desk Review of Select Resident Coordinator Reports: 2001-2003

Conducted by the Secretariat of the United Nations
Permanent Forum on Indigenous Issues



February 2007

**DESK REVIEW OF SELECT RESIDENT COORDINATOR REPORTS¹
FROM 2001 TO 2003**

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**THE SECRETARIAT OF THE UN PERMANENT FORUM ON
INDIGENOUS ISSUES**

Introduction:

1. This desk review of 10 Resident Coordinator (RC) reports is comprised of RC reports from 4 countries in Latin America (Brazil, Colombia, Guyana and Peru), 4 countries in Asia (Bangladesh, India, Nepal and Philippines) and 2 countries in Africa (Kenya and Uganda). The selection of countries for this review was done on the basis of the following criteria:
 - a) strategic importance of each of these countries in terms of indigenous peoples and their current situation
 - b) the completed and available Resident Coordinator reports through the UN Country and UN Development Group websites.
3. This analysis also explores the link between Common Country Assessment/UN Development Assistance Framework (CCA/UNDAF) and RC reports and to what extent indigenous issues covered in the first will have reverberations in the second.
4. Based on the availability criterion, only RC reports and CCAs/UNDAs before 2005 were examined.

¹ Bangladesh – 2001 Resident Coordinator Report
Brazil – 2003 Resident Coordinator Report
Colombia – 2003 Resident Coordinator Report
Guyana – 2003 Resident Coordinator Report
India – 2005 Resident Coordinator Report
Kenya - 2003 Resident Coordinator Report
Nepal – 2003 Resident Coordinator Report
Peru – 2001 Resident Coordinator Report
Philippines – 2003 Resident Coordinator Report
Uganda – 2003 Resident Coordinator Report
The reports are available on the UNDG website, www.undg.org .

5. This review is part of the efforts of the Secretariat of the UN Permanent Forum on Indigenous Issues to inform the Forum and the UN system, including the UN Development Group, and to ascertain progress made towards the integration of indigenous peoples' issues in the United Nations development work at the field level.

6. The Secretariat of the Forum has also conducted, in 2006, a desk review of select CCAs/UNDAFs from 2004 and 2005 (10 countries were selected), as well as a desk review of Millennium Development Goals Reports (MDGRs) (20 countries were selected).²

7. This paper consists of two parts. The first part contains the conclusions and recommendations emanating from the desk review. The Second part consists of observations on each RC report.

8. In examining the RC reports, the following questions were explored:

- * To what extent were references made to indigenous peoples in the RC report?
- * Is there an analysis of indigenous issues in the CCA and does this translate into components of UNDAF outcomes and reporting in RC reports?
- * Did UN Country Team Joint Programs or theme groups include indigenous issues as a component?
- * Did the work plan or the results for the UN coordination system in the country address indigenous peoples as a component?
- * Did examples of good practices (if provided) from the UN country programs include indigenous issues?

A. Conclusions and Recommendations emanating from the desk review

9. The desk review shows that an analysis of indigenous issues is not necessarily present in CCA/UNDAFs even where indigenous peoples may be a significant minority in the country, such as the case of India, or strategically important on the national agenda, as was the example of Brazil. Furthermore, even where the situations of indigenous peoples or 'ethnic' groups are analyzed in the CCA/UNDAF, they are not necessarily reported on in the RC reports. This may be due to a number of variables, including but not limited to, the fact that the RC report is an abbreviated report designed to touch on macro issues, and highlights accomplishments of UN country programming at the UNDAF outcome level. Nevertheless, where explicit references are made to indigenous peoples in the strategies and objectives of UNDAFs, it is more likely that the RC reports will also include such references.

10. Disaggregated data and analysis of the situation of indigenous peoples in the CCA is very helpful in developing program strategies to address their problems (as provided in the case of the CCA/UNDAF for Guyana)

² Available in English on www.un.org/esa/socdev/unpfij; under "resources" and "publications".

11. Adoption of a rights-based approach to formulating a CCA/UNDAF provides a deeper analysis and linkages between issues, particularly the structural and underlying causes for poverty, exclusion, discrimination and disparities between indigenous peoples and the mainstream population. The quality of participation and process of consultations with stakeholders, including civil society and indigenous peoples' organizations affects the type of CCA and UNDAF is produced. A well developed CCA and UNDAF, which meaningfully involves indigenous peoples' organizations in the preparation process can serve as a strong advocacy and implementation instrument and direct UN programming more clearly.

12. The inclusion of references to indigenous peoples issues in the CCA/UNDAF Guidelines in 2004 and other awareness-raising efforts are slowly making an impact at the country level. For example, while the 2001 report of the RC in Uganda hardly included any references to indigenous peoples, the 2004 CCA made many direct and indirect references to indigenous peoples; it recommended among other things, the involvement of indigenous peoples in conflict resolution, natural resources management, health and sanitation. The revised CCA/UNDAF Guidelines approved by the UN Development Group (UNDG) in January 2007 include no fewer than 15 references to indigenous peoples and will hopefully have a further impact on the ground.

13. The type of indicators identified and utilized for the CCA is very important, and the desk review highlighted the necessity of developing further indicators to monitor progress in the area of human rights and governance. Indicators of indigenous peoples' well-being should also be incorporated, where relevant in the CCA process.

14. CCA and UNDAFs should provide a listing of stakeholders involved in the preparatory process (provided in the Kenya UNDAF).

15. UN Country Teams should develop working groups or theme groups on indigenous issues, where relevant.

16. UNCTs should look into whether states have ratified relevant and appropriate international treaties, such as ILO Convention No.169 on Indigenous and Tribal Peoples in Independent Countries, and whether they have adopted national legislation on indigenous peoples (example of the RC Report of the Philippines).

17. UNCTs should develop public information and joint advocacy around the following:

- * The recommendations emanating annually from the UN Permanent Forum on Indigenous Issues, as well as the Special Rapporteur on the human rights and fundamental freedoms of indigenous people and other relevant international bodies.
- * The Second International Decade of the World's Indigenous People and its goal, objectives and Program of Action
- * The International Day of the World's Indigenous People (9 August)

B. Observations on RC reports

Report of the RC in Bangladesh

To what extent were references made to indigenous peoples in the RC Report?

18. The 2001 RC report references a Local Consultative Group on the Chittagong Hill Tracts (CHT), which is a traditionally indigenous area in Bangladesh. It also references a UN Inter-Agency Working/Theme Group on the Chittagong Hill Tracts.

Is there an analysis of indigenous issues in the CCA, and does this translate into components of UNDAF outcomes and reporting in the RC Reports?

19. The 2000 CCA has a specific section on discrimination of minorities and discusses the issue of ethnic minorities/indigenous peoples in the Chittagong Hill Tracts. It also analyzes their situation in terms of an absence of political expression and problems of identity. The CCA uses the CHT as a case study for peace building. The annex of the RC report refers to the special theme group on the CHT, however, the 2001 and 2004 work plans do not make direct reference to programs that may address indigenous peoples.

Did UN Country Team Joint Programs or theme groups include indigenous issues as a component?

20. The 2001 RC report makes direct reference to a UN Inter-Agency Working/Theme Group on the Chittagong Hill Tracts. The 2003 RC Annual Report also makes reference to the UN Working Group on the Chittagong Hill Tracts.

Did the work plan or the results for the UN coordination system in the country address indigenous peoples as a component?

21. The 2001 report on the utilization of funds does include a joint UN Public Information and Advocacy Program to raise awareness about the International Day of the World's Indigenous People. However the 2001 and 2004 work plans, and the 2003 results do not make any other direct references to indigenous peoples.

Did examples of good practices (if provided) from UN country programs include indigenous issues?

22. No examples of good practices on indigenous issues were cited in the RC Report.

Report of the RC in Brazil

To what extent were references made to indigenous peoples in the RC Report?

23. The 2003 RC Report for Brazil makes no explicit reference to indigenous peoples in its summary, the 2003 Results of the UN Coordination system, or in the 2004 Work plan for the UN Coordination System.

Is there an analysis of indigenous issues in the CCA, and does this translate into components of UNDAF outcomes and reporting in the RC Reports?

24. The 2002-2006 UNDAF recognizes indigenous peoples as one of the most vulnerable groups, makes reference to including indigenous groups in the work on race, and the work on protection of indigenous territories and peoples within the area of environmentally sustainable development. This is not explicitly referenced in the 2003 coordination results and the 2004 work plan.

Did UN Country Team Joint Programs or theme groups include indigenous issues as a component?

25. The RC report did not mention any joint UNCT programs that had indigenous issues as a component.

Did the work plan or the results for the UN coordination system in the country address indigenous peoples as a component?

26. The 2004 work plan and the 2003 results did not address indigenous peoples as a component.

Did examples of good practices (if provided) from UN country programs include indigenous issues?

27. No examples of good practices on indigenous issues were cited in the RC Report.

Report of the RC in Colombia

To what extent were references made to indigenous peoples in the RC Report?

28. The 2003 RC Report does not make any direct references to indigenous peoples in its summary, the 2003 Results of the UN Coordination system, or the 2004 work plan for the UN Coordination system.

Is there an analysis of indigenous issues in the CCA, and does this translate into components of UNDAF outcomes and reporting in the RC Reports?

29. The 2000-2004 CCA/UNDAF talks about social exclusion but does not specifically reference indigenous communities either in the objectives or in the strategies to address exclusion. Even though it lays out a human rights framework for addressing human development, references to indigenous peoples are missing. There are three references in Appendix 1 of the CCA/UNDAF, including the report of the Special Rapporteur on Contemporary Forms of Racism, Racial Discrimination, Xenophobia and Related Intolerance, as well as report of the Committee on Civil and Political Rights, and Committee on Elimination of Racial Discrimination. These reports reference indigenous peoples affected by the armed conflict, and the need to enact special protections for them, in addition to increased participation in decisions affecting them. The 2003 RC Report does not report on any of these issues.

Did UN Country Team Joint Programs or theme groups include indigenous issues as a component?

30. The RC report did not mention any joint UNCT programs that had indigenous issues as a component.

Did the work plan or the results for the UN coordination system in the country address indigenous peoples as a component?

31. The 2004 work plan and the 2003 results did not explicitly address indigenous peoples as a component.

Did examples of good practices (if provided) from UN country programs include indigenous issues?

32. No examples of good practices on indigenous issues were cited in the RC Report.

Report of the RC in Guyana

To what extent were references made to indigenous peoples in the RC Report?

33. The 2003 RC report refers to collaboration with the Ministry of Amerindian Affairs on poverty and hunger, as well as a pilot project of UNDP in the hinterland Amerindian communities.

Is there an analysis of indigenous issues in the CCA, and does this translate into components of UNDAF outcomes and reporting in the RC Reports?

34. The 2000 CCA for Guyana makes numerous references to Amerindian communities, including disaggregated analysis on health, food security, and gender and development issues. It refers to the fact that Guyana is not a signatory to ILO Convention No.169 on Indigenous and Tribal Peoples. It also includes support for the Amerindian Development Fund among its priorities for poverty eradication.

35. This analysis translates into the 2001-2003 UNDAF, which makes specific references to Amerindian peoples within the UNDAF objectives of the right to adequate standard of living, the right to health, and the right to work. The RC report makes reference to working with Amerindian communities based on the CCA and UNDAF.

Did UN Country Team Joint Programs or theme groups include indigenous issues as a component?

36. The RC report did not make any specific reference to joint programs or theme groups on indigenous issues.

Did the work plan or the results for the UN coordination system in the country address indigenous peoples as a component?

37. The 2003 results of the UN coordination system directly referred to collaboration with the Ministry of Amerindian Affairs on poverty and hunger, as well as a pilot project of UNDP in the hinterland Amerindian communities. It also discussed UNICEF's support for the Escuela Nueva pilot in schools in remote, underserved Amerindian

communities. The 2004 work plan made reference to the implementation of Amerindian community-based strategies for poverty reduction and income generation.

Did examples of good practices (if provided) from UN country programs include indigenous issues

38. No examples of good practices on indigenous issues were cited in the RC Report.

Report of the RC in India

To what extent were references made to indigenous peoples in the RC Report?

39. The 2005 RC report does not make any detailed reference to indigenous peoples or 'Scheduled Tribes' as they are referred to within the context of India. It makes cursory references to joint UN programs that have also addressed by way of coverage, tribal areas and tribal peoples.

Is there an analysis of indigenous issues in the CCA, and does this translate into components of UNDAF outcomes and reporting in the RC Reports?

40. The 2000 CCA identifies 'differentials' between communities, including Scheduled Tribes, as among the persistent inequalities which pose a major challenge for the country, but does not go into the structural causes of these differentials. It also does not focus further analysis on issues of discrimination of Scheduled Tribes.

41. The 2000 UNDAF outcomes make no reference to indigenous peoples or Scheduled Tribes. The 2005 RC Report references the Government of India *Bharat Nirman* program, which includes connecting villages through infrastructure, including hilly/tribal areas, however, there is no direct reference to indigenous and tribal peoples within the report.

Did UN Country Team Joint Programs or theme groups include indigenous issues as a component?

42. The 2005 RC Report references the Joint UN HIV Northeast Project, targets the tribal states of India's Northeast, which are high prevalence states due to injecting drug use. The report also makes reference to the joint Government of India and UN program *Janshala* program, which has involved retention of children in school, including in tribal dominated *Mandals* of East and West Godavari districts of Andhra Pradesh

Did the work plan or the results for the UN coordination system in the country address indigenous peoples as a component?

43. Based on the 2006 work plan available on the UNDG website, indigenous peoples were not directly addressed or targeted in objectives and activities.

Did examples of good practices (if provided) from UN country programs include indigenous issues?

44. No examples of good practices on indigenous issues were cited in the RC Report.

Report of the RC in Kenya

To what extent were references made to indigenous peoples in the RC Report?

45. The 2003 RC Report, the 2003 results of UN system coordination, and the 2004 work plan do not make any direct references to indigenous peoples.

Is there an analysis of indigenous issues in the CCA, and does this translate into components of UNDAF outcomes and reporting in the RC Reports?

46. There is no explicit analysis of indigenous issues in the 2001 CCA of Kenya. However, there is discussion of problems with data collection in arid and semi-arid areas, as well as the quality of data when disaggregated. It notes that disaggregation poses problems of interpretation when looking at rural and urban data. The CCA also mentions a general difficulty of generating specific indicators in the areas of governance and human rights.

47. The 1999-2003 UNDAF makes reference to pastoralists in arid and semi-arid zones as being amongst the most vulnerable populations. It also mentioned the occurrence of frequent, localized conflict in pastoralist areas during 1997 and 1998. The UNDAF therefore outlines a strategy for the protection of vulnerable groups, particularly through sustainable reduction and promotion of human rights. However, this limited analysis does not translate into reporting on programs of the UNCT.

Did UN Country Team Joint Programs or theme groups include indigenous issues as a component?

48. The RC report did not make any specific reference to joint programs or theme groups on indigenous issues.

Did the work plan or the results for the UN coordination system in the country address indigenous peoples as a component?

49. The 2004 work plan and the 2003 results did not explicitly address indigenous peoples as a component

Did examples of good practices (if provided) from UN country programs include indigenous issues?

50. No examples of good practices on indigenous issues were cited in the RC Report.

Report of the RC in Nepal

To what extent were references made to indigenous peoples in the RC Report?

51. The 2003 RC Report does not make any direct references to indigenous peoples in its summary, or in the 2004 work plan for the UN Coordination system.

Is there an analysis of indigenous issues in the CCA, and does this translate into components of UNDAF outcomes and reporting in the RC Reports?

52. The Nepal UNCT carried out a CCA in 1999, which formed the basis for the 2002-2006 UNDAF. Indigenous issues are not directly analyzed in the CCA with cursory reference to disparities in educational attainment amongst minority groups and the importance of minority languages in the classroom. There is also cursory reference to problems of bonded labor on grounds of socio-economic and cultural backgrounds.

53. The 2002-2006 UNDAF, however makes specific references to the multi-ethnic nature of Nepali society, and adopts a rights-based approach for UN system programming in the country. Among its goals are to focus on those segments of the population facing deprivation and discrimination. Some of the strategies in the UNDAF include meaningful participation of 'vulnerable groups' and removing obstacles to participation of women, ethnic groups and other minorities, through increased capacity building support and participation.

54. The RC report and work plan do not explicitly reference these goals and strategies, but includes the following reference: "for operational activities for development to be feasible, effective, and possibly sustainable, they must be: (a) rooted in the actual needs of the poorest and most disadvantaged groups of the population; and (b) carried out by community-based organizations.

Did UN Country Team Joint Programs or theme groups include indigenous issues as a component?

55. The RC report did not mention any joint UNCT programs that had indigenous issues as a component.

Did the work plan or the results for the UN coordination system in the country address indigenous peoples as a component?

56. The 2004 work plan did not explicitly address indigenous peoples as a component.

Did examples of good practices (if provided) from UN country programs include indigenous issues?

57. No examples of good practices on indigenous issues were cited in the RC Report.

Report of the RC in Peru

To what extent were references made to indigenous peoples in the RC Report?

58. No direct references were made to indigenous peoples in the RC report, although the 2001 UN system results made references to intercultural education, without specifying which groups or communities were being targeted. The annex also made reference to a thematic group on indigenous peoples.

Is there an analysis of indigenous issues in the CCA, and does this translate into components of UNDAF outcomes and reporting in the RC Reports?

59. The 1998 CCA had a specific section analyzing the situation of indigenous peoples in Peru, including: their social marginalization; communities affected by violence in the Andes; the threat to biological diversity; indigenous territories being affected by exploitation of natural resources; the high levels of poverty in rural indigenous communities; as well as high rates of mother and infant mortality among indigenous communities.

60. The most recent UNDAF (2006-2010) is available, however, the RC Report covers the 2001 period, for which no UNDAF is available.

Did UN Country Team Joint Programs or theme groups include indigenous issues as a component?

61. The 2001 RC Report specifically mentions a theme group on Sustainable Human Development and Indigenous Peoples convened by the ILO.

Did the work plan or the results for the UN coordination system in the country address indigenous peoples as a component?

62. The 2001 results did not directly address indigenous peoples as a component although there were references to intercultural education and translation of the Universal Declaration on Human Rights into five native languages.

Did examples of good practices (if provided) from UN country programs include indigenous issues?

63. No examples of good practices on indigenous issues were cited in the RC report.

Report of the RC in the Philippines

To what extent were references made to indigenous peoples in the RC Report?

64. The 2003 RC report makes direct reference to the 'Rights of Indigenous Peoples' in the 2003 results of UN system coordination.

Is there an analysis of indigenous issues in the CCA, and does this translate into components of UNDAF outcomes and reporting in the RC Reports?

65. The UNCT did not prepare a CCA in 1997 based on its self assessment and prepared an UNDAF instead in 1998. The UNDAF specifically identifies Indigenous Peoples Empowerment as a strategic area of cooperation for the UNCT. It also identified assistance to post-conflict areas in Mindanao (a predominantly indigenous area) as a priority. The UNDAF refers to ongoing collaboration through a joint program on Indigenous Cultural Communities: Participatory Documentation of Major Indigenous Knowledge Systems. The UNDAF also allocates a budget of approximately US\$6 million towards Indigenous Peoples Empowerment.

Did UN Country Team Joint Programs or theme groups include indigenous issues as a component?

66. The 2003 coordination results discussed a coherent UN system strategy towards indigenous peoples' issues and broadening of partnership and cooperation with other actors, particularly the development banks. They also referred to promoting and raising awareness on indigenous peoples' issues and promoting the mainstreaming of indigenous peoples matters into the UN system and projects/programs of partner organizations. The 2003 results also refer to a joint program co-managed with the Government of Philippines through the Mindanao Economic Development Council for Mindanao.

Did the work plan or the results for the UN Coordination System in the country address indigenous peoples as a component?

67. As stated above, the 2003 results addressed indigenous peoples as a focus, and the 2004 work plan makes reference to the UN managing the Mindanao Trust Fund.

Did examples of good practices (if provided) from UN country programs include indigenous issues?

68. No examples of good practices on indigenous issues were cited in the RC Report.

Report of the RC in Uganda

To what extent were references made to indigenous peoples in the RC Report?

69. The 2001 RC report does not make any direct references to indigenous peoples. There are indirect references to vulnerable groups, which include women, children, refugees, and the internally displaced in the Northern region.

Is there an analysis of indigenous issues in the CCA, and does this translate into components of UNDAF outcomes and reporting in the RC Reports?

70. There is no direct or explicit analysis of indigenous issues in the CCA or UNDAF other than cursory references to nomadic pastoralists such as the Karamajong, and other ethnic communities.

Did UN Country Team Joint Programs or theme groups include indigenous issues as a component?

71. The RC report did not mention any joint UNCT programs or theme groups that had indigenous issues as a component.

Did the work plan or the results for the UN coordination system in the country address indigenous peoples as a component?

72. The 2001 results did not explicitly address indigenous peoples as a component

Did examples of good practices (if provided) from UN country programs include indigenous issues?

73. No examples of good practices on indigenous issues were cited in the RC report.