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# **Multi-Partner Trust Fund of the UN Indigenous Peoples' Partnership**

FINAL PROGRAMME NARRATIVE REPORT 2010-2017

*Delivering as One at the Country Level to  
Advance Indigenous Peoples' Rights*

## Executive Summary

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This final programme narrative report provides an overview of the progress made towards the planned interventions of the United Nations Indigenous Peoples' Partnership (hereafter referred to as UNIPP or the Partnership) from its inception through to 31 March 2017. The report provides insight into the results, impact and lessons learned of the joint national and regional programmes implemented through UNIPP.

The report demonstrates that UNIPP's has brought together more than 100 partners and initiated 110 activities in six countries ranging from Bolivia to Cameroon as well as one regional project in South-East Asia. Together, the countries covered are home to approximately 100 million indigenous people. The "Delivering as One" principle promoted by the Partnership at the country level has provided space for greater visibility of indigenous peoples and the issues affecting them as well as for dialogue among a range of stakeholders, and enhanced awareness of and respect for international standards on indigenous peoples' rights.

UNIPP was acknowledged as an important mechanism to promote indigenous peoples' rights in the outcome document of the World Conference on Indigenous Peoples as well as the UN system Indigenous Peoples Sector-Wide Action Plan (SWAP), which specifically emphasizes UNIPP's potential to advance UN system-wide coherence on indigenous issues at country level. As the first cycle of UNIPP came to an end on 31 December 2016, preparations were set in motion for the launch of a new phase of the Partnership (UNIPP 2.0), envisaged to start in 2017.

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## 1. A Global Partnership to Promote Indigenous Peoples' Rights

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In many parts of the world, indigenous peoples have experienced a history of discrimination that has left them on the margins of the societies in which they live. Today, among other things, they face exclusion from decision-making on issues that affect them, non-recognition and non-protection of ancestral lands and resources, lack of access to culturally appropriate social services, and inadequate understanding of their way of life and traditional economies. Consequently, indigenous peoples are disproportionately affected by hardship and disadvantage. For instance, numbering over 370 million, indigenous peoples make up five percent of the world's population, but represent 15 percent of those living in poverty.

The UN has been playing an important role in addressing the challenges faced by indigenous peoples and in strengthening indigenous peoples' rights around the world through a range of mandates and mechanisms. The United Nations Indigenous Peoples' Partnership (UNIPP) was launched to contribute to this work by bringing the spirit of "Delivering as One" to the UN system engagement on indigenous issues at the country-level.

UNIPP is a unique collaborative effort that brings together UN entities, governments, indigenous peoples' organizations and the broader civil society for the realization of indigenous peoples' rights as recognized by two mutually reinforcing instruments: the UN Declaration on the Rights of Indigenous Peoples (UNDRIP) and ILO's Indigenous and Tribal Peoples' Convention (ILO Convention No. 169). UNIPP pursues its objective through a strong emphasis on inter-disciplinary, multi-agency joint programming as well as a focus on enhancing capacities, facilitating dialogue and building partnerships. While operating mostly at the country level, the Partnership also undertakes regional and global level work and seeks to promote the integration of global and country level efforts related to indigenous peoples' rights.

UNIPP includes five UN entities: the International Labour Organization (ILO), the UN Office of the High Commissioner for Human Rights (OHCHR), the UN Development Programme (UNDP), the UN Children's Fund (UNICEF), and the UN Population Fund (UNFPA).

UNIPP has been supported by the UNIPP Fund, a Multi-Partner Trust Fund (MPTF) established to mobilize resources for the Partnership. The MoU establishing the Fund came into effect on 1 March 2010 for a period of 5 years, with expiry date of 31 December 2015. However a decision to further extend the UNIPP Fund was taken on two subsequent occasions, from 1 January 2016 to 31 December 2016 and from 1 January 2017 to 31 March 2017.

Set up in response to a recommendation from the UN Permanent Forum on Indigenous Issues<sup>1</sup> (UNPFII), UNIPP has received the backing of the UN Secretary General, the UN General Assembly and the UN Human Rights Council<sup>2</sup>. Furthermore, the UN System Wide Action Plan

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<sup>1</sup> UN Permanent Forum on Indigenous Issues (UNPFII) (2010), Report on the Ninth Session (E/2010/43-E/C.19/2010/15), [http://www.un.org/esa/socdev/unpfii/documents/E\\_2010\\_43\\_EN.pdf](http://www.un.org/esa/socdev/unpfii/documents/E_2010_43_EN.pdf).

<sup>2</sup> See United Nations Indigenous Peoples' Partnership (UNIPP) (2014), UNIPP Success Stories [http://www.ilo.org/wcmsp5/groups/public/---dgreports/---nylo/documents/publication/wcms\\_243275.pdf](http://www.ilo.org/wcmsp5/groups/public/---dgreports/---nylo/documents/publication/wcms_243275.pdf) (annex 1) and <https://www.un.org/press/en/2011/dsgsm550.doc.htm>.

on Indigenous Peoples (SWAP)<sup>3</sup> specifically mentions UNIPP as a key mechanism to promote UN coherence and joint programming at the country level.

## UNIPP: A KEY MEANS TO PROMOTE INDIGENOUS PEOPLES' RIGHTS

*“The [Sector-Wide] Action Plan ultimately aims at contributing to the realization of indigenous peoples’ rights at the country level through reinforced support by the UN system to Member States in this regard. The UN Indigenous Peoples Partnership can be one of the key means, amongst others, to promote coherence and joint programming at the country level and therefore it is important to strengthen the partnership and its scope”.*

United Nations System Wide Action Plan on the Rights of Indigenous Peoples

### 1.1. Programme Strategy

UNIPP was developed as a rights-based collaborative framework to promote indigenous peoples’ rights at the national level by enhancing capacities, building partnerships, and by providing and supporting consultative mechanisms and participatory processes based on the rights enshrined in Article 41 and 42 of UNDRIP and ILO Convention No. 169. The Partnership has focused on the following key thematic areas of intervention:<sup>4</sup>

- Legislative review and reform.
- Democratic governance and strengthening of indigenous peoples’ institutions.
- Access to justice.
- Access to land and ancestral territories.
- Natural resources and extractive industries.
- Access to education and health.

### 1.2 Governance and Operational Structure

UNIPP is governed by the UNIPP Policy Board (the Board), which provides overall leadership and sets the strategic direction of the Partnership. The Board articulates and develops the UNIPP Trust Fund policy, decides the allocation of UNIPP funds and reviews the progress of joint country programmes in accordance with the UNIPP Strategic Framework.

The UNIPP Fund has a unique governance structure among UN Trust Funds in that it is governed by a Policy Board that includes five indigenous members, one of them as Co-Chair

<sup>3</sup> [http://www.un.org/esa/socdev/unpfii/documents/2016/Docs-updates/SWAP\\_Indigenous\\_Peoples\\_WEB.pdf](http://www.un.org/esa/socdev/unpfii/documents/2016/Docs-updates/SWAP_Indigenous_Peoples_WEB.pdf)

<sup>4</sup> For a detailed presentation of UNIPP’s thematic areas of interventions see UNIPP, UNIPP Strategic Framework 2011-2015, <http://mptf.undp.org/document/download/8139>. They are based on the principles, lines of support and thematic areas outlined in the UNIPP (2010), UNIPP Multi-Donor Trust Fund Terms of Reference Framework Document, <http://mptf.undp.org/document/download/4144>.

and five representatives from the UN participating agencies (ILO, OHCHR, UNDP, UNFPA and UNICEF). Furthermore, UNDP's Multi-Partner Trust Fund Office (MPTF Office) has been serving as ex-officio member of the Board, in its capacity as Administrative Agent of the UNIPP Multi-Donor Trust Fund.

The UNIPP Technical Secretariat was hosted by ILO from the inception of the Partnership until mid-2015, when it moved to UNDP. The Technical Secretariat provides supports to the Board, Participating UN Organizations and the Administrative Agent in a range of matters related to the overall coordination of the Partnership operations.

## 2. Results from the first phase of UNIPP

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UNIPP's first phase in 2011-2016 brought together more than 100 partners and initiated 110 activities in six countries ranging from Bolivia to Cameroon as well as one regional project in South-East Asia. Together, the countries covered are home to approximately 100 million indigenous peoples.

Virtually all the operational activities of UNIPP came to an end during the course of 2014. For a detailed overview on the lessons learned and drivers of success from UNIPP's first phase, including project descriptions and an indicator-based performance assessment of fund activities, please refer to UNIPP Success Stories (annex 1) and UNIPP's 2014 Consolidated Annual Progress Report (annex 2).<sup>5</sup> A summary illustration of results is provided below.

- **Integration of International Standards into National Legal Frameworks**

By forging strategic partnerships, UNIPP has succeeded in enhancing UN country-level support for the implementation of international standards on indigenous peoples' rights and making these issues more visible to a broad section of society.

UNIPP's programme to support legal reform has resulted in the development of seven national decrees (Republic of Congo and, the reform of 2 national laws (Cameroon) as well as the drafting and review of 16 laws on indigenous peoples (Bolivia, the Central African Republic, Nicaragua, Philippines, Indonesia and Cameroon).

In 2011, the Republic of Congo adopted Law No. 5-2011 on the Promotion and Protection of the Rights of Indigenous Populations, becoming the first African country to adopt a specific law on indigenous peoples. UNIPP supported the implementation, dissemination and monitoring of this landmark legislation<sup>6</sup>.

- **Supporting Implementation of International Standards on Indigenous Peoples' Rights**

In Bolivia, UNIPP has been working with indigenous peoples in the Amazon Region on issues highlighted by the UN Permanent Forum on Indigenous Issues. In Nepal, UNIPP enhanced awareness raising and capacity for implementing ILO Convention No. 169, as a follow-up to comments by the ILO supervisory bodies.

Similarly, the Partnership's Southeast Asia focus on indigenous peoples' access to land, territories and issues related to extractive industries complemented the study and report

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<sup>5</sup> See UNIPP (2014), UNIPP Success Stories [http://www.ilo.org/wcmsp5/groups/public/---dgreports/---nylo/documents/publication/wcms\\_243275.pdf](http://www.ilo.org/wcmsp5/groups/public/---dgreports/---nylo/documents/publication/wcms_243275.pdf) (annex 1) and UNIPP (2014), Consolidated Annual Progress Report, <http://mptf.undp.org/document/download/14592> (annex 2).

<sup>6</sup> In response to key provisions of the law, the Congolese government prepared eight implementing decrees covering the following areas: use of traditional knowledge and benefit-sharing; protection of cultural heritage and sacred sites; special measures on access to education and health services; procedures for consultation and participation in decision-making; procedures for consultation and participation concerning development programmes; protection of traditional medicine; the establishment of an inter-ministerial committee on the promotion and protection of indigenous populations; and the right to citizenship (UNIPP 2014).

published on these issues by the UN Expert Mechanism on the Rights of Indigenous Peoples and the UN Special Rapporteur.

- **Strengthening UN System Coherence and Participation of Indigenous Peoples**

Indigenous peoples have participated in the design and implementation of UNIPP programmes, contributing also to the mainstreaming of indigenous peoples' issues into the wider development agenda of UN agencies at the country level.

For instance, in 2009, Nicaragua's UN offices, operating within the UNIPP framework, supported the creation of the Consultative Committee of Indigenous and Afro-descendant Peoples (CCPIAN). Throughout the implementation of this initiative, CCPIAN offered advice to the UN agencies on how to better incorporate the rights of indigenous peoples into UN programmes. Furthermore, Committee members served on the programmes' executive and advisory boards with objectives and activities agreed jointly by CCPIAN and UN agencies.

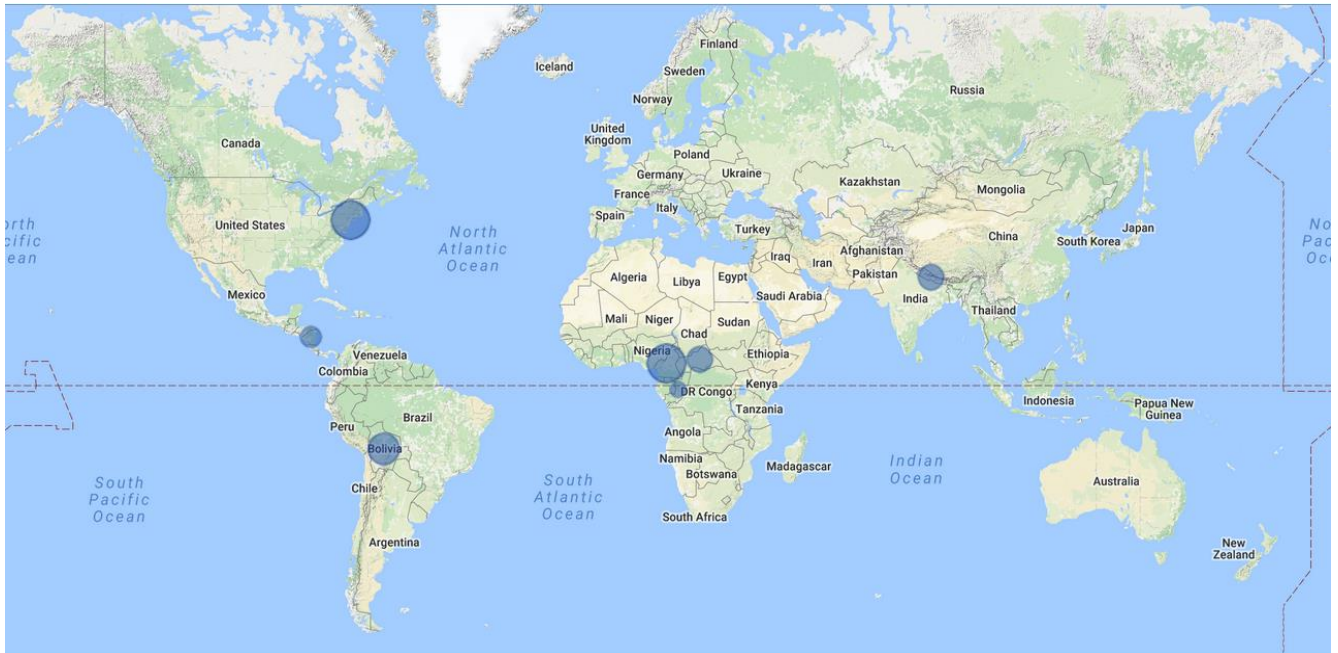
- **Enabling Partnerships through the UNIPP Fund**

UNIPP has enjoyed strong support from the governments of Denmark, Finland and Ireland which collectively have contributed approximately USD 2,1 million to the UNIPP Fund. In addition, UNIPP-supported projects have served as catalysts in mobilizing additional funds for similar initiatives with a total of USD 3.7 million raised for, and invested in, indigenous peoples' issues as a direct result of UNIPP efforts.

In Bolivia, for example, UNIPP was instrumental in securing a financial contribution of approx. USD 1.5 million from the European Union and the Danish Embassy in La Paz. This support enabled UN agencies such as UN Women, the World Health Organization and the World Food Programme to become more actively involved in local initiatives for indigenous peoples, thereby strengthening the partnership framework upon which UNIPP is founded.



**UNIPP PHASE 1 PROJECTS AT A GLANCE**



REGION	COUNTRY	FOCUS
AFRICA	CENTRAL AFRICAN REPUBLIC	Overcoming language barriers to convey indigenous views. Improving indigenous women’s access to reproductive health care.
	REPUBLIC OF CONGO	Supporting legislative review and the implementation of a landmark law on indigenous peoples. Encouraging indigenous women to find their political voice. Improving access to essential services in Congo’s Lékoumou, Likouala, Pool and Sangha regions.
	CAMEROON	Working to secure land rights for indigenous peoples. Incorporating indigenous peoples’ views into Forestry Law.
ASIA	NEPAL	Building capacity on ILO C169 and UNDRIPP as frameworks for peacebuilding. Promoting consultations for seeking obtain free prior and informed consent as a mechanism for conflict resolution.
	INDONESIA	Facilitating knowledge exchange and multi-stakeholder consultations for legislative development.
	REGIONAL PROJECT	Supporting legislative review and the promotion of national/regional dialogues on land rights and natural resources related to indigenous peoples.
LATIN AMERICA	BOLIVIA	Promoting legislation on free, prior and informed consultations and building capacity for implementation into practice. Enabling vulnerable indigenous groups to participate in the formulation, implementation and evaluation of development plans.
	NICARAGUA	Helping harmonize indigenous and national justice systems. Strengthening UN System coherence on indigenous peoples’ issues.

## 2.1 Constraints, Challenges and Lessons Learned

Based on the challenges and constraints as well as the opportunities that has emerged during the implementation of the programme, a number of lessons have been learned that can be taken into account in the future activities of the Partnership.<sup>7</sup>

### ▪ Engage Indigenous Peoples throughout the Project Cycle

Indigenous peoples' representatives and organizations should be involved from the outset in planning UNIPP interventions. In addition, their involvement should be sought during the implementation of activities, the monitoring of progress, the overall evaluation of results and follow-up planning.

It is important that measures be taken to ensure the adequate representation and meaningful participation of indigenous peoples, including women and youth, in all aspects of project governance. National project steering committees represent an important platform for engagement. Emphasizing the value of their participation and engagement as equal stakeholders is in itself an important component of UNIPP interventions that can contribute to shifts in attitudes and practice.

### ▪ Ensure Synergies of Actions

The process of reforms at the country level takes time and resources, often requiring efforts for reprogramming activities. Issues relating to indigenous peoples are often seen as politically sensitive. These constraints have had a negative impact on some UNIPP activities, including delays. Moreover, indigenous peoples live mostly in remote and isolated areas. Sufficient financial and technical resources are paramount to reach the most vulnerable groups particularly women and children. It is essential to ensure complementarity and synergy of actions as well as diversified funding sources.

### ▪ Strengthen Capacity of Indigenous Peoples' Organizations

Engaging with UNIPP activities must be an empowering process for indigenous men, women, children and youth and not a burden imposed on already overstretched capacity. It is therefore important for UNIPP interventions to factor in capacity-strengthening measures intended to enhance the full participation of organizations of indigenous peoples and to enable them to be active partners in UNIPP activities. These measures can take a variety of forms, including technical and financial inputs.

### ▪ Track Participation

It is essential for UNIPP to continuously assess how successful its initiatives are in securing the full and effective participation of indigenous peoples and improving participation of those segments that are underrepresented, such as women, children, youth and groups experiencing intersecting discrimination. Hence, clear indicators should be identified for each project in order to measure the level and quality of participation of indigenous peoples and their representative organizations, throughout the project cycle.

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<sup>7</sup> For a further analysis of constraints, challenges and lessons learned from UNIPP activities, see UNIPP (2016), UNIPP 2.0 Concept Note (annex 3) and UNIPP (2014), UNIPP Consolidated Annual Progress Report (annex 2).

- **Scaling up of Interventions**

A large body of evidence suggests that scalability is necessary to ensure the quality of development impact, coverage of those “left behind” and sustainability and adaptability of results. Therefore, it is important that UNIPP interventions deliver multiplier effects at a scale beyond the project’s initial investment. The Partnership should use the resources entrusted to its Fund in a catalytic fashion in order to leverage domestic resources as well as resources that already exist in the budget of the Participating Organizations and other development partners.

- **Promote Partnerships and Involve a Range of Stakeholders**

Both the challenges and the areas to be covered by UNIPP interventions are diverse and beyond the skills and mandates of individual UN agencies. Success lies in expanded strategic partnerships.

Although indigenous peoples are recognized, as such, in most, if not in all of the countries in which UNIPP has been working, it has been a challenge to mobilize all the national stakeholders to move forward together. Coordination of intervention efforts with a range of stakeholders at the national level remains a great challenge. Experiences have shown that engagement with national human rights institutions, the media, workers’, employers’ organizations and civil society at large are important in this respect.

Moreover, promoting and protecting the rights of indigenous peoples intersects with a range of other areas of public policy. Making progress on indigenous peoples’ rights and development implies that coherence across policies is needed.

### 3. Towards UNIPP 2.0

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Recognizing the continued relevance of UNIPP as a mechanism to promote UN system-wide coherence in the area of indigenous peoples' rights (as acknowledged also by the Outcome Document of the World Conference on Indigenous Peoples and the UN System Wide Action Plan on Indigenous Issues), a decision was taken by the Partnership members – with the support of the UNIPP Policy Board – to explore the possibility of a new phase of UNIPP (UNIPP 2.0) to be operationalized during the course of 2017.

A number of activities were carried out during the course of 2016 and in the first quarter of 2017 to lay the ground for the launch of UNIPP 2.0. These include the following:

- **Stock Taking Exercise**

A stock taking exercise with UNIPP's core constituencies was carried out in order to identify lessons learnt in the operationalization of the Partnership to date. This exercise has been crucial in informing the design of UNIPP 2.0.

- **UNIPP 2.0 Concept Note**

A concept note aiming to lay the foundations for UNIPP 2.0 was developed, based on extensive consultations with participating UN organizations and other partners. The note, attached in Annex 3, identifies the conditions required to maximize UNIPP's transformational potential, looks back to the UNIPP experience to date (outlining relevant results and lessons learnt) but also forward, analyzing key changes in the global development landscape (most especially the adoption of Agenda 2030) and articulating the implications of these changes for the Partnership<sup>8</sup>.

- **Consultations with Partners**

A proposal for the future of UNIPP was presented to the members of the UN Inter-Agency Support Group (IASG) on Indigenous Peoples at the IASG Annual Meeting in October 2016 in Rome, Italy. The Special Rapporteur on the Rights of Indigenous Peoples as well as representatives of the UN Permanent Forum on Indigenous Issues (UNPFII) and the Expert Mechanism on the Rights of Indigenous Peoples (EMRIP) attended the meeting and provided feedback to the presentation. Member States and Indigenous Peoples organizations have been extensively consulted on UNIPP 2.0.

#### 3.1 Next Steps

UNIPP's Policy Board approved the transfer – post 31 March 2017 – of UNIPP unspent funds to UNDP in its capacity as UNIPP Technical Secretariat. UNDP will programme these funds on behalf of the Partnership under the overall guidance of the UNIPP Policy Board. The

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<sup>8</sup> See Annex 3, UNIPP 2.0 Concept Note (2016).

Partnership will, in line with instructions from the Board, finalize work with the UNIPP 2.0 Concept Note based on feedback received from a range of stakeholders, carry out SWAP-related activities (detailed scope to be determined following discussions with partners) and execute resource mobilization efforts aimed at achieving an appropriate level of capitalization for the possible establishment of a UNIPP 2.0 Fund.