



# ILO EVALUATION

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**This evaluation has been conducted according to ILO's evaluation policies and procedures.**

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## List of Acronyms

AIPP	Asia Indigenous Peoples Pact
DWCP	Decent Work Country Program
DWT	Decent Work Team
EC	European Commission
EIDHR	European Instrument for Democracy and Human Rights
EMRIP	Expert Mechanism on the Rights of Indigenous Peoples
FPP	Forest Peoples' Programme
ILEPA	Indigenous Livelihoods Enhancement Partners
ILO	International Labour Organization
IP	Indigenous People(s)
IPMG	Indigenous Peoples' Major Group
IWGIA	Indigenous Work Group for Indigenous Affairs
MPIDO	Mainyioito Pastoralists' Integrated Development Organization
OO	Overall Objective
P&B	Programme and Budget (ILO)
PARDEV	Partnership and Field Support Department (ILO)
PROGRAM	Strategic Programming and Management Department (ILO)
SO	Specific Objective
TEBTEBBA	Indigenous Peoples' International Centre for Policy Research and Education
UNDRIP	United Nations Declaration on the Rights of Indigenous Peoples
UNIPP	United Nations Indigenous Peoples' Partnership
UNPFII	United Nations Permanent Forum on Indigenous Issues
VIDS	Vereniging van Inheemse Dorpshoofden in Suriname (Association of Indigenous Village Leaders in Suriname)
WCIP	World Conference on Indigenous Peoples

**Disclaimer:** The views expressed are those of the evaluator and do not necessarily represent those of the ILO, project partners or the governments of the target countries.

## Executive Summary

### **About the Project**

In 2014, the European Union and the International Labour Organization worked with international indigenous peoples' organizations to develop and implement a two-year, technical cooperation project - "Improving indigenous peoples' access to justice and development through strategic monitoring". The ILO received €749,963 for the project through the European Instrument for Democracy and Human Rights (EIDHR) and managed the delivery of project outputs through four indigenous partner organizations.

The project had two main elements. The first element involved the development and testing in six pilot countries of a community-based monitoring framework. A data portal would also be developed and be open for use by any indigenous group. The second project element involved global consultations with indigenous peoples' organisations to define their needs and priorities and supported advocacy aimed at ensuring that attention was given to indigenous rights issues in the post-2015 international development agenda. The project ran from 1 May 2014 to 30 June 2016.

### **About the Evaluation**

The purpose of the evaluation was to indicate to the ILO and its partners the extent to which the project achieved its aims and objectives and to assess the relevance, impact, effectiveness, efficiency and sustainability of project outcomes. The evaluation would cover the all activities completed or planned during the term of the project (30 April 2014 to 30 June 2016). OECD/DAC evaluation criteria would be used.

The evaluation involved reviewing available project documents and reports, conducting interviews via Skype calls with project stakeholders and gathering additional information via email. The evaluation was desk-based - no field visits were made.

### **Findings**

#### *Implementation*

Element 1: The monitoring framework was developed, including performance indicators, community and national questionnaires, shorter index surveys", guides and explanatory notes. Testing of the framework took place using a variety of approaches in six countries (Cameroon, Kenya, Nepal, Thailand, Suriname and Peru). This included the training of data collectors (and other community stakeholders). In each country, the project's implementation partners contracted local organizations to carry out the agreed activities. The web portal was developed with an initial set of features, but was only partially populated with data. Global dialogue on the framework took place (e.g. at the 2015 and 2016 sessions of the UN Permanent Forum on Indigenous Issues).

Element 2: A Global Workshop and a series of regional consultations and preparatory meetings were organized by a project partner and the Indigenous Peoples' Major Group (IPMG). These led to a consensus position on the Sustainable Development Goals (SDGs) and the framework's indigenous peoples' development index. Position papers were prepared on key priorities, targets and indicators for inclusion in the Post-2015 Development Agenda. The project's advocacy work focused on influencing UN agencies, other Major Groups and member states and included face-to-face meetings, presentations and the preparation of briefing papers on key themes.

#### *Relevance*

The project documents presented a strong rationale that reflected the needs of indigenous people and was in line with the strategies and priorities of the ILO, the EU and the project partners. Through the first element, the project offered a mechanism not only to collect much-needed disaggregated data on the situation of indigenous peoples and communities, but also to empower these

communities in the process, enhancing the relevance of the information they could use in local rights advocacy. Through the second element, the project would allow indigenous peoples to seize a vital opportunity to influence the post-2015 development agenda and to ensure that indigenous rights were given due attention.

The project design took gender issues into account and recognized a need for the framework and project activities to be responsive to the needs of indigenous women. The project management structure was appropriate and the Steering Committee actively reviewed progress, updated the project work plan, and helped enhance the sustainability of the project by developing follow-up projects.

In terms of project design, there were some deficiencies. Clearer and more realistic objectives were needed and the connections between inputs, activities, outputs and indicators of achievement were sometimes tenuous.

### *Effectiveness*

Element 1: There is little if any evidence that the project has yet achieved any tangible results under this element's objective, which was about enhancing indigenous peoples' access to justice and development in the pilot countries. This objective was unrealistic for a two-year project. In practice, the project emphasised the lower order "enabling" objectives of establishing the monitoring framework and data portal and testing their application. Considering these provide a better basis for assessing the project's effectiveness.

The completed framework is a significant outcome of the project. It fills an important gap, recognized by UNPFII, by providing a tool that can be used to monitor implementation of the UN Declaration on the Rights of Indigenous Peoples (UNDRIP), ILO Convention No.169 and other international standards. Continued effort will be required to ensure that the framework is understood and applied by governments, UN agencies and other development actors.

The framework was tested in the six pilot countries, but there was insufficient attention given to capturing the results of these "tests" in a methodical way (e.g. documenting the lessons learned on what worked and what did not work and in what circumstances). Data were collected, but there were some issues with their validation and uploading to the data portal. Data were used in at least one location (Suriname) to support local rights advocacy, but more time is needed to assess the effectiveness of the framework to support such advocacy. The pilots raised awareness of human rights and indigenous rights among some participants involved including women.

The data portal was completed, but its effectiveness as a driver of reform at a local, national and international level is still untested. Questions raised in earlier project monitoring reports remain about the utility of this product for communities.

Element 2: As evidence of the effectiveness of project's advocacy related to the post-2015 development agenda, partners pointed to six specific references to indigenous peoples within the 17 SDGs. Although some rights and aspirations were not referenced (e.g. collective rights, self-determination and cultural sensitivity), all agreed that the outcomes represented a significant step forward from the Millennium Development Goals (MDGs). The discrete contribution made by the project to the achievement of these results is difficult to isolate and measure, but it does seem to have added impetus to the overall effort by building a consensus among the key indigenous organisations, developing position papers, organizing events, and briefing individuals.

### *Efficiency*

The project experienced some delays that affected the efficiency. It took longer than planned to finalize the framework and questionnaires and this flowed on to other activities. Translations of materials were needed and this caused more delays. Given that the budget allocated for each pilot

country was quite small, there might have been a case to concentrate resources on fewer countries to enable the provision of more support for data collection, validation and analysis. Some residual funds were available towards the end of the project and these were used to add value to the project in some pilot locations. Overall, the project was managed in a way that maintained good cooperation between the partners, responded to delivery problems as they occurred and delivered all the expected results set out in the project document within budget.

#### *Impact and sustainability*

The framework and especially the indicators it defined were described by stakeholders as a “major breakthrough”. The need for such a framework had been talked about for years, but little progress had been made. The project enabled the key international indigenous bodies to come together and to develop, test and adopt it. However, there are significant challenges in maximizing the framework’s impact and sustainability. Indigenous communities will need continuing support and capacity development if they are to own the framework and use it locally. How this support will be sustained into the future is unclear. It also remains to be seen how many national governments, UN agencies and other development actors will adopt the framework to guide their own work. This too will require continued promotion and advocacy.

The sustainability and ultimate utility of the data portal will also take time to become clear. Whether it can achieve the vision of being a tool for community empowerment is still uncertain.

The post-2015 development agenda now includes some important references and indicators that relate to indigenous peoples’ rights and these represent a major improvement compared with the relative silence of the MDGs on indigenous issues. Development actors will now be made more aware of these issues and this is a truly sustainable project outcome.

#### **Conclusions**

- The project rationale was clear, cogent and well-articulated. Developing tools and methods that enhance indigenous communities’ capacity to monitor their own situation is highly relevant to the identified needs and the support provided to advocacy around the post-2015 development agenda was especially timely and relevant.
- However, the project’s objectives were unrealistic given the relatively short two-year timeframe.
- The relevance to indigenous communities of the Indigenous Navigator website as a stand-alone tool is still questionable and much work will be needed to develop their capacity to “own” it and use it.
- The project has developed a comprehensive monitoring framework, including indicators and a bank of monitoring questions, and this has filled a long-standing gap.
- The framework’s data collection has been tested at the community level, but this testing does not appear to have resulted in any documented results (i.e. of what worked, what didn’t and in what circumstances).
- The effectiveness of the Indigenous Navigator website as a driver of reform at a local, national and international level is still untested. One year after the project ended, it includes few data.
- Early delays led to some sequencing issues in the testing of the framework in the pilot countries and this affected overall efficiency of this element.
- The finalisation of the monitoring framework and the inclusion of indigenous issues in the SDGs were important and sustainable results. It remains to be seen if and how the framework and its tools will be adopted and applied by communities or used by national governments to help inform their actions.

### ***Lessons Learned***

Project design - While the activities and outputs of the project were relevant and appropriate they were too far removed from the stated project objectives which were unrealistic given the timeframe. Projects that test new tools should document results in a methodical way. Delivering fewer, but better-resourced pilots may have helped in this respect.

Maximising community ownership – To meet indigenous communities' expectation that data collection would lead to tangible results, the project needed to include some provision for follow-up action.

Partnerships - The involvement of international organisations representing different indigenous peoples helped to focus their collective efforts and to reach shared policy positions on issues that were critical in the advocacy element of the project.

Engaging indigenous women - The involvement of a women's organization as one of two local implementation partners in Nepal ensured that gender issues were given extra emphasis in this country and appears to have led to some good outcomes for indigenous women in that country.

Project governance - The Project Steering Committee gave early attention to the development of a "second phase". Its success in establishing follow-up projects highlights the benefits of this approach to sustainability.

### ***Recommendations***

- a) As part of the project design process, an "evaluability assessment" should be undertaken to ensure that all project activities are designed in a way that can demonstrate their effectiveness in achieving desired project outcomes.
- b) Document a strategy for the short, medium and long-term sustainability of the Monitoring Framework including its promotion to indigenous communities, national governments, UN agencies and other development actors.
- c) Clarify the steps to be taken to overcome barriers that might limit the utility of the data portal at a community level.
- d) Incorporate into future projects the capacity to take action in response to any urgent concerns identified during the monitoring, including by providing support for local level advocacy.
- e) To avoid spreading funds too thinly in the important testing phase, assess the cost-benefits of investing more resources in fewer pilot locations
- f) Consider the involvement of additional partners with an understanding of the specific needs of women in the target communities and which can enhance the project's results for women.

# 1 Project Background

## 1.1 Context

While the adoption of the UN Declaration on the Rights of Indigenous Peoples (UNDRIP) in 2007 has improved awareness of indigenous issues and has led to a number of important advances in the development of national policies, too little progress has been made in improving indigenous peoples' living conditions and in protecting their rights. Poverty, human rights violations and encroachments on indigenous land and natural resources continue. As a statement issued on 9 August 2017 for the International Day of the World's Indigenous peoples put it:

*"A decade on, we need to acknowledge the vast challenges that remain. In too many cases, indigenous peoples are now facing even greater struggles and rights violations than they did 10 years ago. Indigenous peoples still suffer from racism, discrimination, and unequal access to basic services including healthcare and education. **Where statistical data is available, it shows clearly that they are left behind on all fronts, facing disproportionately higher levels of poverty, lower life expectancy and worse educational outcomes.**"*<sup>1</sup>

Such data are often *not* available and this may have inhibited progress at a national level. By supporting indigenous peoples to collect these data themselves and to document and report violations of their rights, they will be in a better position to present evidence that supports their case for action national policy makers and other development actors.

At the same time, the situation of indigenous people has not always been fully appreciated or given sufficient attention in international development action plans and programmes. A lack of disaggregated data has hidden the situation of indigenous people within national statistical averages and, as a result, their needs have been underestimated or overlooked by international development actors. With the post-2015 development agenda being formulated and the Sustainable Development Goals (SDGs) being fleshed out, an opportunity emerged to focus attention on the needs of indigenous peoples by adopting a coordinated approach to advocacy in key international forums.

## 1.2 About the project

As a key advocate for the adoption of UNDRIP, the EU has had a longstanding commitment to advancing the situation of indigenous peoples, including through the Action Programme of the European Instrument for Democracy and Human Rights (EIDHR)<sup>2</sup>. The ILO has also long maintained a commitment to indigenous rights. It is responsible for the only legally binding international instrument open to ratification by states on indigenous peoples – ILO Convention on Indigenous and Tribal Peoples, 1989 (No.169). It also plays an active role in international forums on indigenous issues, including the United Nations Indigenous Peoples' Partnership (UNIPP).

In 2014, the opportunity arose for the European Union and the International Labour Organization to work together and with indigenous people's organizations in various parts of the world to develop and implement a technical cooperation project designed to meet these data collection and advocacy needs. A two-year, technical cooperation project was funded through the EIDHR - "Improving indigenous peoples' access to justice and development through strategic monitoring". The ILO

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<sup>1</sup> Joint statement from the Chairperson of the UN Permanent Forum on Indigenous Issues (UNPFII), the Expert Mechanism on the Rights of Indigenous Peoples (EMRIP), and the Special Rapporteur on the rights of indigenous peoples. At: <http://www.ohchr.org/EN/NewsEvents/Pages/DisplayNews.aspx?NewsID=21944&LangID=E>

<sup>2</sup> EIDHR's goals include increasing "indigenous peoples' rights and capacity to control their own social, economic and cultural development, while enhancing territorial rights and capacity for sustainable management of biological resources" (www.eidhr.eu)



received €749,963 for the project and managed the delivery of project outputs in Asia, Africa and Latin America through four indigenous partner organizations.

### *Project intervention logic, objectives, expected results, and activities*

The project's *intervention logic* is built on the premise that, by building indigenous community capacity to systematically monitor their own human rights situation and evolving development needs, and by making the data they gather publicly accessible, efforts to promote national compliance with human rights obligations will be enhanced and international development efforts for indigenous peoples will be strengthened. The timing of the intervention – occurring as negotiations were being held to shape the post-2015 development agenda – was also an important part of the project's logic as it provided an important advocacy opportunity.

The project document described an "Overall Objective" (OO) and two "Specific Objectives" (SOs). Four "Expected Results" (or outputs) were attached to the first SO and two to the second. In summary, these objectives and expected results were:

**Overall Objective:** "Indigenous peoples' access to justice and development is monitored and enhanced at a global scale"

- **Specific Objective 1 (SO1):** "Indigenous peoples' access to justice and development is enhanced in pilot countries through community-based monitoring and reporting of indigenous peoples' rights."
  - **Expected Result 1.1:** A community-based assessment framework;
  - **Expected Result 1.2:** Training indigenous peoples' organizations and communities and testing the framework in six pilot countries;
  - **Expected Result 1.3:** An open-access data portal
  - **Expected Result 1.4:** Dialogue between indigenous peoples, UN agencies, government institutions and civil society organizations to strengthen synergies and global monitoring.
- **Specific Objective 2 (SO2):** "Indigenous peoples' rights and aspirations for development are included in the post-2015 development agenda."
  - **Expected Result 2.1:** Identification of indigenous peoples' needs and priorities and key indicators of progress;
  - **Expected Result 2.2:** Sustained advocacy for the inclusion of these in the post-2015 development framework.

Planned project *activities* (or inputs) were aligned to each of the Expected Results. These are summarised below in *Diagram 1 (Intervention Logic)*.

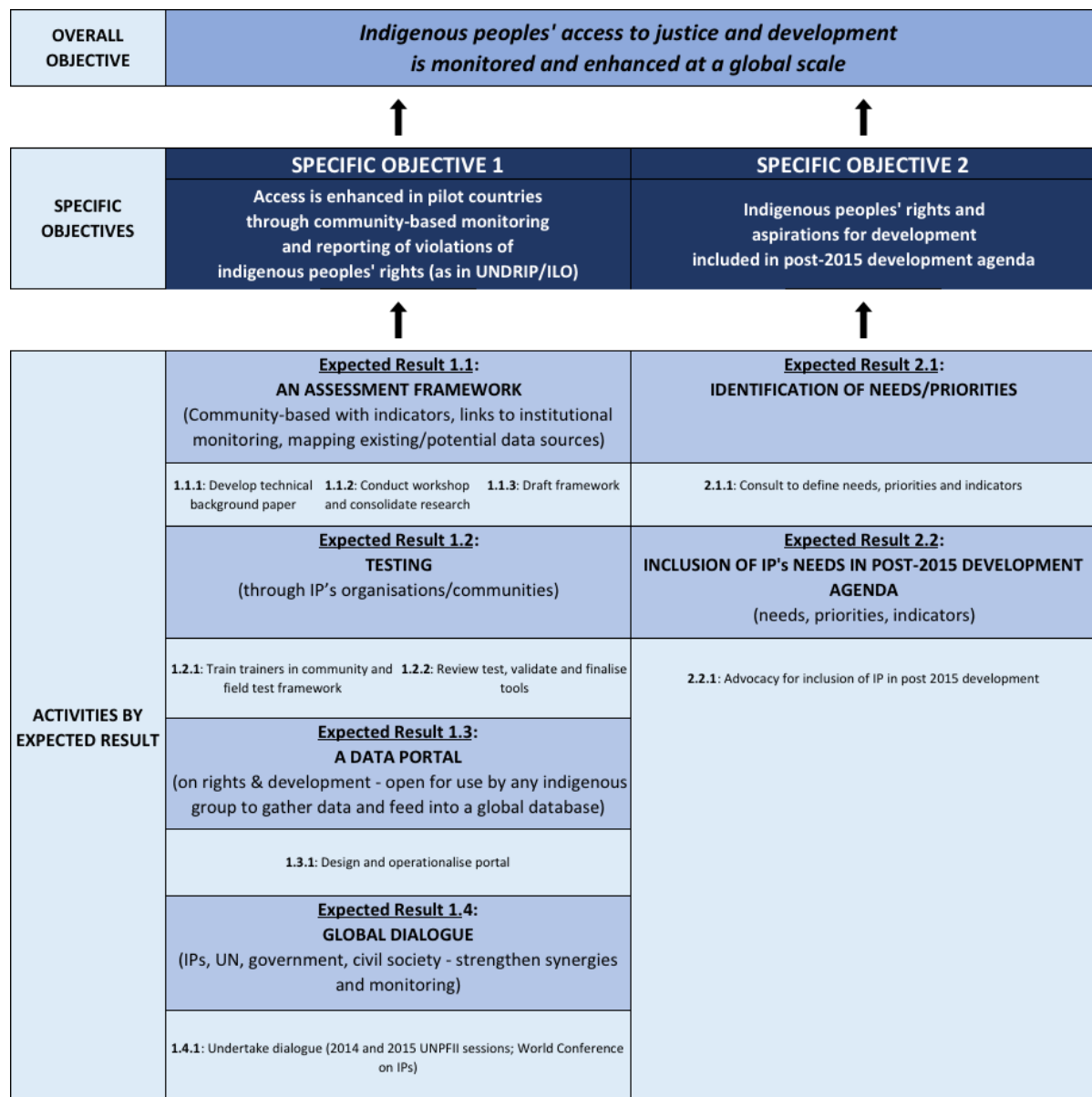
### *Organizational Arrangements*

Organizational arrangements for the project involved the ILO assuming a project coordination role. It entered into partnership agreements with four international indigenous advocacy/research organizations to deliver the project in the six pilot countries and to implement project activities:

- **Asia Indigenous Peoples Pact (AIPP)** – for pilots in Thailand and Nepal
- **Tebtebba Foundation** – Indigenous Peoples’ International Centre for Policy Research and Education – for pilot in Kenya
- **Forest Peoples Programme (FPP)** – for pilots in Cameroon and Suriname
- **International Work Group for Indigenous Affairs (IWGIA)** – to take the lead in the development of the framework and portal and for the pilot in Peru

These organizations in turn entered into agreements with local indigenous organizations in their respective pilot countries to implement activities at community and national levels.

**Diagram 1: Overview of Intervention Logic**



## 2 Evaluation Background and Methodology

### 2.1 Introduction

Evaluation is an integral part of the ILO's approach to the implementation of technical cooperation activities. Provisions for evaluation are made in all projects in accordance with ILO evaluation policy and established procedures and funds were included in this project's budget for a final independent evaluation. An independent ILO manager was appointed to oversee the evaluation process including the engagement of the external evaluator.

As a donor, the EC operates its own external, independent review system, called Results-Oriented Monitoring (ROM), to provide qualitative and quantitative data on the performance of the projects and programmes it funds. ROM reviews are based on document reviews and on-site visits to projects and, like the ILO's evaluations, are structured around the five OECD-DAC evaluation criteria. A ROM review was conducted for this project between September and December 2015 (i.e. 6 to 9 months before project completion). The current evaluation builds on this review, and seeks to validate its results through additional data collection and analysis.

### 2.2 Purpose, scope and clients of the evaluation

The purpose of the final evaluation was to indicate to the ILO and its partners the extent to which the project achieved its aims and objectives and to determine the relevance, impact, effectiveness, efficiency and sustainability of project outcomes. The evaluation would identify how donor funding contributed to the achievement of the project's objectives and would inform the ILO's and EC's future work in this area.

In terms of scope, the evaluation would focus on interventions in countries covered by the project (i.e. Peru, Suriname, Kenya, Cameroon, Nepal and Thailand), as well as on overall project coordination and management activities by the ILO. The evaluation would cover the all activities completed or planned during the term of the project (30 April 2014 to 30 June 2016<sup>3</sup>). OECD/DAC evaluation criteria would be used – key questions related to each criterion are set out in the Terms of Reference at *Annex A*. Gender equality would be integrated as a cross-cutting issue throughout the evaluation.

The evaluation would *not* include any field visits. Data collection would be restricted to a review of relevant project documentation, discussions and correspondence with project partners and stakeholders via Skype and email, and briefings by ILO officials through Skype.

The evaluation would serve the following client groups/users:

- The ILO (including HQ units engaged in work related to indigenous peoples, PARDEV, and PROGRAM);
- Implementing partners of the project; and
- The EC

### 2.3 Methodology

A lead international consultant based in Sydney, Australia conducted the evaluation. The evaluation was conducted between 10 July and 31 August 2017.

Key elements of the methodology were:

- **Document review**
- **Inception report** - An Inception Report was prepared and submitted to the Evaluation Manager on 20 July 2017.
- **Exploration of functionality and features of the data portal**

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<sup>3</sup> Including a two-month, no-cost extension beyond the planned end date of 29 April 2016.

- **Skype interviews** with the four partner organizations (See Annex C)
- **Email correspondence with the four partner organizations and with some country-level partners**
- **Briefings (via Skype) with ILO HQ staff**
- **Drafting and finalising the Evaluation Report**

#### 2.4 Methodological limitations

The evaluation was conducted more than 12 months after project completion. While this offered some advantages in allowing time for any results of the project to become clearer, informants' recollections of project details may have been affected by this delay.

No field visits were conducted and direct contact with stakeholders and partners was restricted to Skype calls (of around one-hour duration). This made it more difficult to develop a first-hand and thorough understanding of the context of activities in the pilot countries and to validate observations made through the EC's ROM field visits.

Contact with local indigenous organizations in the pilot countries was limited to email correspondence. In some cases, due to language issues, even this was not possible.

Only limited data were made available to the evaluation on the pilot in Kenya. Activities were not described in any of the project reports and the evaluation was unable to interview stakeholders there. Only a brief (two page) "key lessons" document, prepared by a local contact, was available.

## 3 Findings

### 3.1 Summary of project implementation

#### 3.1.1 Activities under Specific Objective 1

##### *Developing the Community-Based Assessment Framework (Activities 1.1.1 to 1.1.3)*

A consultant was contracted at project commencement to draft a **technical background document** for the framework that reviewed international experiences with community-based monitoring of indigenous rights; the nature, type and features of human rights indicators; data types, sources and collection methods that could be used in the monitoring framework; approaches to data mapping; and recommendations for framework development.

The consultant was also contracted at this time to develop a **draft framework** for review at the Inception Workshop. This included a draft list of more than 200 indicators which were categorized in various ways and under the broad headings of: Overall Structural Indicators (i.e. relating to ratification of conventions and the application of regional instruments); Self-determination; Civil and political rights; and Economic, social and cultural rights.

The **Inception Workshop** was held in Chiang Mai, Thailand from 19-21 August, 2014. The draft framework was presented and discussed at this workshop and a number of modifications were agreed.

Subsequently, the consultant developed **two sets of questionnaires**, based on the framework and its indicators, that would be used for the community-based monitoring. These comprised long-form community-level and national-level questionnaires (each with over 120 questions) and shorter “index surveys” (community and national levels) for a simpler assessment of UNDRIP implementation within 10 “key domains” (e.g. education, health, employment, languages et al.) and which would identify an overall numerical result for each country (scored out of 100). These tools could be completed either online or by completing a form. Various guidance resources were also prepared, including a survey guide and a note explaining the calculation of the index score.

##### *Testing in the pilot countries (Activity 1.2.1)*

###### *Cameroon*

The Forest Peoples’ Programme (FPP) was the ILO’s implementing partner in Cameroon and the pilot focused on communities of the Baka people in the South East of the country, working through the local Baka organization, Okani, to implement the project. Working with the Baka and other indigenous populations in Cameroon (including the Bakola/Bagyeli, Bedzang and Mbororo people) can be challenging. The communities are not administratively well organized or formally recognised as legal identities by government authorities and have little or no access to information technology. They are geographically isolated and getting groups together presents significant logistical difficulties.

In addition to these local challenges, a number of other factors slowed implementation in Cameroon. First, Okani representatives were unable to attend the project’s inception workshop in Thailand in August 2014. This meant that, unlike other pilot countries, they did not get the same early opportunity to learn about the project’s background, develop their understanding of human rights issues, or to contribute to project design. To fill this gap in “basic training” on the project, FPP delivered its own workshop locally in January 2015, covering some of the same background content and training participants in data collection. Second, the development of tools and questionnaires for this element of the project took longer than anticipated (due to the participatory approach used) and then had to

be translated by local partners<sup>4</sup>. Third, analysis and validation of the data collected in the pilot monitoring exercise was also delayed (due in part to the challenge of reconciling perception-based questionnaire responses, gathered through group interviews, with established facts backed by research).

Summary of implementation in Cameroon:

- FPP engaged local partner organization – Okani - to implement project;
- Project coordination was resourced – one FPP coordinator managing relationship with Okani; two Okani coordinators (in Yaoundé and another in the project area);
- FPP organised delivery of training to 8 Okani data collectors representing six of the local Baka associations (January 2015);
- Materials were translated into French by Okani;
- Okani identified 14 target Baka villages for the pilot monitoring;
- Data collected from an estimated 1,000 people using group interviews (by November 2015);
- Okani participated in the Participatory Review Workshop in September 2015;
- Using unspent project funds, some additional community consultation/education was undertaken to raise awareness of human rights/indigenous rights issues;
- Other: Okani representatives were unable to attend Inception Workshop in Thailand (August 2014) and Global Workshop hosted by Tebtebba in the Philippines (November 2015). Use of data to support dialogue with government and local authorities not commenced by June 2016.

### *Suriname*

FPP also coordinated project implementation in Suriname, working in this country with the Association of Indigenous Village Leaders in Suriname, known as VIDS (Vereniging van Inheemse Dorpshoofden in Suriname). VIDS is the traditional authority structure of the indigenous peoples of Suriname, bringing together leaders from each of the 52 indigenous villages to promote and defend the rights of their peoples and to speak for them in national and international contexts. VIDS has no special status in Surinamese law, which currently lacks any practical provisions to safeguard indigenous peoples' rights<sup>5</sup>.

Unlike in Cameroon, where the project covered a very large area, the pilot focused on just two villages in Suriname, Hollandse Kamp and Witsanti. Some delays were experienced due the illness of a key partner and to a change in the pilot communities selected. Only the short index questionnaires were used, which were tailored to explore issues related to local challenges faced by the villages. This was a small-scale pilot involving just 61 household interviews and two group interviews. The national questionnaire was completed, but no data were collected from government agencies.

Summary of implementation in Suriname:

- FPP engaged local partner organization – VIDS – to implement project;
- VIDS provided overall coordination for the pilot, operating under a contract with FPP. VIDS made an in-kind contribution to the project in the form of additional time provided by its staff;
- A VIDS representative and a community leader attended the inception workshop in Thailand in August 2014;
- VIDS translated the questionnaires and support materials into Dutch;
- VIDS identified two villages for the pilot and trained 17 people (the chief and 10 data collectors in Hollandse Kamp; and the chief, two board members and 3 data collectors in Witsanti) in human rights, indigenous peoples' rights, and community-based interviewing techniques;

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<sup>4</sup> Including the Community Index Questionnaire, the National Index Questionnaire, and a presentation introducing the project.

<sup>5</sup> Suriname remains one of the few countries in South America to have *not* ratified ILO Convention No. 169. Although it did vote to adopt UNDRIP, current legislation offers little protection of indigenous rights.

- Using a tailored, short-form version of the questionnaire, data were collected from 61 individual interviews in households in Hollandse Kamp (41), and Witsanti (20) and through two group interviews (by September 2015);
- Results were presented to the communities to validate findings;
- VIDS participated in the Participatory Review Workshop in September 2015;
- VIDS representatives attended the Global Workshop hosted by Tebtebba in November 2015;
- Using unspent project funds, some additional research/testing was commissioned to gather data on the pollution of communities' water supply through a public works project;
- Data have been used to support dialogue with government and local authorities (*See Case Study in Section 3.3.1*)
- Other: Data collected through the pilot could not be uploaded to the data portal because it was household-based rather than community-based.

### *Peru*

IWGIA coordinated project implementation in Peru working through the Centre for Public Policy and Human Rights (Peru Equidad), a non-governmental organization that works for the harmonization of public policies in Peru with human rights treaties the country has ratified. While Peru has ratified both the UNDRIP and ILO Convention No. 169, in practice, current legislation and development policy can continue to lead to violations of rights.

Six Wampis communities were selected in two river basin districts - Puerto Galilea, Candugos, and Huabal in Río Santiago; and Bagazán, Puerto Luz, and Caballito in Río Morona. Data collected from the individual communities were validated and consolidated to provide a collective Wampis response that could be uploaded to the data portal. Both the short and long form community questionnaires and the national questionnaire were tested in Peru. Equidad were granted a two-month extension (to December 2015) to complete the pilot.

Summary of implementation in Peru:

- IWGIA engaged local partner organization – Peru Equidad – to implement project;
- An Equidad representative attended the inception workshop in Thailand in August 2014;
- Equidad identified six Wampis communities for the pilot and trained a mix of community members in data collection, including women and youth. Equidad contracted an indigenous consultant to carry out this training;
- Using both the short form and long form community questionnaires, and combining individual and group interviews and community meetings, data from 2,601 people were collected out of a total Wampis population of 12,382 (by October 2015);
- Results were presented to the communities to validate findings through two workshops in November 2015;
- A focus group of indigenous rights experts was held to complete the short-form national questionnaire, but, to complete the long-form questionnaire, a more comprehensive workshop was held that involved various legal experts;
- At the request of the ILO and UNDP offices in Lima, Equidad presented details of the project and its results to the Peruvian Ministry of Culture's Indigenous Policy Working Group in August 2015;
- Equidad participated in the Participatory Review Workshop in September 2015;
- Equidad representatives attended the Global Workshop hosted by Tebtebba in November 2015;
- Community-level data were consolidated and uploaded to the data portal as a combined Wampis response.

### *Thailand*

AIPP coordinated project implementation in Thailand through a local, indigenous-led civil society organization, the Inter-Mountain Peoples' Education and Culture Trust (IMPECT). While Thailand has

signalled its support for UNDRIP and has taken some steps to improve its recognition of indigenous peoples and their rights, it has not ratified ILO Convention No. 169 and some government departments demonstrated little understanding of the issue and have failed to fully respond to the project's requests for data.

Data were collected from three indigenous villages – Pa Kia (Akha and Lahu peoples), Khun Tae (Karen people), and Thap Tawan (Moken and Moklen peoples). 12 government agencies were invited to complete the national questionnaires, with 6 responding (mostly partially). Implementation experienced some delays and other problems – training took place before the finalisation of the questionnaires, in-house translation was rushed and this affected their clarity, data collectors needed more training and support, and irregularities in how the data were gathered and processed made validation problematic.

Summary of implementation in Thailand:

- AIPP engaged local partner organization – IMPECT – to implement project;
- An IMPECT representative attended the inception workshop in Thailand in August 2014;
- IMPECT identified 3 villages for the pilot and trained 22 data collectors (including 9 women) in February 2015. 20 indigenous leaders (including 4 women) were also trained to improve their understanding of the project and of the need to monitor human/indigenous rights;
- Data were collected using individual interviews at household level. In total, 287 families were surveyed across the three villages.
- IMPECT followed up some pressing issues identified during the pilot through advocacy with authorities at community and national levels.
- IMPECT participated in the Participatory Review Workshop in September 2015;
- IMPECT attended the Global Workshop hosted by Tebtebba in November 2015;
- Other: Data collected through the pilot could not be uploaded to the data portal because it was household-based rather than community-based.

### *Nepal*

AIPP also coordinated project implementation in Nepal, partnering with two local organizations – the Lawyers' Association for Human Rights of Nepalese Indigenous Peoples (LAHURNIP) and the National Indigenous Women's Federation (NIWF). Although indigenous peoples constitute a significant proportion of the population, they have long been marginalised by the dominant groups. Nepal has ratified ILO Convention No. 169, voted in favour of UNDRIP and is one of the few countries in the region where indigenous people are recognised by government. In practice, however, communities face differing situations in terms of the recognition of their rights (e.g. some have had the use of their traditional lands restricted by conservation regulations applied in National Parks.)

Data collection was originally planned for two indigenous communities – the Bote people in Chitwan and the Thakalis people in Mustang - and consultations were held in these locations in March/April 2014, questionnaires were tailored and training of local leaders carried out. No information was included in project reports on the number of people surveyed. Considerable energy was devoted to the national questionnaire and government agencies cooperated, including by providing data. Obtaining data on some issues included in the survey proved to be difficult as was the challenge of disaggregating data for each indigenous group (56 groups are recognised and another 14 are seeking recognition.)

Summary of implementation in Nepal:

- AIPP engaged local partner organizations – LAHURNIP and NIWF – to implement project;
- Representatives of both local partners attended the inception workshop in Thailand in August 2014;



- Consultations were held with local experts and indigenous leaders on the project (August to October 2014) and an expert team was formed (December 2014) to analyse framework's application in Nepal (including gender inclusiveness);
- Consultations were held with targeted communities on the questionnaire (March-April 2015). The need to focus on the situation of Bote women in Chitwan and on Thakali traditional institutions was identified;
- 110 indigenous community leaders and members were trained in human rights, indigenous peoples' rights, and community-based interviewing techniques;
- Data were collected from two communities using focus groups and community consultations;
- A number of meetings were held with experts and key government agencies to complete the national questionnaire, in the process reviewing the methods, data sources and gaps and resources required to complete the task;
- Partner organizations participated in the Participatory Review Workshop in September 2015;
- Partner organizations attended the Global Workshop hosted by Tebtebba in November 2015 (??);
- Other: Project reports did not describe any national/local advocacy activities that used the data gathered through the questionnaires.

### *Kenya*

Tebtebba coordinated project implementation in Kenya, partnering with two local organizations – Indigenous Livelihoods Enhancement Partners (ILEPA) and Mainyioito Pastoralists' Integrated Development Organization (MPIDO). Project activities were piloted across a number of communities of the Maasai pastoral indigenous peoples, including Olkaria/Suswa and Enkutoto Group Ranch in Narok County, Southern Kenya and Olloonkiito, in northern Tanzania. These communities are grappling with a number of rights-based issues including security of land tenure, health and environmental concerns related to geothermal exploitation, cross-border mobility, and threats to their social and political identity.

Summary of implementation in Kenya (based on a very brief document provided to the evaluator):

- Surveys were piloted at the community and national levels to assess level of awareness and implementation of the applicable human rights instruments at the community level;
- The community questionnaire was applied by trained indigenous facilitators (the evaluation could not determine the number trained and surveyed or the data collection methods used);
- Results were analysed and aggregated at community and national levels;
- Representatives of local partner organizations are presumed to have participated in Inception Workshop, Participatory Review Workshop and Global Workshop, but this was not confirmed

### *Developing the data portal (Activity 1.3.1)*

The development of the data portal initially involved IWGIA working with the Chilean Human Rights Observatory (Observatorio Ciudadana) to develop a **concept note** that defined the purpose, users and beneficiaries of the portal and identified a strategy for its development. The concept note described the portal as a facility that would link to the indicators and questionnaires developed as part of the overall monitoring framework and include data collected through the project. Ultimately, it would be an open to inputs from indigenous communities around the world, providing a mechanism for users to monitor implementation of UNDRIP and progress towards relevant Sustainable Development Goals.

By the end of the project, "The Indigenous Navigator" website had been **commissioned with an initial set of features** in place, but had only been partially populated with data. Once more data have been input and functionality added, the portal will be able to display a range of information in text and graphic forms. The ROM report indicated that full data sets within the portal will be downloadable for further analysis and that it will be possible to explore how specific questions or statistics relate to

international conventions, instruments and resolutions. Data sensitivity issues have been addressed in the portal's design and protocols around data sharing have been established.

#### *Engaging in global dialogue on the framework (Activity 1.4.1)*

The planned dialogue on the project with indigenous peoples, UN agencies, regional institutions, governments and civil society (Activity 1.4.1) took place. The framework was presented to the 14th session of the UNPFII on 24 April 2015 and a side event was also conducted that obtained detailed feedback. Presentations were also made to the EU's CSO Forum on Human Rights on 17 March 2016 and to the 15th session of the UNPFII in May 2016.

The conduct of the pilots required extensive consultations with national governments' agencies, civil society organizations and indigenous communities. Through these, the project was able to make national actors aware of the community-based framework and the need to enhance monitoring efforts to safeguard indigenous peoples' rights. Raising awareness of these rights among indigenous communities themselves was especially important (see *Effectiveness 3.3.1* below).

### **3.1.2 Activities under Specific Objective 2**

#### *Identification of needs and priorities and key indicators for inclusion post-2015 (Activity 2.1.1)*

Details of this activity were not specified in the project documents. The intent was to allow project partners to seize opportunities as they arose – as the project implementation plan put it “to hook onto on-going processes” in international forums and processes. Activities can be said to have overlapped to some extent with the project's consultations in developing the monitoring framework (and with the advocacy activities described below), but specific actions included in project reports and mentioned in the stakeholder interviews included:

- Tebtebba conducted a series of regional consultations (in Nicaragua, Tanzania and the Philippines) to define indigenous inputs into the SDG development process;
- At the regional preparatory meetings for the 2014 UNPFII session, Tebtebba and IPMG organised regional focus points for the post-2015 process;
- At the November 2015 Global Workshop (involving project partners and other indigenous peoples' organizations), a consensus position on the SDGs was reached as well as agreement on the framework's indigenous peoples' development index. This was reflected in a declaration document on indigenous peoples' position on the SDGs and in matrices that highlighted the overlaps and shared indicators between SDGs, UNDRIP domains and WCIP commitments;
- The project partners together with the IPMG developed a position paper on key priorities, targets and indicators for inclusion in the Post-2015 Development Agenda.

#### *Sustained advocacy for Inclusion of IP's needs in post-2015 development agenda*

An “Advocacy Work Plan” was developed by Tebtebba for the period October 2015 to May 2016 which included a list of major events and lobbying opportunities, a description of the actions that would be taken at these events (e.g. meetings, press releases, presentations, social media campaigns etc.), and the person or organization who would take action. The final narrative report for the project did not report in detail on the implementation of these planned activities, but interviews confirmed that they were extensive and were thought to have achieved good results (see *Section 3.3*). The activities that were described in the final narrative report were:

- Briefing papers were prepared by Tebtebba and IWGIA on key thematic issues within the proposed post-2015 development agenda<sup>6</sup> and distributed these widely to member states, UN officials,

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<sup>6</sup> 11 of these papers are available here: [http://www.iwgia.org/publications/search-pubs?search=result&search\\_text=&country\\_id=0&process\\_id=0&theme\\_id=64&region\\_id=0&people\\_id=0&case\\_id=34&p](http://www.iwgia.org/publications/search-pubs?search=result&search_text=&country_id=0&process_id=0&theme_id=64&region_id=0&people_id=0&case_id=34&p)

Major Groups and other stakeholders. Issues included education, health, inequality, women, governance, environmental sustainability, water, and a fact sheet on Indigenous Peoples in the Post-2015 development framework;

- Tebtebba and IWGIA (the “Organizing Partners” for the IPMG) created a list server as a communication and advocacy tool, providing updates on the discussion around the post-2015 development agenda and coordinating relevant action;

## 3.2 Relevance

### 3.2.1 Relevance to indigenous people

The project document presented a sound rationale and overall justification for intervention – first, that monitoring and reporting of indigenous peoples’ situation and rights violations needed to be strengthened if real progress was to be achieved; and second, that the development of the post-2015 development agenda was a crucial opportunity to ensure that more international attention was given to indigenous peoples through targeted and well-researched advocacy.

Data disaggregation has been a pressing need and the first element of the project focused on developing an approach to meeting this need. While global assessments of the level of indigenous disadvantage have been made – for example, the frequently quoted fact that indigenous peoples represent 5% of the world’s population, but comprise 15% of those living in extreme poverty – national and local-level needs have often remained unexplored, hidden in national statistical averages. As one stakeholder put it, *“they have had no way of identifying who is farthest behind”*. Providing a mechanism to not only collect this information, but also to empower indigenous people and communities to do so themselves, has the potential to enhance data relevance and focus and to better support local rights advocacy.

The second element of the project focused on influencing the post-2015 development agenda. Indigenous peoples regarded the Millennium Development Goals (MDGs) as giving insufficient attention to their needs. As far back as 2006, at the fifth session of UNPFII, indigenous peoples, through their organizations, made statements about the urgent need to redefine the MDGs so that they included the perspectives, concerns, experiences and world views of indigenous peoples and allowed their full and effective participation in implementation. In this context, the project offered the partners a unique opportunity to contribute to the negotiations to reset the development agenda and was therefore highly relevant.

The project also proved to be relevant to the specific needs and priorities of the pilot countries. Countries were deliberately chosen to test the monitoring approach in a variety of circumstances and this meant including some countries where the “degree of difficulty” could be said to have been high (e.g. Cameroon where the organisational capacity of local partners was weak and literacy and educational levels were quite low). The project played an important educational role in raising awareness of indigenous and human rights issues and of the need to methodically develop a case for corrective action when dealing with local authorities. As communities were understandably driven by the need for action, there was a risk that the project would lose relevance in their eyes if it were perceived as “data collection for its own sake.” For this reason, some residual project funds were used to follow-up specific concerns of the target communities (a lesson that was incorporated in the project design of the second phase.)

Some doubts were expressed in the ROM report about the relevance of the data portal to local Indigenous Communities. Its assessment of the project’s relevance found that the Indigenous Navigator website was unlikely to be a useful tool at this level due to lack of access to relevant

technology and the capacity and IT skills to use it. While it conceded that it might still be a useful instrument for the international partner organizations in their advocacy work, if this is true and the use of the tool offers little to communities, then it does raise the question of why any community would go to the trouble of completing the questionnaires in the first place. If no community-level data is input (other than that accomplished through funded projects) then the portal's relevance even to the international partners might also be questionable. (See also *Section 3.5*)

### **3.2.2 Relevance to the objectives and priorities of the ILO, EU and project partners**

The project fits well with ILO programming and implementation frameworks and harmonises with Decent Work Country Programs (DWCP) and ILO projects operating in the pilot countries. The ILO is an organization with a long history in monitoring and supporting indigenous peoples' rights. It maintains strong links with indigenous peoples' organizations, monitors and promotes Convention No. 169 on Indigenous and Tribal Peoples and the rights it enshrines, is a member of the United Nations Indigenous Peoples' Partnership (UNIPP), an inter-agency initiative established by the ILO, OHCHR, UNDP, UNICEF and UNFPA. Although the organization's Programme and Budget (P&B) at the time of project's commencement did not set out in much detail its activities in this important policy area<sup>7</sup>, in 2015 the ILO's Governing Body adopted a strategy for action concerning indigenous peoples which reinforced its importance<sup>8</sup>. The project is therefore clearly relevant to the ILO's activities in this policy area.

At a country level, the project objectives fit well with both the ILO's DWCPs (where they are in place) and the United Nations Development Assistance Framework (UNDAF). Examples of specific references include:

- Nepal: DWCP indicates that the ILO will build the capacity of stakeholders at the local, district and central levels for the implementation of indigenous peoples' rights in the Nepali context; UNDAF for Nepal emphasizes the need to implement non-discriminatory policies and procedures, including implementation of ILO Convention 169;
- Thailand: The UN Partnership Framework for Thailand gives attention to vulnerable and marginalized groups and specifically to indigenous peoples;
- Cameroon: DWCP includes several initiatives designed to promote Convention No. 169;
- Suriname: UNDAF lists under Priority 1 the need to address discrimination against indigenous peoples in accessing health, education and public services.

The project is similarly aligned with the EU's development priorities. The EU was a key actor in the adoption of UNDRIP and protecting the rights of indigenous peoples ranks highly among its priorities. Through the EIDHR, which funded the project, the EU aims to increase "indigenous peoples' rights and capacity to control their own social, economic and cultural development, while enhancing territorial rights and capacity for sustainable management of biological resources".

For the international indigenous organizations that were the project's implementation partners – IWGIA, AIPP, FPP and Tebtebba – the project was clearly relevant and provided a means of advancing a development agenda that they had championed in global forums for many years.

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<sup>7</sup> There are only two areas in the 2014-15 P&B where they are mentioned – Outcome 18 (International labour standards are ratified and applied) in which "consultation and participation of indigenous peoples will be promoted through the UN Indigenous Peoples' Partnership; and Outcome 19 (Member States place an integrated approach to decent work at the heart of their economic and social policies, supported by key UN and other multilateral agencies) in which seeks to ensure non-discrimination in the conduct of events, conferences and training.

<sup>8</sup> [http://www.ilo.org/wcmsp5/groups/public/---ed\\_norm/---relconf/documents/meetingdocument/wcms\\_412809.pdf](http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_412809.pdf)

### 3.2.3 Relevance of project design and implementation approach

Although the overall rationale for the project was sound, there were deficiencies in the intervention logic. Connections between inputs, activities, outputs and indicators of achievement were sometimes tenuous. In particular, the “Specific Objectives” set for the programme did not always meet the “SMART” criteria - that is, they were not always:

- Specific - e.g. “access to justice and development is enhanced” is too broad;
- Measurable - e.g. for SO1, no baselines were available against which progress in the pilot countries could be measured;
- Achievable/Realistic - two years was a very short time frame to do all that was envisaged and achieve the stated objectives; and
- Time-bound – e.g. nobody consulted in the evaluation conceived of this project as a one-off intervention that would achieve SO1 after two years.

Especially in respect of SO1, the project’s activities were actually about laying the groundwork for years of future work and follow-up activity and projects<sup>9</sup>. Rather than imply that the challenging and important work of improving the situation of indigenous peoples could be resolved in two years, it would have been better to have articulated objectives that were clearer and more realistic, while still acknowledging the long-term development goal.

The project design and implementation considered gender issues. The project document pointed out that the experiences of indigenous women were not always reflected in the data and that the assessment framework and project activities would therefore be responsive to these needs and would encourage women to participate in project activities. Questionnaires developed as part of the framework were designed to enable sex-disaggregation of data. Attention seems to have been given to ensuring female representation in training and data collection (e.g. 9 of 22 people trained in Thailand were women, but detailed participation data in the other pilot countries were not included in the reports made available to the evaluation). In at least one location, separate focus groups for women were used to collect data and to ensure their perspectives were respected. Some feedback was received that the piloted questionnaires should have included other issues related to the situation of indigenous women – for example, questions that explored domestic violence.

The project management structure was appropriate and involved a Steering Committee that included all the key stakeholders (EC, ILO, FPP, IWGIA, AIPP and Tebtebba). It met five times over the course of the project<sup>10</sup>, reviewing project progress, updating the project work plan, and planning for the anticipated second phase of the project.

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<sup>9</sup> As the ROM report put it: “The Overall Objective (OO) and both Specific Objectives (SOs) suggest an implementation timeframe of several years and the 24-months contract is too short to produce the expected outputs as well as the outcomes. Indicators for the SO1 are insufficient to measure access to justice.”

<sup>10</sup> April, September and December in 2015; March and May in 2016

### 3.3 Effectiveness

#### 3.3.1 Developing and testing the monitoring framework – results under Specific Objective 1

Activities implemented under the first element of the project were intended *to enhance indigenous peoples' access to justice and development* in the identified pilot countries through community-based monitoring and reporting of rights violations. This was an ambitious objective for a two-year project and one that was unlikely to be achievable in any substantial way in that timeframe. The evaluation found that the project generally focused on achieving the more measurable and realistic “lower order” objectives and results set out in the project documents – developing an assessment framework, training users in data collection and testing the framework in the pilot countries, developing the data portal, and strengthening monitoring efforts through global dialogue. In at least one location (Suriname) the project equipped local indigenous people with data that has since been used to support their engagement with government on an important rights-based dispute (see *Case Study* below).

The **monitoring framework was developed**, realising a goal, expressed at the 10th session of UNPFII, of creating “a common framework for monitoring the situation and well-being of indigenous peoples and the implementation of the Declaration [UNDRIP] including the identification of indigenous-appropriate indicators, possible data sources and linkages to relevant mechanisms” and to do this “in a collaborative manner with other interested institutions, ensuring full consultation and participation of indigenous peoples”. Although the tools developed for community-based monitoring (i.e. the questionnaires and index surveys) were designed to be flexibly applied according to local needs and circumstances, partners said that there was a need for ongoing training in their use, given the low capacity of many local indigenous organizations. The complexity and length of the questionnaires might have contributed to this perception – for example, some of the project reports also criticised the framework’s questionnaires as being too long and seeking data that respondents in the community might not possess<sup>11</sup>. The framework was also intended to assist national government agencies and statistics bureaux in collecting much-needed disaggregated data, but further engagement was also reported to be needed with these bodies and with national governments to ensure that this occurs.

**Testing of the framework** took place in the six pilot countries, identified in consultation with project partners and local indigenous peoples’ organizations. Local data collectors were trained (along with other key indigenous stakeholders and leaders in some locations), though some stakeholders indicated that more training and support were needed. Country-level partners were given latitude to decide the scope of the testing, and what questionnaires/surveys and data collection methods (individual, household, focus group etc.) would be used. This was appropriate, given the diversity of situations in the pilots and the desire to field-test a range of approaches, but there does not appear to have been much thought given to capturing the results of these “tests” in a methodical way – for example, documenting the lessons learned on what approaches work or do not work and in what circumstances. A participatory review of the testing took place in September 2015 and this was reported to have led to some changes in the framework’s questionnaires and guidance notes (though these were not described in the project reports).

The data collected through the pilots were sometimes not in a form that enabled them to be uploaded and displayed through the data portal and, by the end of the project, none of these data were accessible through it. Though the project documents did not explicitly say that they would be

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<sup>11</sup> The data portal now makes it clear that communities can: “create their own surveys by choosing questions from predefined question pools, one for National level and one for Community level. This will allow you to fit your survey to the needs of the community you are surveying.”

uploaded as part of the framework's testing, there appears to have been an expectation that they would be used to initially populate the database, at least for illustrative purposes.

By the end of the project, in most locations, the data collected had not yet been used to support indigenous peoples' engagement with national or local authorities to support the immediate needs of communities. The ROM report made an important observation in this regard – of the local partners' need for "assistance with the development and implementation of action plans and advocacy with local and national government authorities". Partners consulted in the evaluation agreed that data collection without a mechanism for follow-up action was unlikely to maintain the interests of indigenous communities for long. In the case of Suriname, some residual funds were used for such follow up of a pressing community concern. Although justice may not have yet been achieved in this particular case, it does illustrate well how community-based monitoring of the type envisaged by the project can be used to champion human rights and indigenous rights:

#### ***Case Study – Community-based monitoring and local advocacy***

The indigenous communities of Hollandse Kamp and Witsanti in Suriname found themselves threatened by the expansion of the Johan Adolf Pengel International Airport. They discovered by chance that the airport had obtained title from the government on a large area of land which included their two villages. Strictly speaking, they had overnight become illegal occupants of their ancestral land. As Suriname has no legislation protecting indigenous and tribal peoples' rights, the communities could initially do no more than publicly protest.

With funds from the project, additional data were collected to provide evidence of the extent and continued use by these peoples of their ancestral lands and resources. Local sources of water were also tested as the villages suspected that the airport's waste water was contaminating their supply. These tests, conducted by the government's Bureau for Public Health, confirmed extremely high levels of human faecal E. coli bacteria in certain parts of the creek.

These data, along with the human rights indicator data collected through the project from these two villages, were formally presented to the District Commissioner (DC), the highest regional government authority. Unfortunately, no solution was offered, other than to issue warnings to village children not to bathe in or to drink from the contaminated creek.

On the issue of land rights, a high-level commission was established with Cabinet representation. Dialogue is continuing and while the indigenous people are asserting their right to "free, prior and informed consent", the government is stressing the necessity of the airport's expansion and the need for national interest to prevail.

The community-based monitoring pilot, conducted by the villagers themselves, has made them more aware of their human rights' situation and has led them to be more proactive in asserting these rights. In addition, the data collected through the project (including the water report, the monitoring results and a GPS demarcation map also organised through the project) will become important if the communities proceed with legal action through Inter-American Court of Human Rights.

None of these things can be resolved quickly and a two-year project is highly unlikely to result in substantial improvements in access to justice. As a representative of the local implementing partner put it:

*"Our struggles do not end with a two-year project. Real, vital, sustainable impacts become evident over the longer term but they need continuous efforts, strong advocacy and often legal action."*



By the end of the project, **the Indigenous Navigator website** was live, but largely “unpopulated” with data. The basic architecture and functional capability of the website appear to be mostly in place, but the ultimate effectiveness of the portal cannot be measured until it contains more data. Only then can it be used, as envisaged, to mobilize indigenous communities to work with international partners to influence the actions of states in support of UNDRIP. Its ability to monitor the progress of indigenous peoples in the context of the SDGs also has great, but still largely unrealised, potential. The second phase of the project, which extends the framework’s application to another 11 countries, will hopefully further develop the portal’s usefulness in this respect, but a continuing effort to promote community-based data collection will be required.

As outlined in the review of project activities in 3.1.1, the project supported high-level **global dialogue** at important international forums where the project, framework and Indigenous Navigator website were presented and discussed. These activities were interwoven with the advocacy activities conducted under Specific Objective 2 and their effectiveness can be best seen at this early stage in terms of the project’s results under that objective (i.e. their contribution to the post-2015 agenda). The second phase project may provide more opportunities to continue dialogue so that the framework can be used to strengthen synergies between international actors in monitoring and promoting indigenous rights.

At a national level, stakeholders consulted in the evaluation identified the contribution made by the project in **raising awareness of the rights of indigenous peoples** as being one of its key results. In the context of the pilot countries, the most important group in this respect were indigenous people themselves. In Peru, for example, the targeted communities had initially chosen to focus on just four rights-based issues that they had identified as relevant, but after learning more about indigenous rights issues, they subsequently decided to extend their focus to all of the framework’s domains. It seems that for some of the participating indigenous communities, human rights and indigenous rights may have been something of an abstract concept before the project. As one stakeholder put it (in the context of Cameroon):

*“Whereas Human Rights workshops had been carried out before, it was only after the project’s community group discussions about indigenous peoples’ rights that they really fully internalized that these were rights that **they** were entitled to. Human rights had been seen as part of a quite abstract discussion. But when they had to collectively discuss questions like ‘Is there a school in your community?’ or ‘How far away is the clinic?’ or ‘Are you recognized by the government?’ there was a deep realization of how important human rights were for their community and how they could assert them and use them. It was an ‘aha!’ moment.”*

Project Implementation Partner

The project also achieved some specific **awareness-raising results for women** in Nepal where the National Indigenous Women’s Federation was one of two country-level partners. Learning through the project that women had a right to participate in decision-making, these women approached local officials and insisted leaders consult and include women in decision-making, budget design, and laws against gender-based violence. Some also learned of municipal programmes offering funding for women’s projects and have sought to define indigenous priorities and needs for these funds<sup>12</sup>.

On the question of **whether ratification of ILO Convention 169 was a factor** in assessing the effectiveness of the project, of the six pilot countries involved, only Peru and Nepal had ratified it. As the evaluation did not include any country visits, it was difficult to confidently assess whether ratification had any significant effect on the testing of the framework. Partner organizations indicated that government agencies were perhaps more highly engaged in Nepal and Peru (e.g. in testing the National Index Survey) compared with other countries such as Thailand<sup>13</sup>. But these differences might

<sup>12</sup> See: <https://intercontinentalcry.org/indigenous-navigator-offers-new-way-monitor-indigenous-rights-worldwide/>

<sup>13</sup> In the ROM monitoring questionnaire for Thailand, reference was made to several Government of Thailand agencies stating that “Thailand has no indigenous people”. Some government agencies were better informed and did cooperate.



be due to other factors that had led to agencies having a greater familiarity with indigenous rights issues rather than the specific influence of C.169 ratification.

### 3.3.2 Influencing the post-2015 development agenda – results under Specific Objective 2

Activities under the second element of the project were clearly focused on the achievement of Specific Objective 2, which were about the inclusion of indigenous peoples' rights and aspirations for development in the post-2015 development agenda. The "expected results" defined in the project document related first to defining indigenous peoples' needs, priorities and performance indicators, and second to the conduct of "sustained advocacy". In terms of program logic, while the latter is not really a "result" at all, but an activity, it did serve to define an important focus area for the project.

As evidence of the project's results, partners consulted in the evaluation pointed to **six specific references to indigenous peoples within the 17 SDGs**. Three of these are in the political declaration, two in the targets (Goal 2, Target 2.3 on Zero Hunger and Goal 4, Target 4.5 on Education), and one on "follow up and review" that calls for indigenous peoples' representation. Some disappointment was expressed in what was *not* specifically referenced – for example, recognition of collective rights, self-determination and the need for cultural sensitivity in development actions. Overall, partners agreed that that the recognition of indigenous peoples in the SDGs represented **a significant step forward from the Millennium Development Goals**, which made no specific references to indigenous peoples as development actors or as people with distinct rights. Instead, they were grouped together under catch-all category of "vulnerable groups" and were effectively "invisible".

The discrete contribution made by the project to the achievement of these results is difficult to isolate and measure. As advocacy work can be opportunistic, the project document did not define any detailed, step-by-step strategy through which progress towards results could be incrementally measured. Nor were any public records of discussions or meetings available that might provide evidence of the extent of the project's contribution. With or without the project, key project partners were already well positioned to contribute to the development of the post-2015 development agenda and to the SDGs – for example, Tebtebba and IWGIA were "Organizing Partners" for the Indigenous Peoples' Major Group for the SDGs and Tebtebba's Executive Director is UN's Special Rapporteur on the rights of indigenous peoples.

The project may have, however, **added impetus to the overall effort** to influence the new development agenda. Partners believed that the resources it provided improved the capacity and reach of their lobbying and negotiations. Through the project, indigenous representative organisations were more thoroughly consulted and mobilized, consensus was reached on important policy positions (as one person put it, *"it put all of the consortium members on the same page"*), position papers were developed that reflected this consensus and could be used in negotiations, additional events were organized, and doors were opened to key people and groups in both UN agencies and, importantly, individual states. The project also reinforced the need for the development community to collect disaggregated data to monitor progress and demonstrated how tools like the Indigenous Navigator website could be used to do this.

Overall, for this element of the project, the **approach adopted was an appropriate way of achieving the desired results**. It strengthened the capacity of key indigenous representatives to engage in the process of formulating the 2030 Agenda for Sustainable Development, provided the opportunity for indigenous stakeholders to communicate their needs and aspirations, and offered partners the flexibility they needed to respond to opportunities as they emerged.

### 3.4 Efficiency

The project budget of €749,963 allocated **54.5% of funds to the first element** of the project (i.e. developing and testing the framework and data portal, including associated research, workshops, trainer training and dialogue), **12.4% to the second element** (identification of needs and advocacy for the post-2015 agenda), **24.9% to employment and travel costs for a Technical Specialist** and **8.3% to other costs** (including unspecified “indirect costs” and project evaluation costs). No funds were leveraged from other sources for the project at either the global or national level.

The ROM report found that the funds allocated to training and supporting the people undertaking the community-based data collection were not adequate and the issue of how to provide this support in the future to support community-based monitoring was recognised by the stakeholders as being an ongoing challenge. From an efficiency perspective, given that the **budget for each pilot country was only €25,000**, a case might have been made to concentrate resources on fewer countries in this first phase to enable the provision of more support for both the data collection and for its validation and analysis. On the other hand, testing the community-based application of the framework in situations where resources *are* very limited may have been an important element in its own right – but if this was the case, this testing did not appear to have resulted in significant insights into how best to design a future sustainability strategy. As the ROM report put it, “the current realities of the indigenous communities are still too far detached from the production of statistics and the use of a tool like the Navigator.”

The project experienced some **delays that affected the efficiency of implementation**. Finalising the framework and questionnaires tools took longer than anticipated and this affected the training of data collectors (i.e. training was conducted in some locations without the questionnaires being available in local languages). Translations were done locally and this caused further implementation delays.

Some **residual funds were available towards the end of the project and these were used to add value to the project** in some pilot locations. As mentioned, in Suriname, funds were used to follow up a concern identified in the testing of the framework related to the pollution of communities’ water supply through a public works project. Similarly, in Cameroon, the local partner organization was supported to conduct a “road trip” to additional communities to discuss human rights issues.

Overall, the project was managed in a way that maintained good cooperation between the partners, responded to delivery problems as they occurred and which delivered all the expected results set out in the project document within budget. As indicated in Section 3.2.3, there may have been some degree of disconnection between the achievement of these expected results and the achievement of the Specific Objectives defined for the project, but this was less a matter of efficiency and more about understating the time required to achieve systemic reform.

### 3.5 Impact and sustainability of results

The project’s Overall Objective and Specific Objective 1 implied that activities would lead to demonstrable improvements in the situation of indigenous peoples in the pilot countries. There is no evidence for this yet and to suggest real progress could be made in such a short timeframe was wildly optimistic. This project was really about taking some **important first steps in this journey** – in the process improving the readiness of indigenous peoples and communities through **an agreed framework, providing them with “navigation” tools for this journey**, and also ensuring that the global development agenda can help by **clearing the road ahead**.

The framework and especially the indicators it has defined were described by stakeholders as a “**major breakthrough**”. The need for this framework had been talked about for many years, but little progress

had been made. The project enabled the key international indigenous bodies to come together and to develop, test and adopt it as a *“tool to develop a more just world”* (as one person described it).

However, there are significant challenges in maximising the framework’s use, impact and sustainability. **Indigenous communities will need continuing support and capacity development if they are to own the framework and use it locally.** How this support will be sustained into the future is unclear. It also remains to be seen how many national governments, UN agencies and other development actors will adopt the framework to guide their own work. This too will require continued promotion and advocacy, but the enhanced global cooperation generated by the project between the international indigenous partner organizations will help harmonise effort in this respect. As one partner put it *“we knew each other well, but joining hands through the project has helped strengthen our collective impact.”*

**The sustainability and ultimate utility of the data portal will also take time to become clear.** At the UN General Assembly meeting in September 2017, the website will be showcased at a launch of the framework in a side event marking the 10th anniversary of the adoption of UNDRIP. Over the next three years, project partners anticipate bringing the framework and its data portal tool to some 88 communities in 11 different countries. This is a promising development, but whether the tools can achieve the vision of community empowerment if no funds are available for capacity development is still uncertain. The ROM report’s assessment - that they may ultimately be of more relevance and utility to just the international partner organizations - may prove to be too pessimistic, but there are still unanswered questions about how to support community-level monitoring and how to use such tools to get practical results at that level.

The impact of the project’s second element, related to SO2, is clearer. The **post-2015 development agenda now includes some important references and indicators** that relate to indigenous peoples’ rights and this represents a major improvement compared with the relative silence of the MDGs on indigenous issues. Development actors will now be made more aware of these issues and this is a truly sustainable project outcome.

Stakeholders mentioned that the project did have at least one unforeseen positive effect: by posing questions that explored particular human rights and indigenous rights issues as they affected communities (e.g. relating to access to basic services such as education and health), the project served to **raise awareness of these rights in a powerful new way and energized communities and individuals to take action** to assert these rights.

Some also saw the framework as a model that **could be replicated** for monitoring the situation of other vulnerable groups, particularly those facing the same issue of being hidden within national statistical averages. As one stakeholder put it, the project *“provides a strong methodology for assessing community-based outcomes for other global agenda”*.

## 4 Conclusions

- 4.1 The project **rationale was clear, cogent and well-articulated**. Developing tools and methods that enhance indigenous communities' capacity to monitor their own situation in respect of rights and justice can empower indigenous people and enable them to focus on the issues most important to them. Similarly, the formulation of the post-2015 development agenda provided a vital opportunity for advocacy and the project's support for this was therefore especially timely and relevant.
- 4.2 However, the project's **objectives were unrealistic**. The two-year timeframe of the project meant that its Overall Objective and Specific Objective 1 were unlikely to be achieved in any meaningful sense. An unashamed focus on lower-order "enabling" objectives might have led to better linkages between inputs, outputs and results and to the definition of more measurable project performance indicators – for example, measures of what the project was actually testing in the pilot countries.
- 4.3 Although supporting community-based monitoring through the framework can raise awareness of indigenous rights, the **relevance to indigenous communities of the Indigenous Navigator website as a stand-alone tool is still questionable**. As highlighted in the ROM report, much work will be needed to develop their capacity to "own" it and use it.
- 4.4 The project has **developed a comprehensive monitoring framework**, including indicators and a bank of monitoring questions, and this has **filled a long-standing gap**. Its use by indigenous communities, national governments, UN agencies, and other international development actors will require continued promotion.
- 4.5 The framework's data collection has been tested at the community level, but this testing does not appear to have resulted in any documented results (i.e. of what worked, what didn't and in what circumstances). **A more methodical approach to testing the processes** at a community level might have improved the effectiveness of the testing aspect of the project.
- 4.6 The **effectiveness of the Indigenous Navigator website** as a driver of reform at a local, national and international level is **still untested**. One year after the project ended, it includes few data.
- 4.7 Early delays led to some **sequencing issues** in the testing of the framework in the pilot countries and this affected overall efficiency of this element. The efficiency of the advocacy activities in the second element is difficult to assess as they were opportunistic in nature and not described in detail.
- 4.8 In terms of **impact and sustainability**, the project produced a **mix of results**. The finalisation of the monitoring framework and the inclusion of indigenous issues in the SDGs were important and sustainable results. It remains to be seen, however, if and how the framework and its tools will be adopted and applied by communities or used by national governments to help inform their actions. Continued funding for support and promotion will most likely be needed before they can be self-sustaining.

## 5 Lessons Learned and Good Practices

### 5.1 Project design

Project objectives need to be SMART. While the activities and outputs of the project were relevant and appropriate they were too far removed from the stated project objectives which were unrealistic given the timeframe.

For projects intended to test new tools and methods more attention is needed in project design to defining the desired results of these tests (e.g. learning what approaches works where and why) and to methodically documenting these.

### 5.2 Resourcing

The funds made available for each pilot location were very modest (€25,000 each) compared with other budget line items. In the future, it might be better to consider the benefits of undertaking fewer, better-resourced pilots and documenting the results of these more carefully.

### 5.3 Maximising community ownership

Indigenous communities have an understandable focus on action and the project created an expectation in the pilot communities that data collection would lead to tangible results. The project was able to meet this expectation to some extent by funding some additional activities, but future projects of this sort need to build this into the overall project strategy. Communities are not likely to embrace projects that are purely research-focused.

### 5.4 Partnerships

The involvement of many international organisations representing different indigenous peoples was a major strength of the project. The project helped to focus their collective efforts and reach shared policy position on issues that were critical in the advocacy element of the project.

### 5.5 Engaging indigenous women

The involvement of a women's organization as one of two local implementation partners in Nepal ensured that gender issues were given extra emphasis in this country and led to some good outcomes (see 3.3.1).

### 5.6 Project governance

Almost from the outset, the Project Steering Committee gave considerable attention to the development of a "second phase". Two concurrent follow-up projects have since been approved highlighting the benefits of this approach to sustainability in project management.

## 6 Recommendations

	Recommendation	Responsibility	Priority & Timeframe	Resource Implication?
6.1	As part of the project design process, an “evaluability assessment” should be undertaken to ensure that all project activities are designed in a way that can demonstrate their effectiveness in achieving desired project outcomes. In particular, attention needs to the definition of realistic and achievable project objectives and project performance indicators – as Guidance Note 11 from the ILO’s Evaluation Unit outlines, this requires: <i>“The selection of SMART indicators that are quantitative or qualitative and include comparison points of levels, quality and grade.”</i>  <i>(Links to: 4.2 and 5.1)</i>	Future ILO Project Design teams, EU	MEDIUM/ FROM NOW	No
6.2	Document a strategy for the short, medium and long-term sustainability of the Monitoring Framework including its promotion to indigenous communities, national governments, UN agencies and other development actors. Opportunities should be explored to advance this strategy through the current (second phase) projects – for example, developing an “exit strategy” for these projects.  <i>(Links to: 4.4, 4.8, and, 5.6)</i>	ILO, EU, Project Partners.	HIGH/ BY END 2017	No
6.3	As part of this strategy, clarify the steps to be taken to overcome the barriers (identified in the ROM report) that might limit the utility of the data portal at a community level.  <i>(Links to 4.3)</i>	ILO, EU, Partners	HIGH/ BY END 2017	No
6.4	As recommended in the ROM report (and implemented in the second phase projects) incorporate into future projects the capacity to take action in response to urgent concerns identified during the monitoring, including by providing support for local level advocacy.  <i>(Links to: 5.3)</i>	Future ILO Project Design teams, EU	MEDIUM/ FROM NOW	Yes
6.5	In future projects that test new methods, to avoid spreading funds too thinly in the important testing phase, assess the cost-benefits of investing more resources in fewer pilot locations.  <i>(Links to: 4.5 and 5.2)</i>	Future ILO Project Design teams, partners	MEDIUM/ FROM NOW	No
6.6	Learning from Nepal’s experience in this project, consider the involvement of additional partners with an understanding of the specific needs of women in the target communities and which can enhance the project’s results for women.  <i>(Links to: 5.5)</i>	ILO, EU, Partners	MEDIUM/ FROM NOW	No

## Annex A – Evaluation Terms of Reference

### PURPOSE

Conduct an independent final evaluation of the EC-funded technical cooperation project “Improving indigenous peoples’ access to justice and development through strategic monitoring”. In line with the ILO Evaluation policy and donor requirements for project evaluations, a final evaluation must be conducted to assess project success in effectively achieving its intended objectives. The project ended on 30 June 2016.

Following ILO evaluation requirements, the evaluation will be based on the Development Assistance Committee (DAC) criteria of relevance, efficiency, effectiveness and evidence of impact and sustainability through contributions of ILO support<sup>14</sup>. The evaluation will identify how donor funding contributes to the achievement of the project’s objectives.

These findings would be invaluable in informing the ILO’s and the EC’s future work in this area. The primary users of the review and evaluation results are the ILO, implementing partners of the project, and the EC. ILO HQ units engaged in work on indigenous peoples, PARDEV, PROGRAM and the donor, will benefit from the lessons learned.

### SCOPE

The final independent evaluation is planned for July-August 2017 and is expected to provide recommendations on future steps to consolidate progress, ensure the achievement of objectives, and advance the policy debate on indigenous peoples. The total duration of the evaluation will be for 20 working days, which will be the basis for paying the evaluator’s fees.

The evaluation will focus on interventions in countries covered by the project (i.e. Peru, Suriname, Kenya, Cameroon, Nepal and Thailand), as well as on overall project coordination and management activities by the ILO. It builds upon the EC ROM monitoring process and will also look at validating the ROM reports through further data collection. The final independent evaluation will be done through a desk review of relevant project documentation; briefings by ILO officials through skype conversations; discussions with project partners and stakeholders over skype or through telephone conversations; and compilation of information on progress through questionnaires and/or online surveys.

The evaluation will focus on OECD/DAC criteria of relevance, efficiency, effectiveness and evidence of impact and sustainability. It will include recommendations for future development and follow-up in terms of focus and strategy for future ILO interventions regarding indigenous peoples. The evaluation report should be finalized by 31 August 2017.

The evaluation will integrate gender equality as a cross-cutting concern throughout its methodology and all deliverables, including the final report.

### *Evaluation criteria and questions*

The project had a specific focus on protecting the rights of indigenous peoples in line with the ILO Convention 169. Gender mainstreaming and women-specific focus should be part and parcel of the evaluation criteria and questions. In this regard, the evaluation should assess:

- **Relevance** of the objectives and project strategic approach, including how it fits within the EU’s work on the issue of indigenous peoples
- **Effectiveness** of strategies to meet the objectives, including the extent to which gender issues were addressed
- **Efficiency** in the utilization of financial and human resources available to the project.
- **Impact** of interventions at different levels, including the longer term effects in addressing the rights of indigenous peoples.
- **Sustainability** of results taking a short, medium and longer term perspective.

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<sup>14</sup> DAC Criteria for Evaluating Development Assistance:  
<http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

The evaluation should comprise, but not necessarily be limited to, the following aspects and questions. The evaluator, upon completing his/her initial desk review phase, may refine or propose further key questions in the inception report. The final key evaluation questions will be agreed between the evaluation manager and the evaluator.

a) Relevance of the project:

- Has the problem been clearly identified and assessed?
- Have the project development and results, as well as the target beneficiaries, been clearly identified and realistically set?
- Was the project strategic approach feasible, relevant and the intervention logic, clear and consistent (e.g. between inputs, activities, outputs and indicators of achievement)?
- Was the project relevant to ILO objectives and priorities, especially Programme and Budget (P&B) at the global level and Decent Work Country Programmes (DWCP) and United Nations Development Assistance Framework (UNDAF) at the country level?
- Was the project relevant to the EU's priorities and objectives in the area of indigenous peoples?
- Was the foreseen timeframe realistic to achieve the expected results?
- Was the project management structure, including the relation with partners and external actors, sufficiently clear and realistically designed?
- Were the project objectives consistent with the target group's needs and priorities, including with national gender policies and strategies?
- Did the project take gender specificities into consideration in its design and implementation?

b) Efficiency of the project:

- Did the project management demonstrate the capacity to efficiently coordinate, administer and backstop the project implementation arrangements? Were the management and coordination arrangements sufficiently clear, adequate and responsive to partners and beneficiaries needs?
- To what extent has the project collaborated and coordinated action with other relevant ILO Programmes and Units.
- Were the reporting and monitoring systems adequate to capture progress and identify challenges so that appropriate changes could be made?
- Has the project leveraged other funds at the country level?
- Assess the performance of the project towards established baselines, designing a sustainability strategy and managing risks.
- Were inputs delivered in a quality and timely fashion?
- Was the management efficient in ensuring timely delivery of quality outputs and address problems and concerns?
- Have resources been spent as economically as possible in relation to outputs and benefits?
- What were the main implementation difficulties and what was done to address them?

c) Effectiveness of the project

- Did the project execution focus on the achievement of objectives?
- Did the project deliver expected results (quantity and quality as compared with workplan and progress towards achieving the results)?
- Did implementing partners and other actors and beneficiaries, show interest, commitment and support in project implementation?
- What role did the ratification or application of ILO Convention 169 (if/where applicable) play during the project implementation?
- Did target groups/beneficiaries participate in the formulation and implementation?
- Did the project contribute to increasing awareness among local and national stakeholders on the rights of indigenous peoples?
- What is the overall assessment of the validity of the project strategy and would there be a more effective way of addressing the problems and satisfying the needs in order to achieve the project objectives?



d) Impact

- To what extent have the project's actions had a demonstrated impact towards the achievement of the project's objectives? Assess results and impact against baselines and provide specific examples of results and impact if/where applicable in the field so that it allows the donor to determine how its funding has helped produce change.
- Did the project have any significant (positive or negative) unforeseen effects? What could have been or could be done to enhance or mitigate them so that the project has a greater overall impact?

e) Sustainability

- How far has the capacity of partner institutions and services been strengthened and what needs to be done to enhance this in the future?
- Are there elements for actual and potential expansion or replicability of the project to other areas or regions?

f) Lessons learned

The evaluation is expected to generate lessons that can be applied elsewhere to improve programme or project performance, outcome, or impact. The evaluation report should contain a section on lessons learned which summarizes knowledge or understanding gained from experience related to the ILO project intervention. Lessons learned can highlight the strengths and weaknesses of interventions to improve quality of delivery; contribute to sharing innovative responses to potential challenges; and/or allow practitioners to reuse lessons from previous experience into the design of future projects. A specific template will be provided to the evaluation consultant to use in documenting lessons learned.

g) Emerging good practices

The evaluation should look at the emerging good practices in the area of protecting the rights of indigenous peoples. A template will be provided to the evaluation consultant to document the good practices.

h) Findings and recommendations

The evaluation is expected to assess the overall project results based on the established rationale, strategy, methodology and criteria, and determine the extent to which these results address the identified problem and the context and constraints. Based on the findings and analysis, the evaluation should recommend strategy adaptations or revisions for eventual follow-up actions.

**I. Evaluation methodology**

This evaluation will include a desk review of available materials and interviews with key stakeholders over Skype. The evaluator will receive all relevant project documents, progress reports and other relevant written material, including ILOs evaluation guidance, policy documents and templates that should be utilized for drafting the report. He/she will be briefed by ILO responsible staff. Based on the desk review and briefings, the evaluator shall present an inception report specifying the evaluation methodology and/or evaluation instruments (interview lists and guides, questionnaires and sampling) to be used in a short inception report prior to conducting the evaluation. Any revisions to the evaluation criteria and/or questions could be proposed in the inception report, and will be discussed between the evaluator and the Evaluation Manager before any action is taken to put these changes into effect. The timing and approval of the inception report shall constitute the first output of listed output in the TOR. Sources and methods for data collection, data analysis and reporting are required.

A draft report will be produced submitted to the ILO and to the project partners for comments and feedback.

A final report will be submitted to the ILO reflecting any feedback or correction from parties concerned. The expected output of the evaluation is a concise report of about 25-30 pages plus annexes presenting evaluation findings addressing general and specific evaluation objectives.

## **II. Main deliverables**

- a) A short inception report (max 10 pages) specifying the evaluation methodology and/or evaluation instruments, not later than 15 July 2017;
- b) A draft evaluation report (not longer than 30 pages), including lessons learnt and emerging best practices, not later than 20 August 2017;
- c) A final evaluation report (including an evaluation summary), incorporating comments, not later than 31 August 2017.

## **III. Management arrangements**

The evaluation will be conducted by an external evaluator, with the support of the Evaluation Manager. The project team will facilitate access to relevant information and documentation, as required.

## **IV. Evaluator appointment and qualification**

### CRITERIA:

The independent evaluator will be selected on the basis of proven evaluation experience and meeting the following independence criteria:

- 1) Have no previous or current involvement – or offers of prospective employment – with the ILO project or programme being evaluated; and
- 2) Have no personal links to the people involved in managing the project/programme (not a family member, friend or close former colleague).

The evaluator will have knowledge and previous experience in the field of indigenous peoples, with proven experience in project evaluations. Previous experience in evaluating EC-funded projects is an asset. The evaluator should be fluent in English. Working knowledge of Spanish and/or French will be an advantage.

### TIMEFRAME:

The evaluation will be carried out during July-August 2017.

The evaluation timeframe will be a total of 20 non-consecutive working days, including online surveys (if any), desk review, individual interviews with project stakeholders (through Skype or telephone interviews), drafting report and feedback from the ILO and implementing partners.

## Annex B – List of Interviews

<b>Date</b>	<b>Organization</b>	<b>Location</b>	<b>Person Interviewed</b>	<b>Position</b>
13 July 2017	International Labour Organization (ILO)	Switzerland	Martin Oelz	Team Leader Indigenous peoples and ethnic minorities Gender, Equality and Diversity Branch
24 July 2017	Forest Peoples Programme (FPP)	United Kingdom	Joji Carino	Senior Policy Advisor
28 July 2017	International Work Group for Indigenous Affairs (IWGIA)	Denmark	Lola García-ALix	Coordinator International Human Rights Advocacy Program
31 July 2017 (via emails)	Association of Indigenous Village Leaders in Suriname (VIDS)	Suriname	Max Ooft	Policy Officer
2 August 2017	Asia Indigenous Peoples' Pact	Philippines	Joyce Godio	Programme Officer
2 August 2017	Asia Indigenous Peoples' Pact	Nepal	Prabindra Shakya	Human Rights Programme Coordinator
8 August 2017	Tebtebba (Indigenous Peoples' International Centre for Policy Research and Education)	Philippines	Joan Carling	Co-convenor Indigenous Peoples Major Group (IPMG) for the Sustainable Development Goals

## Annex C – Lessons Learned

### ILO Lessons Learned 1

**Project Title: Improving indigenous peoples access to justice and development through strategic monitoring**

**Project TC/SYMBOL: GLO/14/04/EEC**

**Name of Evaluator: Tony Powers**

**Date: August 2017**

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

<b>LL Element</b>	<b>Text</b>
<b>Brief description of lesson learned (link to specific action or task)</b>	<p><b>Project design – testing new tools and methods through pilots</b></p> <p>For projects intended to test new tools and methods more attention is needed in project design to defining the desired results of these tests (e.g. learning what approaches works where and why) and to methodically documenting these.</p>
<b>Context and any related preconditions</b>	Pilot projects intended to test new tools and methods
<b>Targeted users / Beneficiaries</b>	Various – intended users of the tools and methods (in this case, indigenous communities and organizations)
<b>Challenges /negative lessons - Causal factors</b>	The pilots were conducted without a mechanism to systematically analyse the use of the tools and methods in the various locations or to document lessons learned.
<b>Success / Positive Issues - Causal factors</b>	
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	Design

## ILO Lessons Learned 2

**Project Title: Improving indigenous peoples access to justice and development through strategic monitoring**

**Project TC/SYMBOL: GLO/14/04/EEC**

**Name of Evaluator: Tony Powers**

**Date: August 2017**

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
<b>Brief description of lesson learned (link to specific action or task)</b>	<p><b>Project design – number of pilot sites</b></p> <p>The funds made available for each pilot location were very modest (€25,000 each) compared with other budget line items. In the future, it might be better to consider the benefits of undertaking fewer, better-resourced pilots and documenting the results of these more carefully.</p>
<b>Context and any related preconditions</b>	Testing new tools and methods in multiple locations
<b>Targeted users / Beneficiaries</b>	Various – intended users of the tools and methods (in this case, indigenous communities and organizations)
<b>Challenges /negative lessons - Causal factors</b>	The pilots were run with a relatively small budget and this may have limited what could be done to fully test and document lessons learned.
<b>Success / Positive Issues - Causal factors</b>	
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	Design, resources

## ILO Lessons Learned 3

**Project Title: Improving indigenous peoples access to justice and development through strategic monitoring**

**Project TC/SYMBOL: GLO/14/04/EEC**

**Name of Evaluator: Tony Powers**

**Date: August 2017**

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
<b>Brief description of lesson learned (link to specific action or task)</b>	<p><b>Project design – including funds for follow up action</b></p> <p>Indigenous communities have an understandable focus on action and the project created an expectation in the pilot communities that data collection would lead to tangible results. The project was able to meet this expectation to some extent by funding some additional activities, but future projects of this sort need to build this into the overall project strategy.</p>
<b>Context and any related preconditions</b>	<p>Research/data collection activities undertaken with limited capacity for follow-up action</p>
<b>Targeted users / Beneficiaries</b>	<p>Various – intended users of the tools and methods (in this case, indigenous communities and organizations)</p>
<b>Challenges /negative lessons - Causal factors</b>	<p>Communities are not likely to embrace projects that are purely research-focused. Some funds should be reserved to be applied in practical follow-up activities.</p>
<b>Success / Positive Issues - Causal factors</b>	<p></p>
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	<p>Design, resources</p>

## ILO Lessons Learned 4

**Project Title: Improving indigenous peoples access to justice and development through strategic monitoring**

**Project TC/SYMBOL: GLO/14/04/EEC**

**Name of Evaluator: Tony Powers**

**Date: August 2017**

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
<b>Brief description of lesson learned (link to specific action or task)</b>	<p><b>Implementation - partnerships</b></p> <p>The involvement of many international organisations representing different indigenous peoples was a major strength of the project.</p>
<b>Context and any related preconditions</b>	Global cooperation of indigenous organizations
<b>Targeted users / Beneficiaries</b>	Indigenous communities and organizations
<b>Challenges /negative lessons - Causal factors</b>	
<b>Success / Positive Issues - Causal factors</b>	The project helped to focus their collective efforts and reach shared policy position on issues that were critical in the advocacy element of the project.
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	Implementation

## Annex D – Emerging Good Practices

### ILO Emerging Good Practice 1

**Project Title: Improving indigenous peoples access to justice and development through strategic monitoring** **Project TC/SYMBOL: GLO/14/04/EEC**

**Name of Evaluator: Tony Powers** **Date: August 2017**

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
<b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b>	<p><b>Implementation – meeting the needs of indigenous women</b></p> <p>The involvement of a women’s organization as one of two local implementation partners in Nepal ensured that gender issues were given extra emphasis in this country and led to some good outcomes</p>
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	Requires a suitable organization to be in place that can represent women in the target group (in this case, indigenous women)
<b>Establish a clear cause-effect relationship</b>	Additional activities targeting indigenous women were carried out in this pilot location and this led to some specific results for indigenous women
<b>Indicate measurable impact and targeted beneficiaries</b>	Improved representation of women in rights advocacy in pilot location; improved access to funding designated by local authority for projects supporting women.
<b>Potential for replication and by whom</b>	Similar global projects where the involvement of women’s organizations can improve gender inclusiveness in implementation and results.
<b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework)</b>	Supports ILO policy and strategy on gender equality and mainstreaming
<b>Other documents or relevant comments</b>	



## ILO Emerging Good Practice 2

**Project Title: Improving indigenous peoples access to justice and development through strategic monitoring**

**Project TC/SYMBOL:**

**GLO/14/04/EEC**

**Name of Evaluator: Tony Powers**

**Date: August 2017**

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
<b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b>	<p><b>Project management/governance - sustainability</b></p> <p>Almost from the outset, the Project Steering Committee gave considerable attention to the development of a “second phase”.</p>
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	<p>Desire by project partners to continue to pursue project objectives beyond the period of this project</p>
<b>Establish a clear cause-effect relationship</b>	<p>By giving attention to the design and development of follow up action/projects the sustainability of the project could be enhanced.</p>
<b>Indicate measurable impact and targeted beneficiaries</b>	<p>Two concurrent follow-up projects have since been approved highlighting the benefits of this approach to sustainability in project management. Beneficiaries will be project partners and indigenous peoples and communities.</p>
<b>Potential for replication and by whom</b>	<p>Could be replicated where appropriate in other projects where follow-up projects are needed to achieve development goals.</p>
<b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework)</b>	<p>Supports ILO’s continuing efforts in achieving sustainable results through technical cooperation projects.</p>
<b>Other documents or relevant comments</b>	

## Annex E – Data Collection Methods

Analysis of key documents and information resources including, but not limited to:

- 2015 ROM “Monitoring Questions” document for Cameroon, Suriname and Thailand pilot locations; “Overall Monitoring Questions” document; and “Overall Report”
- 2015 “Mid Narrative Report” on the project
- 2016 “End Narrative Report” on the project
- 2014 EC-ILO Project Funding Agreement
- 2014 Scoping Study/Technical Background Document
- 2014 Workshop Report including annexes (draft monitoring framework; draft indicators and categorization; comparative table of human rights instruments et al.)
- Tools and guides prepared for the project (including survey guide, questionnaires, surveys, guidance notes)
- Concept note on Indigenous Navigator
- 2015 Presentation to 14<sup>th</sup> Session of UN Permanent Forum on Indigenous Peoples’ issues in NYC (Webcast)
- Various documents and tools from 2015 workshop in Baguio, Philippines, designed to advance indigenous inclusion in SDGs
- Briefing papers prepared by Tebtebba and IWGIA on key thematic issues within SDGs

Exploration of functionality and features of the information portal (The Indigenous Navigator) as at project completion (if possible) or currently.

Semi-structured interviews (via Skype) with key staff involved in the project at ILO Head Office. Questions explored ILO perceptions of project’s

- Relevance (in terms of ILO objectives and priorities, P&B, DWCPs etc.);
- Efficiency (collaboration and coordination issues internally within the ILO and with partners; efficiency of project management; and perceived cost-benefits);
- Effectiveness (in terms of results, the significance of C.169 ratification/application, and overall assessment of the approach taken);
- Impact (any demonstrable evidence of change in the field and any unforeseen effects);
- Sustainability (regarding the activities’ reliance on continuing donor support and potential for replication);
- Lessons (ILO lessons from this project that would inform future activities of this type)

Semi-structured interviews with representatives of the four partner organisations. Questions explored partner perceptions of project

- Relevance (their perceptions on the relevance of the project and its intervention logic to the needs of their indigenous constituents; how realistic they thought its goals and timeframe were; and the extent to which gender issues were addressed);
- Efficiency (collaboration and coordination with the ILO and with other project partners; perceptions of project management and reporting; whether the project has helped leverage additional funding at a country level; implementation difficulties faced; and cost effectiveness);
- Effectiveness (alignment of activities with expected outcomes; perceptions of overall validity; whether results met their expectations; perceived results in raising local and national awareness of indigenous rights);

- Impact (evidence they can present of changes in the field);
- Sustainability (the extent to which the capacity of partners has been strengthened through the project);
- Lessons (from their perspective of participating in such projects and how the ILO/EC might improve things in future)

An interview was also held with an English speaking representative of one of the participating indigenous communities (in Suriname).