International Labour Organization

**iTrack** Evaluation

# ILO EVALUATION

- **Evaluation Title:** **Independent Mid-term evaluation of Promoting indigenous peoples' human development and social inclusion in the context of the implementation of the 2030 Agenda for sustainable development**

- **ILO TC/SYMBOL:** **GLO/16/24/EUR and GLO/16/23/EUR**

- **Type of Evaluation :** **Independent mid-term evaluation**

- **Country(ies) :** **Bangladesh, Bolivia, Cambodia, Cameroon, Colombia, Kenya, Nepal, Peru, the Philippines, Suriname and Tanzania**

- **Date of the evaluation:** **December 2018**

- **Name of consultant(s):** **Dr Achim Engelhardt, Lotus M&E Group**

- **ILO Administrative Office:** **Indigenous peoples and ethnic minorities team, Gender, Equality and Diversity Branch (GED)**

- **ILO Technical Backstopping Office: GED**

- **Date project ends:** **30 March 2020**

- **Donor: country and budget: European Union: (EURO 3.350.000), combined for the two projects.**

- **Evaluation Manager:** **Mr Xu Lu**

- **Key Words:** **Indigenous people, access to information, data collection, capacity building, ILO Convention 169, Bangladesh, Kenya.**

This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Office

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## List of acronyms and abbreviations

| | |
|---|---|
| AIPP | Asia Indigenous Peoples Pact |
| CECOIN | Centro de Cooperación al Indígena (Colombia) |
| CEJIS | Centro de Estudios Jurídicos e Investigación Social (Bolivia) |
| DIHR | Danish Institute for Human Rights |
| DWCP | Decent Work Country Programmes |
| EIDHR | European Instrument for Democracy and Human Rights |
| EC | European Commission |
| EU | European Union |
| EUD | European Union Delegation |
| EUR | Euro (currency) |
| EVAL | Evaluation Office of the ILO |
| FPP | Forest Peoples Programme |
| GLO | Global |
| GPGC | Global Public Goods and Challenges |
| HLPF | High-Level Political Forum |
| ICAI | Independent Commission for Aid Impact (United Kingdom) |
| ILEPA | Indigenous Livelihoods Enhancement Partners (Kenya) |
| ILO | International Labor Organization |
| IP | Indigenous Peoples |
| IT | Information Technology |
| IWGIA | International Work Group for Indigenous Affairs |
| LogFrame / LF | Logical Framework |
| MDG | Millennium Development Goals |
| MPIDO | Mainyoito Pastoralists Integrated Development Organization (Kenya) |
| NGO | Non-Governmental Organization |
| NHRI | National Human Rights Institutes |
| ONAMIAP | Organización Nacional de Mujeres Indígenas Andinas y Amazónicas del Perú |
| PPTD | Programme Pays pour le Travail Décent |
| REDD+ | Reducing emissions from deforestation and forest degradation |
| SDG | Sustainable Development Goals |
| SWOT | Strengths, Weaknesses, Opportunities and Threats |

| ToC | Theory of Change |
|------|------------------|
| ToR | Terms of Reference |
| UK | United Kingdom |
| UN | United Nations |
| UNDRIP | United Nations Declaration on the Rights of Indigenous Peoples |
| WCIP | World Conference on Indigenous Peoples |

**Infographic: Overview of the evaluation object and the main evaluation results**

## Indigenous Navigator: Pillars 1 and 2

### Mid-term evaluation

- Period: October to November 2018
- Independent evaluation consultant

**11** Countries in Africa, Asia and Latin America, 8 evaluated

Colombia, Bangladesh, Bolivia, Kenya, Peru, the Philippines, Suriname and Tanzania.

**€ 3.35m budget**

From the EU: EIDHR and GPGC

**129** Stakeholders consulted

2 field visits: Bangladesh and Kenya Including three community focus groups

**Purpose: improve project performance and enhance learning** **& evaluability**

**Global picture**

| Relevance | Efficiency | Effectiveness | Sustainability |
|-----------|-----------|---------------|----------------|
| 81% | 67% | 75% | 44% |

IP communities targeted: **132 in 11 countries**

IP communities coverage: **75%**

Data published on web portal: **26% of IP communities**

**Bangladesh - Coverage of 3.3% of Indigenous Peoples with EUR 200,000 from the EU**

*Cost to the EU tax payer - Example Bangladesh: 2 EUR for data per Indigenous person*

# Executive summary

**Introduction:** This document constitutes the final report of the independent mid-term evaluation of two projects of the International Labor Organization (ILO): 1) Improving indigenous peoples' access to justice and development through community-based monitoring (GLO/16/24/EUR); and 2) Promoting indigenous peoples' human development and social inclusion in the context of the implementation of the 2030 Agenda for Sustainable Development (GLO/16/23/EUR). Both projects constitute the Indigenous Navigator, pillars 1 and 2. Pillar 3 of the Indigenous Navigator does not form part of this mid-term evaluation. The budget of pillar 1 amounts to EUR 1,200,000, and the budget of pillar 2 is EURO 2,150,000, funded by the European Union. The projects are implemented in eleven countries: Bangladesh, Bolivia, Cambodia, Cameroon, Colombia, Kenya, Nepal, Peru, the Philippines, Suriname and Tanzania.

**Projects background:** While indigenous peoples often found that the implementation of the Millennium Development Goals (MDGs) did not address their situation adequately, the adoption of the 2030 Agenda for Sustainable Development and its ambition of leaving no one behind offers a historic opportunity to enhance the participation of indigenous peoples in the design and implementation of development strategies and programmes. The ILO Indigenous and Tribal Peoples Convention, 1989 (No. 169) and the United Nations (UN) Declaration on the Rights of Indigenous Peoples (UNDRIP) provide guidance of particular relevance for the design and implementation of rights-based, inclusive and sustainable development interventions, as also recognized by the outcome document of the 2014 World Conference on Indigenous Peoples (WCIP).
Building on the previous EIDHR-funded work to develop and pilot a community-based monitoring framework on indigenous peoples' rights (EIDHR/2914/340-173), known as the "Indigenous Navigator", the present projects aim to further consolidate the Indigenous Navigator framework and related tools, and to scale-up capacity building for indigenous peoples' communities and networks to use the framework for community-based monitoring.

**Evaluation purpose:** The primary purpose of this independent mid-term evaluation is to improve project performance and to enhance learning within the ILO and other critical stakeholders. Moreover, it aims to help ensuring that projects' progress and results are monitored, communicated and acted upon in a timely, efficient and result-based manner. The evaluation is also intended to assess the relevance, performance, management arrangements and success of the projects by identifying documents, tools, knowledge products developed through the projects and lessons learned, and by making recommendations that projects' partners and stakeholders might use to improve the design and implementation of the projects evaluated or of other related projects and programmes. Main evaluation clients are the ILO, project partners and the donor.

The **evaluation methodology** builds on an evaluation matrix and work plan and includes a mixed-methods approach, as listed in Annex 4. The evaluation matrix is presented in Annex 5, and Annexes 6 to 8 contain the data collection tools. A total of 129 persons were consulted in the evaluation, including during field visits to Bangladesh and Kenya.

**Main evaluation findings:** The main evaluation findings are presented categorized by the evaluation criteria, as suggested in the Terms of Reference (ToR): relevance, efficiency, effectiveness, the likelihood of sustainability, gender and labor rights.

**Relevance: The projects are relevant for indigenous peoples' communities and the ILO.**
- The projects' intervention logic (Theory of Change, ToC) is largely valid with clarity in the results chain, valid external drivers of change and assumptions holding true. The needs of indigenous communities are largely reflected. However, the projects logic suffers from a country portfolio being too large to be effectively funded;
- The projects are closely aligned with the ILO Convention 169, the 2018-2019 ILO Programme and Budget, and Decent Work Country Programmes where applicable;
- The level of inclusiveness of projects' design was very high and comprised a lessons-learning workshop with main partners to analyze the results of the pilot phase of the Indigenous Navigator;
- The projects' governance arrangements are complex and multi-layered, with each layer demanding part of the projects' budget. Roles and responsibilities of projects' partners are clear for most Consortium partners, with the Steering Committee struggling to take timely decisions and to provide leadership.

**Efficiency: Overall, the projects use resources reasonably well, with room for improvements**

Management arrangements:
- ILO project management engages with the relevant stakeholder, but the frequency of meetings could be enhanced;
- Due to infrequent meetings of the Steering Committee, decision-taking is delayed and leadership put in peril;
- The performance of regional coordination partners was sufficient, with one exception where frequent staff turnover and limited technical capacities caused dissatisfaction.

Value for money:
- The projects' value for money is enhanced where projects coordination and implementation partners operate in the same country, with the ILO appreciated as a neutral stakeholder;
- Coordination of multiple countries in parallel by multiple coordination partners on a part-time basis shows inefficiencies;
- In hindsight, value for money of the Indigenous Navigator is affected by the allocation of fewer funds for the establishment of the web portal and data collection (35,8%) compared to the higher investments put in the uptake of the data under pillar 2 (64,2%);
- There seems to be no room to replicate good implementation practices for the remaining time of the projects' period, as budgets have been allocated and commitments made with coordination partners;
- Funds leveraged are not systematically tracked by the partnership. For Bangladesh, evidence emerges that the country budget was doubled through leveraging funding.

**Effectiveness: At mid-term, the Indigenous Navigator (pillars 1 and 2) are making progress in the achievement of projects outputs**.

As baselines, milestones or targets are missing for the projects outputs and outcomes, the expected achievement of results at mid-term is only an estimation.
- The participation of indigenous peoples' communities in data collection using the community questionnaire was very strong;

- Indigenous peoples' communities got informed about their rights often for the first time as a result of the Indigenous Navigator;
- The evaluation finds changes in the knowledge of indigenous peoples about the UNDRIP, the SDGs and the ILO Convention 169, with examples emerging to apply that knowledge.

**Pillar 1**
- Progress is strongest under output 2.1. The project took a systematic approach to engage with National Human Rights Institutions through regional technical workshops complemented with a global seminar in Geneva and through the engagement of country implementation partners;
- Equally strong are outputs 1.2, concerning the capacity of communities to monitor their rights; and 1.3, regarding the identification and establishment of communication channels with strategic partners, particularly at the national and local levels;
- Data collection is advancing well, and the bottleneck of data validation before data uploading is being addressed. Challenges related to contextualizing the questionnaire remain to the extent that in up to five countries implementation partners feel that the questionnaire could not be reapplied for monitoring purposes;
- Under output 1.1, training and guidance materials were produced for the web portal. However, the functionality of the web portal is hampered due to design flaws, including its analytical capacity. Further improvements of the portal seem not possible as the respective budget is exhausted, according to the ILO.

**Pillar 2**
- Performance is strongest under output 1.1, with the communities documenting and prioritizing their development needs;
- Consortium partners have engaged with the Indigenous Peoples' Major Group of the High-Level Political Forum (HLPF);
- The engagement with national actors or development partners remains dependent on the preparation or finalization of country fact sheets and briefings in some countries.

**Sustainability: At mid-term, the likelihood of sustainability for the Indigenous Navigator is mixed.**

- The degree of ownership of the Indigenous Navigator concept has shifted since the design and launch of the projects. Initial high level of enthusiasm is being overshadowed by challenges to find a satisfactory Information Technology (IT) solution for the web portal;
- Under its current governance structure with challenges in understanding roles and responsibilities among partners and leadership issues, the partnership would be unlikely to sustain projects' results;
- Stakeholders are looking towards the sustainability of the projects' early on at country level by including the questions of the Indigenous Navigator into the National Census or by integrating the tool into the local planning cycle, but funding issues remain.

Some projects' partners assume that a future phase of the Indigenous Navigator might address some of the shortcomings in the design and implementation of the present phase. An exit strategy has not been made explicit.

**Gender and labor rights: The projects use a gender perspective. ILO Convention No. 169 figures in the projects at country level.**

- Gender balance is aimed for in selecting and training community facilitators, often educated youth from at times very remote indigenous communities;
- Female community facilitators engage with female community members concerning gender-sensitive issues in specific focus group discussions without the participation of male community members;
- The projects provide a rare space for indigenous women to get together as actors, rather than bystanders, for analyzing their livelihoods, related need, and priorities;
- In Bolivia, Colombia and Peru, the ILO Convention 169 is ratified, and there is a legal framework in place, but their implementation is deemed insufficient by implementation partners;
- In Bangladesh and Kenya, the ILO Convention 169 has not been ratified. The projects serve as an initiative to lobby for ratification, but this is not a high priority on the governments' agenda.

## Conclusions

Based on the above key findings, a range of conclusions emerge around the projects' high relevance; good progress, with the projects' implementation reflected in high effectiveness ratings; and positive results concerning the use of a gender lens in the projects' implementation. Conclusions also entail challenges in the efficiency of governance arrangements and shortcomings in some design aspects of the projects, accompanied by a mixed picture about the likelihood to sustain projects' results. The following recommendations, with high to very high priority, emerge based on the key findings and conclusions.

## Recommendations

### Efficiency
**R2: To the projects team at the ILO**
The Steering Committee modalities require more flexibility to enhance its effectiveness. It is recommended to: i) Establish a rolling program of three (3) Steering Committee meetings per year, with proposed dates to be set by the projects team in January 2019; ii) Establish a quorum to enable the meetings even without the full participation of all members; iii) Minute the meetings rigorously including action points; iv) Follow up of action points in subsequent meetings. **Prioritization: Very high (by January 2019).**

**R3: To the projects team at the ILO**
The monetary value of funds leveraged through projects partners should be systematically tracked, including in-kind contributions. To stimulate that process, the projects team might wish to launch a mini competition for partners to present their results in the next technical workshop in 2019 and to be published in the next annual progress report. **Prioritization: High (by March 2019).**

### Effectiveness
**R4: To the projects team at the ILO**
To enhance the evaluability of the projects, it is recommended to establish a monitoring framework for each project, including baselines, indicators, time-bound milestones, and targets. **Prioritization: High (by March 2019).**

**R5: To the projects team at the ILO**
Despite limitations, the community data uploading to the web portal should be finalized as planned to enable pillar 2.

Further investments in the current web portal are not recommended during the remaining project cycle but looking into options to create a new web tool under a new governance structure involving a counterpart with in-house IT expertise is highly recommended. **Prioritization: High (by March 2019).**

**Sustainability**
**R6: To the projects team at the ILO**
It is recommended to develop an exit strategy, involving the Consortium partners, outlining: i) Options for the analysis and use of community data at country level combined with an outlook to a new web portal after the end of the project; ii) Funding options to sustain the use of the community questionnaire. **Prioritization: High (by March 2019).**

# Section I: Introduction

This document constitutes the final report of the independent mid-term evaluation of two ILO projects: 1) Improving Indigenous peoples' access to justice and development through community-based monitoring (GLO/16/24/EUR); and 2) Promoting indigenous peoples' (IP) human development and social inclusion in the context of the implementation of the 2030 Agenda for Sustainable Development (GLO/16/23/EUR). Both projects constitute pillar 1 and 2 of the Indigenous Navigator. Pillar 3 does not form part of this mid-term evaluation.

## 1.1    Projects background

The Terms of Reference (ToR) summarize the projects background as follows[1], reflecting the descriptions in the projects' documents:

"The world's 370 million indigenous women and men continue to be over-represented among the poor, the illiterate, and the unemployed. Their health situation, housing conditions and access to clean water and sanitation are below average, and they live shorter lives than mainstream populations across the globe. Indigenous peoples constitute 15% of the world's poor, even though they only make up 5% of the world's population. Root causes for indigenous peoples being left behind are complex but include, in many cases, disregarding their rights, discrimination, and also other factors such as remoteness of indigenous communities, leaving them beyond the reach of governments' service delivery, insufficient integration of indigenous peoples' needs and concerns into development planning at all levels, lack of authorities' capacity and awareness of indigenous peoples' needs and development priorities.

Models for development and growth lacking sustainability and specific attention to inclusion have left footprints on indigenous communities, as well as in the lands and territories that they have traditionally occupied or used. Loss of land and natural resources has undermined economic security, socio-cultural cohesion and human dignity of numerous indigenous communities around the world. There is a need to support indigenous peoples' communities and their institutions, including through both supporting traditional livelihoods strategies and access to new opportunities, such as access to decent work, economic activities and social protection and related public services.

While indigenous peoples often found that the implementation of the Millennium Development Goals (MDGs) did not address their situation adequately, the adoption of the 2030 Agenda for Sustainable Development and its ambition of leaving no one behind offers a historic opportunity to enhance the participation of indigenous peoples in the design and implementation of development strategies and programmes, partially those which may affect them directly, with a view to ensuring that their priorities and aspirations are taken into account. The ILO Indigenous and Tribal Peoples Convention, 1989 (ILO Convention 169) and the UN Declaration on the Rights of Indigenous Peoples (UNDRIP) provide guidance of particular relevance for the design and implementation of rights-based, inclusive and sustainable development interventions, as also recognized by the outcome document of the 2014 World Conference on Indigenous Peoples (WCIP).

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[1] ILO, 2018:  Terms of Reference. Independent Midterm Evaluation. ILO Projects: 1) Improving Indigenous peoples' access to justice and development through community-based monitoring (GLO/16/24/EUR, and 2) Promoting indigenous peoples' human development and social inclusion in the context of the implementation of the 2030 Agenda for Sustainable Development (GLO/16/23/EUR). Pages 2-3.

Building on the previous EIDHR-funded work to develop and pilot a community-based monitoring framework on indigenous peoples' rights (EIDHR/2914/340-173), known as the "Indigenous Navigator", the present projects aim to further consolidate the Indigenous Navigator framework and related tools, and to scale-up capacity building for indigenous peoples' communities and networks to use the framework to undertake community-based monitoring. A key lesson learned from the previous EIDHR-funded project that developed the Indigenous Navigator is that community-based monitoring is also an effective instrument for raising rights awareness of and within communities.

The Indigenous Navigator Initiative thus, through Project 1 or Pillar 1 (GLO/16/24/EUR), seeks to make data on indigenous peoples' rights and development gathered by communities themselves available with the aim to facilitate enhanced engagement and dialogue between these communities and key national and international actors, as well as to promote their involvement in national and international processes regarding indigenous peoples' rights and development. Complementing this, Project 2 or Pillar 2 (GLO/16/23/EUR) aims at, on the basis of collected data, preparing and disseminating reports, which will feed into advocacy and capacity building for indigenous peoples to strengthen their engagement with national and international actors and stakeholders. Availability of such community data, compiled from a sound methodology, as well as reports and other knowledge products prepared from this data, is particularly crucial to engage in meaningful dialogues, mainly where official statistical data are absent or insufficiently reflect the situation of indigenous peoples.

The Initiative also seeks to ensure that indigenous peoples' rights, needs, and priorities are taken into account in national actions to implement international standards and commitments, including the ILO Convention 169 and the UNDRIP, as well as the outcome document of the WCIP, and ultimately the Sustainable Development Goals (SDGs). Seeking to support and empower indigenous peoples' communities, these objectives also contribute to the aims of the 2015 Paris Agreement on climate change, which recognizes the role of indigenous peoples in combatting climate change.

Projects 1 and 2 are part of a broader programme, known as the Global Indigenous Navigator Initiative, which is a partnership bringing together the European Union (EU), the ILO, the Asia Indigenous Peoples Pact (AIPP), the Danish Institute for Human Rights (DIHR), the Forest Peoples Programme (FPP), the International Work Group for Indigenous Affairs (IWGIA) and the Tebtebba Foundation – Indigenous Peoples' International Centre for Policy Research and Education (Tebtebba). The budget of pillar 1 amounts to EURO 1,200,000, and the budget of pillar 2 is EURO 2,150,000), funded by the EU.

The Global Indigenous Navigator Initiative, in addition to Projects 1 and 2, is comprised of another complementary project funded by the European Commission (EC) under the Global Public Goods and Challenges (GPGC) Programme. This other project is coordinated by the IWGIA to implement a programme regarding indigenous peoples' access to social services and protection through locally defined pilot initiatives and engagement with local authorities. The three projects (or pillars) form an integrated programme with interventions at the global, national and local levels". The projects are implemented in eleven countries: Bangladesh, Bolivia, Cambodia, Cameroon, Colombia, Kenya, Nepal, Peru, the Philippines, Suriname and Tanzania.

## 1.2    Evaluation background and objective

The evaluation Terms of Reference (ToR)[2] outline the **evaluation purpose**:

"The main purpose of this independent mid-term evaluation is to improve project performance; and to enhance learning within the ILO and other key stakeholders. Moreover, it will help to ensure that progress and results of the projects are monitored, communicated and acted upon in a timely, efficient and result- based manner. The evaluation is also intended to assess the relevance, performance, management arrangements and success of the project by identifying documents, tools, knowledge products developed through the projects, and lessons learned, as well as by making recommendations that the projects partners and stakeholders might use to improve the design and implementation of the projects evaluated or other related projects and programmes."

The **evaluation scope** is also defined in the ToR[3]:

The independent mid-term evaluation is expected to cover the projects period from 1st February 2017 until present and across all the projects components implemented. (…) The evaluation will focus on interventions in selected countries covered by the projects, as well as on overall project coordination and management activities carried out by the ILO. Recommendations based on the evaluation should be strongly linked to the findings and should provide clear guidance to stakeholders they are addressed to. The recommendations would be particularly useful in the areas of coherence and synergies, knowledge management and sharing, monitoring and results/impact measurement, exit strategy and sustainability.

The evaluation also assessed the evaluability of the projects for the final evaluation, as presented in the "lessons learned" section of this report.

Users of this evaluations are the projects team at the ILO, the EU as the donor, the projects coordination partners and country-level implementation partners. The evaluation aims to provide accountability to those users and offer spaces and processes for learning.

The evaluation manager for this evaluation is Mr. Xu Liu, Senior Specialist on Employment Policy and Enterprise Development, at the Enterprises Department of the ILO, under the guidance and supervision of the Evaluation Office of the ILO (EVAL). An independent evaluation consultant undertook the evaluation, selected through a competitive process and with no prior engagement either in the design or in the implementation of the projects.[4]

## 1.3    Evaluation methodology and approach

The evaluator used a **theory-based evaluation approach** to address the expected time-lag between the results of the two projects and the changes to materialize for indigenous

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[2] ILO, 2018: Terms of Reference. Independent Midterm Evaluation. ILO Projects: 1) Improving indigenous peoples' access to justice and development through community-based monitoring (GLO/16/24/EUR); and 2) Promoting indigenous peoples' human development and social inclusion in the context of the implementation of the 2030 Agenda for Sustainable Development (GLO/16/23/EUR), page 9.

[3] Ibid, page 9.

[4] Dr. Achim Engelhardt, monitoring and evaluation specialist with expertise in supporting the UN in M&E related work since 2001, including the ILO. (Achim@lotus-group.org)

peoples at the policy and community levels. This seems particularly pertinent at mid-term when results achievement is likely to be in its early stages.

A theory-based evaluation specifies the intervention logic, also called "Theory of change" (ToC), that is tested in the evaluation process. The ToC is built on a set of assumptions around how the projects designers think a change will happen. Logically it is linked to the projects Logical Frameworks (LogFrame or LF). From an analytical viewpoint, the ToC goes beyond the requirements of a standard LogFrame and allows for more in-depth analysis, as explained below.

The added value of a theory-based evaluation is that it further elaborates on the assumptions behind the project, as well as on the linkages between outputs, outcomes, and impact, including respective indicators. Besides, the approach highlights stakeholder needs as part of a situation analysis and baseline. The situation analysis also identifies barriers to achieving change for indigenous peoples both at the policy and at the community level. The approach includes analyzing the projects' response (activities and outputs) to the problem followed by a results analysis.

The ToC was reconstructed based on the available projects' documents and validated in a meeting with the projects team. The field visits to two countries also served the purpose of validating the ToC.

During the evaluation, 129 persons were interviewed, including members of three indigenous communities in Bangladesh (1) and Kenya (2).

The evaluator applied a range of tailored evaluation tools and processes for the mid-term evaluation to ensure rigorous triangulation of data. Data collection tools and processes used during the evaluation are listed in Annex 4. The evaluation matrix is presented in Annex 5 and Annexes 6 to 8 contain the data collection tools.

## 1.3.1 Sampling strategy

The mid-term evaluation had the intent to cover all projects countries. Nine out of 11 countries responded to the invitation to an engagement, mainly through telephone interviews, except implementation partners in Cambodia and Nepal. Data from Cameroon had to be collected through a questionnaire and results were not submitted in time for the production of this evaluation report.

For the field visits, the projects team suggested two countries, one each from Africa and Asia, given the advanced stages of projects implementation on both continents with a higher potential for learning from this mid-term evaluation.

The project team proposed Bangladesh and Kenya to be visited to further asses and compare the projects governance structure and implementation mechanisms. In Bangladesh, the ILO country office coordinates the projects while in Kenya, the Philippines-based Tebtebba Foundation takes the coordination role. In both countries, local partners are responsible for the projects' implementation.

## 1.4    Reconstructed Theory of Change

**Figure 1: Reconstruction of the Theory of Change for the Indigenous Navigator (pillars 1 and 2)**
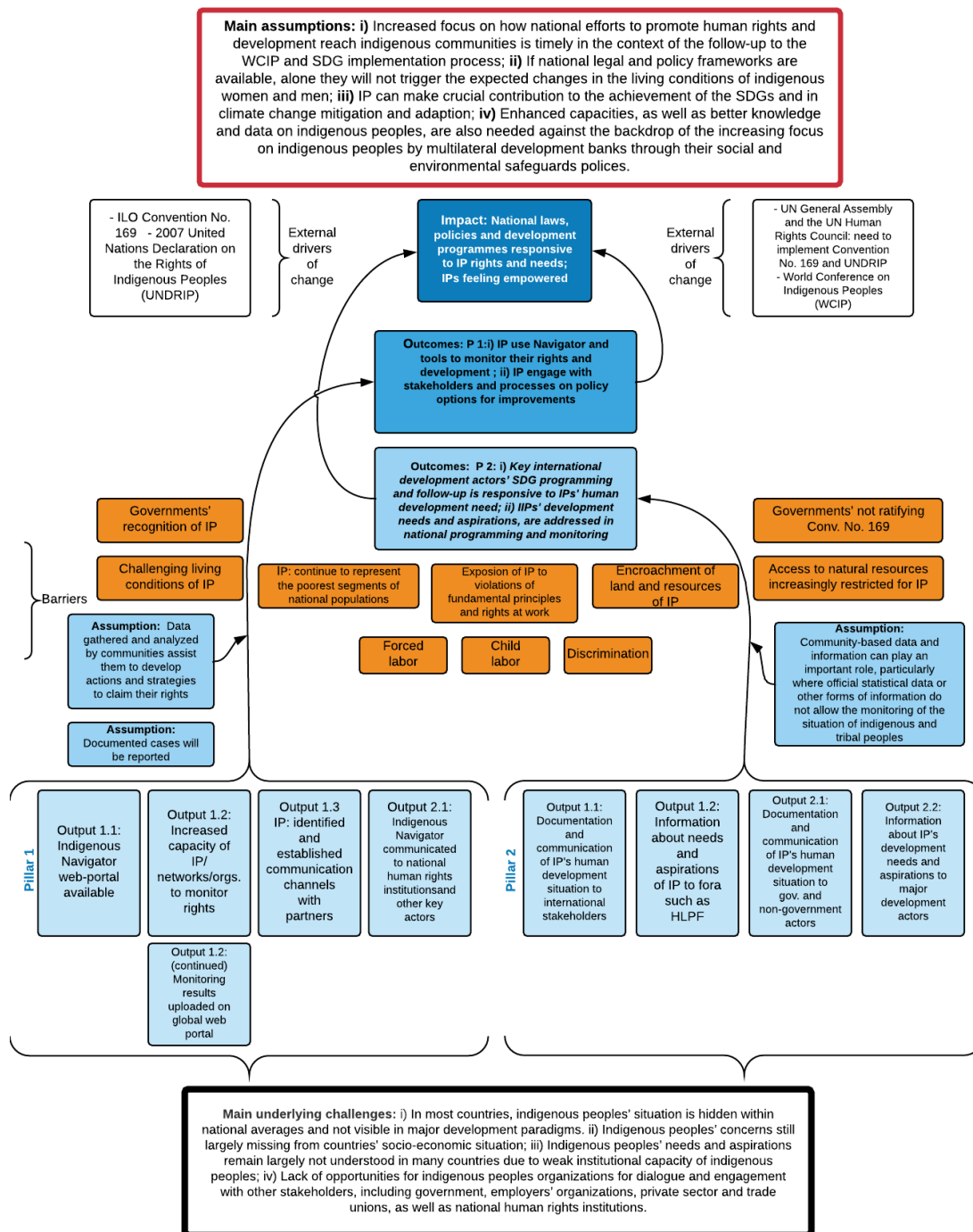


The reconstructed Theory of Change of the projects contains the following elements:

- Formulation of the main problems
- Outputs (short-term results) and related assumptions
- Barriers to moving from outputs to outcomes (medium-term results)

- Outcomes
- Impact statement (long-term results)
- Linkages to external drivers of change catalyzing the achievement of the impact
- Main assumptions

Section 2.1 assesses the validity of the ToC of the Indigenous Navigator's pillars 1 and 2.

# Section II: Findings

## 2. Relevance: Is the Indigenous Navigator doing the right thing?

This section addresses the evaluation criteria of relevance. The sub-criteria used refer to:

> **Key findings: The projects are relevant for indigenous peoples' communities as well as for the ILO.**
> - The projects' intervention logic (Theory of Change) is largely valid with clarity in the results chain, valid external drivers of change and assumptions holding true. The needs of indigenous communities are largely reflected. However, the logic suffers from covering too many countries to be effectively funded;
> - The projects are closely aligned with the ILO Convention 169, the 2018-2019 ILO Programme and Budget, and Decent Work Country Programmes in Cambodia and Cameroon, the only project countries with a DWCP published on the ILO website;
> - The level of inclusiveness of projects' design was very high and comprised a lessons-learning workshop with main partners to analyze the results of the pilot phase of the Indigenous Navigator;
> - The projects' governance arrangements are complex and multi-layered, with each layer demanding part of the projects' budget. Roles and responsibilities of projects' partners are clear for most consortium partners, with the Steering Committee is struggling to take timely decisions and to provide leadership.

The evaluation finds that the relevance of the projects is very high. In two out of four sub-criteria the program shows a very strong performance, with less high ratings for the relevance of project governance.

### 2.1 The validity of the projects' intervention logic (Theory of Change)

**Projects objectives, results and beneficiaries**

The evaluation finds that the projects' objectives and results were clearly and realistically identified in the respective project documents.

Concerning target beneficiaries, the decision to include 11 beneficiary countries in the projects seems less realistic and somewhat ambitious. The financial resources available seem to be spread rather thinly for up-scaling the Indigenous Navigator pilot from 3 to 11 countries, with insufficient funds available per country to fully fund the country level work.

The evaluation questions whether the intervention logic can lead to the intended outcomes and potentially impact, given the large number of project countries, which severely limits the available funds per country. Funds for data collection, data validation, and translation services, for example, were either not available or insufficient in the projects' budget, requiring budget reallocations. The latter, however, remained insufficient, according to the interviews undertaken in the evaluation. In the end, implementation partners had to provide considerable unforeseen in-kind support to accomplish many of the above-mentioned tasks.

This arrangement is deemed unsustainable, as implementation partners in a range of countries indicated that they would not be prepared to repeat data collection under the given conditions.

**Clarity of projects' strategic approach**

The reconstructed ToC, which is based on the projects' documents, shows a clear intervention logic for both projects. Complementary outputs around the supply of IP disaggregated data of right holders (pillar 1) and the engagement with duty bearers for the uptake of data (pillar 2) feed into complementary outcomes with the use of the Indigenous Navigator informing development programming. The results-chain finally leads to a common impact for both projects: The empowerment of IP and the responsiveness of national laws, policies and development programmes to IP rights and needs.

Two Steering Committee members participating in the online survey, however, questioned the realism of the projects' design to varying degrees, mainly due to the technical challenges with the web portal which does only provide basic data analysis functions.

**The validity of the projects' strategy**

During the field visits, the evaluator validated the reconstructed ToC. As presented in Figure 1, the key problems identified were confirmed, as were the major assumptions and external drivers of change, with additional specificities for the countries visited. In Bangladesh for example, the planning of the Bangladesh Bureau of Statistic's 2021 population census is an external driver of change that can catalyze the use of projects results and influence the level of disaggregation of data. In Kenya, funding opportunities at county and community levels can catalyze the use of Indigenous Navigator data, as does the REDD+ process.

The evaluation found that the assumptions presented in Figure 1 hold true. In fact, communities are eager to report cases of the violation of their rights, as happened in the Garo community in Tangali (Bangladesh) and the Narasha community (Kenya). Data collected was used to develop prioritized actions and strategies to claim their rights, directly related to the implementation of small grants projects under pillar 3 of the Indigenous Navigator. Telephone interviews confirmed that communities use data collected to identify priorities for community development, for example in Colombia, the Philippines, Suriname or Tanzania.

The role of the Indigenous Navigator to fill gaps in the absence of official statistics is not only demand-driven. The field visits showed also a supply-driven aspect to this assumption. Duty bearers wish to know which services are required from them including the National Human Rights Commissions, National Bureaus of Statistics or local governments.

Interviews showed that suppliers of statistical data are also engaging with the Indigenous Navigator in Peru, The Philippines, Suriname, and Tanzania.

**Target group's needs and priorities**

The field visits to three communities showed that their needs are primarily reflected in the projects' reconstructed ToC. The figure below summarizes the needs identified during three focus group discussions, one in Bangladesh and two in Kenya.

**Figure 2: needs and priorities (in bold) of communities visited during the evaluation**

| Location | Bangladesh: Garo community, Tangali | Kenya: Elangata Enterit | Kenya: Narasha |
|---|---|---|---|
| **Needs of communities listed according to priority** | **Land titles** | **Water** | **Access to grazing grounds** |
| | **Legal cases against the community** | Schools | **Education** |
| | Government schools | Road | **Health** |
| | | Health facilities | Official leadership |
| | | Unemployment | |
| | | Human-wildlife conflict | |
| | | Adult education | |

The application of the community questionnaires through community facilitators engaging in the local language allowed to create community profiles specifying the above needs. At the same time, communities learned about their rights and about how to access some of the services they are entitled to. Those services were mostly unknown to the communities, such as compensations for field destroyed by elephants in Kenya.

The projects are consistent in documenting the communities' needs and feeding those into the engagement with national and international stakeholders.

## 2.2 Alignment with ILO objectives and priorities

The Indigenous Navigator directly contributes to Convention 169, the Indigenous and Tribal Peoples Convention of 1989: "*Convention concerning Indigenous and Tribal Peoples in Independent Countries*" which entered into force on 05 September 1991[5]. The convention includes the self-identification as indigenous or tribal to be regarded as a fundamental criterion for determining the groups to which the provisions of this Convention apply (Article 1). Focus group discussions during the field visits pointed to the importance of self-identification.

Of the 11 projects' countries, the following governments have ratified Convention 169: Colombia, Bolivia, Nepal (as the only country in Asia) and Peru.

In the 2018-2019 Programme and Budget[6], IP rights issues are reflected as a cross-cutting component in policy outcome 1 (more and better jobs for inclusive growth and improved youth employment prospects), policy outcome 5 (decent work in the rural economy) and policy outcome 8 (protecting workers from unacceptable forms of work).

At the level of Decent Work Country Programmes (DWCP), IP issues figure in the DWCPs of the following projects' countries: Cambodia (outcome 3.2)[7] and Cameroon (Activity 1.1.4.5)[8].

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[5] https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_ILO_CODE:C169

[6] ILO,2017: Programme and budget for the biennium 2018-19

[7] ILO; 2016: Kingdom of Cambodia Decent Work Country Programme (DWCP) 2016–2018

[8] ILO,2014: Programme Pays pour le Travail Décent (PPTD). Cameroon

## 2.3    Inclusiveness of projects' design

Taking into account the complex governance arrangements of the projects, the level of inclusiveness of projects' design was very high. The Consortium partners (AIPP, DIHR, FPP, ILO, IWGIA and Tebtebba) met for a lessons-learning workshop to analyze the results of the pilot phase of the Indigenous Navigator, feeding into the design of the current phase of the projects. Country implementation partners were invited to provide feedback on the design.

## 2.4    Relevance of projects' governance

The projects' governance arrangements are complex and multi-layered, with each layer demanding part of the projects' budget. As such, the large number of projects' countries combined with a costly governance set-up poses a risk to attaining the projects' objectives, as resources got spread too thinly. Roles and responsibilities of projects' partners are clear for most but not all Consortium partners. The evaluation showed partners' diverging expectations on the Steering Committee, on the ILO for leading the projects and the consortium partner leading the web portal development.

The Steering Committee, composed of high-level personalities in the area of IP and IP rights, play in theory the role of an advisory board looking for consensus for strategic decision making. However, the Steering Committee has only met once in person since the launch of the projects in 2017. Endeavors to organize a two-hour video conference between October and December 2018 were fruitless as no common slot was found for that purpose. The question of Steering Committee members' ownership and prioritization of the Indigenous Navigator arise. At the same time, Steering Committee members participating in the online evaluation survey feel a lack of clarity concerning governance arrangements, insufficient follow-up of decisions taken at the Steering Committee, a lack of transparency in decision-making and to some degree distrust between Consortium members. At the operational level, the technical working group aims to discuss and address topics as a complementary means of decision-making.

The evaluation finds that individuals involved in the Indigenous Navigator are mostly highly motivated, but the prioritization of the projects by their respective organizations vary, as shown for example in the availability of Steering Committee members to meet.

The expectations placed on the ILO to manage the projects in a timely manner while at the same time depending on the Steering Committee for decision-making, often delayed, create tensions and required careful management of expectations.

The regional coordination partners backstop country implementation partners. The roles and responsibilities for the country implementation partners are clear. The role of the regional coordination partners depends on the country partner's institutional capacities, in the case of FPP ranging from intensive capacity building in Cameroon to a more remote function in Suriname.

These governance arrangements are further assessed in the "efficiency" section of this evaluation report.

# 3. Efficiency: Were resources used appropriately to achieve projects' results?

This section analyzes the efficiency of the Indigenous Navigator (pillars 1 and 2) based on the following set of sub-criteria, as suggested in the evaluation matrix in the inception report. <u>Appropriateness of management set up</u>: i) Project management; ii) Coordination, administration and backstopping); iii) Timely delivery of quality outputs; iv) Main implementation difficulties and mitigation. <u>Value for money</u>: i) Management and coordination arrangements; ii) Implementation arrangements; iii) Funds leveraged.

The main sources of evidence for this section are the documents review, telephone interviews with stakeholders and the field visits using the techniques of key stakeholder interviews, focus group discussions and observation.

> **Key findings: Overall, the projects use resources reasonably well, with room for improvements.**
> - ILO project management engages with the relevant stakeholders, but the frequency of meetings could be enhanced;
> - Due to infrequent meetings of the Steering Committee, decision-taking is delayed and leadership put in peril;
> - The performance of regional coordination partners was sufficient, with one exception where frequent staff turnover and limited technical capacities caused dissatisfaction;
> - The projects' value for money is enhanced where project coordination and implementation partners operate in the same country, with the ILO is appreciated as a neutral stakeholder;
> - Coordination of multiple countries in parallel by multiple coordination partners on a part-time basis shows inefficiencies;
> - In hindsight, value for money of the Indigenous Navigator is affected by the allocation of fewer funds for the establishment of the web portal and data collection (35,8%) compared to the higher investments made for the uptake of the data under pillar 2 (64,2%);
> - There seems to be no room to replicate good implementation practices for the remaining time of the projects' period, as budgets have been allocated and commitments made with coordination partners;
> - Funds leveraged are not systematically tracked by the partnership. For Bangladesh, evidence emerges that the country budget was doubled through leveraging funding.

The evaluation finds that the efficiency of the projects is mixed. While the management set-up is mainly appropriate, the functionality of the governance structure shows some limitations.

## 3.1    Appropriateness of management set up

### 3.1.1   Project management's engagement with partners

The ILO project management engages with the relevant stakeholders in the Consortium and implementation partners to ensure projects ownership, but the frequency of meetings could be enhanced. A technical workshop in November 2018 is one example of this interaction. Stakeholders much-appreciated the face-to-face interaction. Project coordination, for example, learned that coordination challenges are often not specific to individual project coordinators but often emerged across the projects' portfolio.

From the ILO's point of view, the leadership of the projects is shared between the members of the Steering Committee, while other stakeholders would look to the ILO for leadership. This lack of clarity was confirmed in stakeholders' comments on the draft report for this mid-term evaluation. The differing perceptions result in significant gaps for the leadership of the projects, with some stakeholders showing disappointment. Due to infrequent meetings of the Steering Committee, decision-taking is delayed and leadership put in peril.

### 3.1.2   Coordination, administration and backstopping

For the coordination, administration and backstopping of projects implementation, projects coordinators are responsible. In the countries visited during the evaluation, Bangladesh and Kenya, the evaluator learned about the frequency and quality of interaction between the projects' coordinators and the implementers. Projects implementers appreciated the interaction, as it supported for example project monitoring and reporting. In the case of Bangladesh, having the project coordinator based in Dhaka proves invaluable for the project implementer, based in the vicinity of the ILO country office. The evaluator witnessed the good technical cooperation between the two counterparts in Bangladesh.

For the coordination by most other partners the level of implementers' satisfaction in the countries reached during the evaluation was given. Only in the case of one partner, frequent staff turnover and a perceived lack of understanding of regional technical issues by the respective incoming coordinators was suboptimal in at least two countries.

### 3.1.3   Timely delivery of quality outputs

The findings under section 3.1.2 impact on the timely delivery of quality outputs and the capacity for adaptive management. Due to the geographic proximity between the project coordinator and project implementer in Dhaka, Bangladesh, timeliness of delivery and adaptive management is enhanced. For the project implementers in Kenya, Tebtebba "is only one e-mail away", with good responsiveness. For the other coordination partners, only one seems to be struggling in providing the timeliness and quality of management expected due to the human resource challenges mentioned in the previous section.

Overall, the delivery of outputs is advancing for pillar 1, with the one project partner's validation of uploaded community questionnaire results ensuring the quality of the outputs. Previously under-budgeted, the projects management reallocated funds for strengthening the validation process, which ultimately contributes to the strengthening of the quality of projects outputs under pillar 1. One challenge identified during the evaluation is the finalization of uploading all community questionnaires. Given the dissatisfaction of parts of

the partnership with the functionality of the web portal due to shortcoming in its analytical capacities, the motivation of some implementation partners is affected to upload the completed community questionnaires. From their point of view, the value of having data available at the country level is more important than spending time in an at times lengthy uploading processes (depending on the availability of fast Internet connections). However, the evaluation finds that data should be available at both levels, the country and the global one.

For pillar 2, the projects strategically reached out to relevant National Human Rights Commissions through regional training workshops and a technical workshop in Geneva. The Danish Institute for Human Rights undertook those pieces of training.

Most implementation partners have also started reaching out to national government counterparts. This includes for example the National Bureaus of Statistics in Bangladesh, Kenya, Peru, The Philippines and Tanzania or to local government authorities, as witnessed during the evaluation in Bangladesh and Kenya. To the extent data is available on the web portal, national stakeholders have started sharing data with those national counterparts, despite shortcomings in the depth and variety of data presentation.

The outreach to the international donor community was strategically planned in Suriname. In Bangladesh and Kenya, the mid-term evaluation served as an entry point for projects implementation partners to meet the European Union Delegations (EUD) in both countries for the first time. The evaluator witnessed in Bangladesh how the ILO country office strategically assessed entry points of engaging with other parts of the UN family and the EUD.

### 3.1.4 Main implementation difficulties and mitigation measures

Figure 3 highlights the main implementation challenges for the projects and how they were overcome. Overall, the evaluation finds that many implementation challenges were overcome reasonably well. However, the number of project countries appears to be too large for the budget available under pillar 1.

**Figure 3: Main implementation challenges and mitigation measures by country**

| Implementation difficulty | Mitigation measure | Country |
|---|---|---|
| Language issues for community questionnaire | Translations provided in-kind by implementation partners, as this item was not budgeted for in the projects | Bangladesh, Bolivia, Colombia, Kenya, Peru, The Philippines, Suriname |
| Length of community questionnaire and type of questions | Regrouping and explanation of questions, contextualization. Some question with little relevance | Bangladesh, Colombia, Kenya, Nepal, The Philippines, Tanzania |
| No funding for data collection | Shifted funds between budget lines affecting other parts of the work | Bangladesh, Cameroon, Kenya, the Philippines, Suriname |
| Logistics: Remoteness of some communities | Required flexibility and rescheduling community meetings | Bangladesh, Colombia, Kenya, Suriname |
| Permits for data gathering | Sensitization of officials of National Institute of Statistics | Tanzania |
| Capacity building workshops for community facilitators: | No budget for repeating workshops, as this item was not budgeted for in | Peru |

| | | |
|---|---|---|
| **Insufficient funding** | the project. No mitigation possible. | |
| **Coordination partner not delivering** | Delays in responding to reporting which were not overcome  No mitigation possible | Bolivia, Colombia |
| **Web portal uploading: Function not working** | Additional time spent to repeat the procedure (resulting in demotivation among community facilitators) | The Philippines, Suriname |
| **Web portal uploading: Information required in English** | Translations provided in-kind by implementation partners, as this item was not budgeted for in the projects | Bangladesh, Kenya, the Philippines, Suriname |
| **Web portal: Does not allow capturing the situation in the village; Inflexibilities on how questions are answered** | Use of data at local/national level and putting less relevance to the web portal | Suriname |
| **Web portal: Use of English language inaccessible for communities** | Use of local/national data in local languages putting less relevance into the web portal | Bangladesh, Kenya, Suriname, Tanzania |
| **Human resources not budgeted for project administration/ implementation** | Subsidizing through other funding streams or less project delivery. | Cameroon, Kenya, Peru |

## 3.2    Value for money

### 3.2.1  Management and coordination arrangements

The projects' complex governance arrangements were of concern during the mid-term evaluation and figured in all interviews. For the project management, shortcomings were identified due to the suboptimal functioning of the Steering Committee concerning strategic decision-making. At the level of the technical working group, the ILO fulfills its management role with enough efficiency. The layer of project coordination shows inefficiencies. Coordination partners being located outside the implementation countries lead to additional costs for field visits (if they take place, which was not the case in at least two countries). Besides, coordinators perceive a burden to coordinate multiple countries on a part-time basis. Coordination challenges are experienced in parallel for projects' countries and learning how to overcome those challenges could be better communicated to address those inefficiencies.

### 3.2.2  Implementation arrangements

Concerning implementation arrangements, the geographic proximity between coordination partners and implementation partners makes a difference. In both Bangladesh (ILO) and The Philippines (Tebtebba), the efficiency of implementation is enhanced by having the coordination partners in country.

Besides, the evaluator could witness the appreciation of the ILO as a neutral stakeholder by government representatives and the EUDs met. The affiliation of local implementation partners with international Non-Governmental Organizations (NGO) can cause misperceptions and a lack of neutrality, as experienced in the evaluation. Given the high levels of politicizing indigenous issues for example in the Andean context or the Guianas

(Guyana, Suriname), political neutrality of an initiative such as the Indigenous Navigator is essential to get government buy-in.

The mid-term evaluation finds that there seems no room to replicate good implementation practices for the remainder of the projects' period. While the good practices clearly emerge in this section, budgets have been allocated and commitments made with coordination partners.

The assessment of the budgets for pillar 1 and 2 of the Indigenous Navigator show that and 64,2% of the total budget was allocated to pillar 2 (2,150,000 EURO) and 35,8% for pillar 1 (1,200,000 EURO). In hindsight, value for money of the Indigenous Navigator is affected by allocating fewer funds for the establishment of the web portal and data collection compared to the higher investments in the uptake of the data under pillar 2. Logically, only high quality and timely delivery on pillar enables delivery on pillar 2. Underfunding pillar 1 affects this logic.

### 3.2.3  Funds leveraged

The mid-term evaluation faced challenges in finding cases where funds leveraged could be quantified.

The box below showcases the one example found of leveraging financial and in-kind resources of the Indigenous Navigator in Bangladesh *where quantification was possible.*

- The project coordinator managed to double the available country budget for the Indigenous Navigator from EUR 200,000 to EUR 400,000 by linking the projects with an ongoing intervention of the Swedish International Development Cooperation Agency on IP at the policy level;
- 25 communities were covered with a community questionnaire and two additional ones aim to apply the tool outside the project (spill over effect);
- 100,000 IP were covered to date in 25 communities out of 3 million IP in Bangladesh (3.3% of IP covered with USD 200K);
- Community members spent approximately 986 days on a voluntary basis (486 community members spent approximately one day in the meetings on the community questionnaire, and 50 community facilitators were engaged for about 10 days in the overall process).

In most other countries reached during the evaluation, coordination and implementation partners had to subsidize the Indigenous Navigator projects[9]. The following activities were subsidized through unforeseen in-kind staff time:
- Data collection in the communities
- Translation of questionnaires into local languages
- Translation of community results back into English for uploading to the web portal
- Data validation

However, it was not possible to quantify the subsidies during the mid-term evaluation in other countries, as data is not tracked systematically.

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[9] Bangladesh, Bolivia, Cameroon, Kenya, Peru, The Philippines, Suriname, e and Tanzania

# 4. Effectiveness: Were projects' results achieved and how?

This section reviews the extent to which results were achieved at mid-term in pillars 1 and 2 and the rationale for the projects performance. The section reviews the achievement of projects outputs.

**Key findings:**
- The participation of IP communities in data collection using the community questionnaire was very strong;
- IP communities got informed about their rights often for the first time as a result of the Indigenous Navigator;
- The evaluation finds changes in the knowledge of IP about the UNDRIP, the SDGs and the ILO Convention 169, with examples emerging to apply that knowledge.

**Pillar 1**
- Progress is strongest under output 2.1. The project took a systematic approach to engage with National Human Rights Institutions through regional technical workshops complemented with a global seminar in Geneva and through the engagement of country implementation partners;
- Equally strong are outputs 1.2, concerning the capacity of communities to monitoring their rights, and 1.3, regarding the identification and establishment of communication channels with strategic partners, particularly at the national and local levels;
- Data collection is advancing well and the bottleneck of data validation before data uploading is being addressed. Challenges relating to the contextualization of the questionnaire remain to the extent that, in up to five countries, implementation partners feel that the questionnaire could not be reapplied for monitoring purposes;
- Under output 1.1 training and guidance materials were produced for the web portal. However, the functionality of the web portal is hampered due to design flaws, including its analytical capacity. Further improvements of the portal are not possible as the respective budget is exhausted.

**Pillar 2**
- Performance is strongest under output 1.1, with the communities documenting and prioritizing their development needs;
- Consortium partners have engaged with the Indigenous Peoples' Major Group of the High-Level Political Forum (HLPF).
- The engagement with national actors or development partners remains dependent on the preparation of country fact sheets and briefings.

The mid-term evaluation finds that the Indigenous Navigator shows satisfactory achievement in most areas, but partial achievement in others, as explained in the sections below.

## 4.1 Achievement of projects' outputs and outcomes at mid-term

The projects documents contain outcomes, outputs, and activities. Indicators, baselines, milestones or targets are missing. As a result, the ability to monitor progress throughout the

lifetime of the projects is hampered, including the expected achievement of results at mid-term. To mitigate this shortcoming, the mid-term evaluation used estimations.

**Pillar 1[10]**

> **Outcome 1:** Indigenous peoples in selected countries in Africa, Asia and Latin America use the Indigenous Navigator framework and tools to monitor their rights and development, as well as to engage with relevant stakeholders and processes intending to identify policy options for improvements.

Output 1.1: *A consolidated Indigenous Navigator web-portal featuring training and guidance tools is available for use by indigenous organizations and networks, policy-makers, academia, development practitioners and the public at large*.

Training and guidance tools have been developed for both the community and the national questionnaire. The design of the web portal was outsourced by the relevant Consortium partner to an IT provider and the product developed. However, shortcomings were identified for example concerning the analytical capacity of the web portal. The budget for the web portal has exhausted and the present web portal is in a suboptimal state, "nearly not fit for purpose", as one Consortium partner put it, while other members feel that the portal works well enough. It seems that rather than redesigning the web portal in the remaining project period (which would not be possible due to the exhaustion of the IT budget), the creation of a new web portal would be required in the future.

Output 1.2: *Indigenous peoples, their networks and organizations in selected countries have increased their capacity to monitor their rights and development through the Indigenous Navigator, and monitoring results, including data on indigenous women, are uploaded on the global web portal.*

The evaluator witnessed the capacities of community facilitators to apply the community questionnaire. Project implementation partners in Bangladesh and Kenya dedicated considerable time to train the community facilitators and the evaluation finds that in all countries reached during the evaluation, community facilitators undertook the data collection rather than the NGO's being the project implementers. This is a proof of the capacities created in the IP communities.

In nine out of 11 countries, data were collected in the majority of communities. Data collection is pending in only 33 out of 132 communities, i.e. 75% of communities are covered. Data was published from 26% of the communities (34) and for 50% of the communities (66) data validation is ongoing. Figure 4 provides the details of data collection and uploading by project country.

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[10] Improving Indigenous peoples' access to justice and development through community-based monitoring (GLO/16/24/EUR)

**Figure 4: Implementation of data collection tools and uploading of data on the web portal**

| Country | Completed | Pending Collection | Validated | Published | National |
|---|---|---|---|---|---|
| Nepal | 6 | 0 | 6 (only by local community, not IWGIA) | 0 | 1 (not validated by IWGIA) |
| Cameroon | 40 | 0 | 0 | 0 | 0 |
| Suriname | 1 | 8 | 1 (only by local community, not IWGIA) | 1 | 0 |
| Bangladesh | 25 | 0 | 15 | 15 | 0 |
| Tanzania | 5 (only 2 community surveys in the system) | 1 | 0 | 0 | 1 |
| Cambodia | 13 (only 5 community surveys in the system) | 20 | 6 (only by local community, not IWGIA) | 0 | 0 |
| Kenya | 6 (only 2 complete community surveys in the system) | 1 | 4 (only by local community, not IWGIA) | 0 | 1 (short) |
| Philippines | 3 (only 2 partial community surveys in the system) | 4 | 3 (only by local community) | 0 | 1 (long) (it is not complete) |
| Bolivia | 18 | 0 | 18 | 18 | 1 |
| Colombia | 2 | 0 | 2 community surveys validated by IWGIA | 0 | 0 |
| Peru | 10 | 1 | 3 (only by local community, not IWGIA) | 0 | 0 |

Source: ILO, 2018 (personal communication)

Now that baselines are in the process of being set in all project countries, a repetition of the community questionnaire in two to three years could be envisaged to actually monitor IP rights and development [11]. However, challenges with the contextualization [12] of the questionnaire remain to the extent that, in some countries, implementation partners feel that the questionnaire could not be reapplied for monitoring purposes[13].

Monitoring is beyond the timeframe of pillar 1 and the likelihood is assessed in the "sustainability" section of this report.

*Output 1.3: Indigenous peoples have identified and established communication channels with strategic partners for action in selected countries.*

Interviews with implementation partners in all countries covered in this mid-term evaluation showed that workshops were held with national stakeholders to inform them about the Indigenous Navigator. These workshops also revealed the lack of government entities' disaggregated data for IP in project countries and their interest to address the shortcomings together with the Indigenous Navigator.

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[11] While this is outside the project timeframe, any earlier monitoring activities are not feasible, give the time lag required for any changes to take place and to be monitored accordingly.

[12] Concerning questions listed in the questionnaire that are irrelevant or not applicable for some communities.

[13] Other reasons given for challenges in using the questionnaire for monitoring are the lengths of the questionnaire, the costs involved in its application and translations.

Output 2.1: *The Indigenous Navigator framework and approach is communicated to national human rights institutions and other key actors for rights-based development, such as the UN system, statistical offices and synergies with related processes maximized.*

Figure 5 below shows the 27 countries which have so far benefitted from technical workshops for National Human Rights Institutions under the Indigenous Navigator in 2017/18. The DIHR delivered those workshops, which were complemented by a seminar in Geneva in July 2018.

**Figure 5: Indigenous Navigator workshops for National Human Rights Institutions in 2017/18**



At the country level, implementation partners systematically included National Human Rights Institutes (NHRI) and National Statistics Offices in their engagement with national stakeholders under the Indigenous Navigator in most countries.

**Figure 6: Feedback of seven National Human Rights Institutions on the technical workshops**
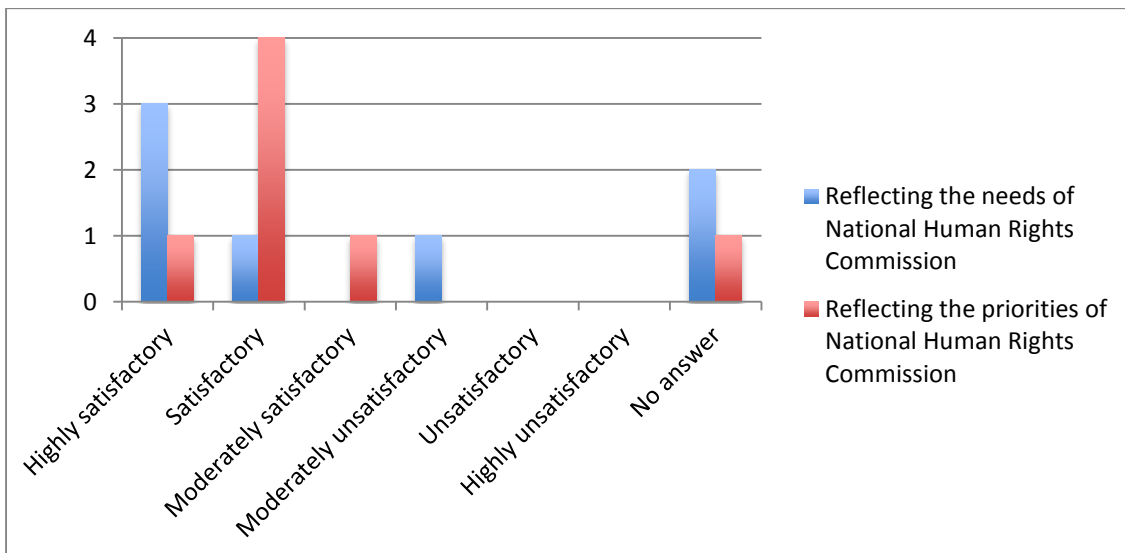
Figure 6 shows that the seven (7) National Human Rights Institutions reached in the evaluation[14] saw their needs and priorities well reflected in the technical workshops delivered by the DIHR. For the overall utility of the workshop, five out of seven participants gave high to very high ratings.[15]

**Pillar 2[16]**

> **Outcome 1:** *Key international development actors' SDG programming and follow-up is responsive to IP human development needs and aspirations, as reflected in the UNDRIP and the ILO Convention 169.*

Output 1.1: *Indigenous peoples' human development situation concerning key SDG-themes such as food security, health, education, access to social protection and employment, etc. is documented and communicated to international stakeholders in the SDG process.*

The field visits and telephone interviews conducted during the evaluation showed that the communities interviewed have documented and prioritized their development needs. This often translated into project proposals for small grants under pillar 3 of the Indigenous Navigator, for example in Colombia or Kenya. The documentation of development needs raises significant hopes in the communities that change is at hand. Implementation and coordination partners face significant challenges in that respect. Managing expectations is paramount in that context.
The communication to international stakeholders in the SDG process is less evident at mid-term as community data is still being processed. In the absence of fully analyzed data, the evidence-based dialogue would be less meaningful.
In some countries such as Bangladesh, however, a country fact sheet is already available.

Output 1.2: *The HLPF that oversees the follow-up and review of the SDG implementation at the global level, as well as key international development actors, is informed about IP needs and aspirations in relation to key SDG goals and targets related to human development.*

Consortium partners have engaged with the Indigenous Peoples' Major Group of the HLPF.

Besides, in the case of Bangladesh, the project implementation partner presented project findings to the HLPF in 2017 and 2018. In the UN Permanent Forum on Indigenous Peoples the project implementation partner in Bangladesh engaged in two events, one on tea communities with relevance for IP and another one specifically on Indigenous Peoples.

> **Outcome 2:** *Indigenous peoples' development needs and aspirations, as reflected in UNDRIP and Convention No. 169, are addressed in the context of government and non-government actors' national programming and monitoring in selected target countries.*

Output 2.1: *Indigenous peoples' human development situation with regard to key SDG-themes such as food security, health, education, access to social protection and employment, etc. is documented and communicated to governmental and non-governmental development actors in the selected target countries.*

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[14] Invitations to participate in an online survey were sent to 22 out of the 27 NHRIs, with a response rate of 32%. The five Francophone NHRIs were not reached, as the French translation of the survey was not available in time for the survey
[15] With two "no answer" ratings
[16] Promoting indigenous peoples' human development and social inclusion in the context of the implementation of the 2030 Agenda for Sustainable Development (GLO/16/23/EUR)

Overall, the preparation of country fact sheets and briefings is still ongoing in most countries as data is still being collected or validated. In Bangladesh, the implementation partner engaged with the country's *Citizens Platform for SDG*, composed of 89 NGOs, to inform and sensitize other mainstream communities about IP rights and development needs.

<u>Output 2.2:</u> *Major development actors in the respective countries (multilateral and bilateral development organizations, international NGOs, etc.) are informed about indigenous peoples' development needs and aspirations in relation to selected human development-related SDG goals and targets.*

As for output 2.2, the preparation of country fact sheets and briefings is ongoing in most countries and engagement envisaged for the remainder of the project cycle.

## 4.2    Stakeholders commitment

The stakeholder commitment to the Indigenous Navigator's deliverables varies. Country implementers and communities are highly committed to the concept of the Indigenous Navigator due to the elements of empowerment and the creation of community profiles. The utility of data for local and national use is evident for the stakeholders interviewed.

The utility of the Indigenous Navigator at the global level is limited due to the shortcomings in the functionality of the web porta,l which limits stakeholders' commitment to upload data and use that data for advocacy. However, in the recent technical workshop in Copenhagen, Consortium partners discussed options for data analysis, given the existing data collected and shared in the current global web portal. This step would support the process of aggregating data analyzed by country implementation partners.

## 4.3    Target group participation in projects' implementation

In all eight countries reached during the evaluation, nearly all communities are responsible for data collection through previously trained community facilitators[17]. The empowerment effect of this approach is significant. The evaluator witnessed in Bangladesh and Kenya that community facilitators are mainly young community members with varying levels of education, ranging from basic literacy to university students. One community member was a lawyer, the latter being an exception for community facilitators. For remote communities with a low level of literacy due to the lack of access to schools, the engagement as community facilitators is highly motivating for those young people who managed to get formal education despite their geographic and cultural marginalization.

## 4.4    Changes in awareness

The evaluator visited members of two communities in Kenya comprising approximately 19,000 IP out of a total of 54,500 IP reached through the Indigenous Navigator in Kenya. In Bangladesh, one out of 25 communities was visited, where the Indigenous Navigators reached approximately 100,000 people in total.

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[17] In one community living at two-days distance from the national transport network of one of the project countries, the country implementation partner undertook the data collection due to the lack of suitable community members to function as community facilitators

The interviews with those community representatives showed that one of the most critical common themes was the enlightening of communities concerning their rights. Communities practically never were informed about the UNDRIP, the SDGs and the ILO Convention 169.

The important changes in community members' awareness about their right as rights holders got confirmed when interviewing community facilitators from 12 out of 25 communities in Bangladesh.

## 4.5    Changes in knowledge

The interviews with community members and community facilitators in focus groups showed that knowledge about the UNDRIP, the SDGs and the ILO Convention 169 got instituted in the communities. The use of that knowledge becomes apparent.

In Bangladesh, communities engage political parties ahead of the 2019 general election to lobby for the inclusion of IP rights issues in party manifestos. At the same time, community leaders contact local authorities to inform about shortcomings in public services for indigenous communities, using data from the community profiles.

In Kenya, communities visited still rely on the projects implementation partners to support them as advocates for their rights due to capacity limitations in those remote and marginalized communities.

Figure 7 quantifies the changes in the awareness and knowledge of duty bearers about the Indigenous Navigator, based on the online survey for National Human Rights Institutions. Results are positive, with 70% to 85% high to very high ratings for all criteria.

**Figure 7: Changes in the awareness and knowledge of duty bearers about the Indigenous Navigator**
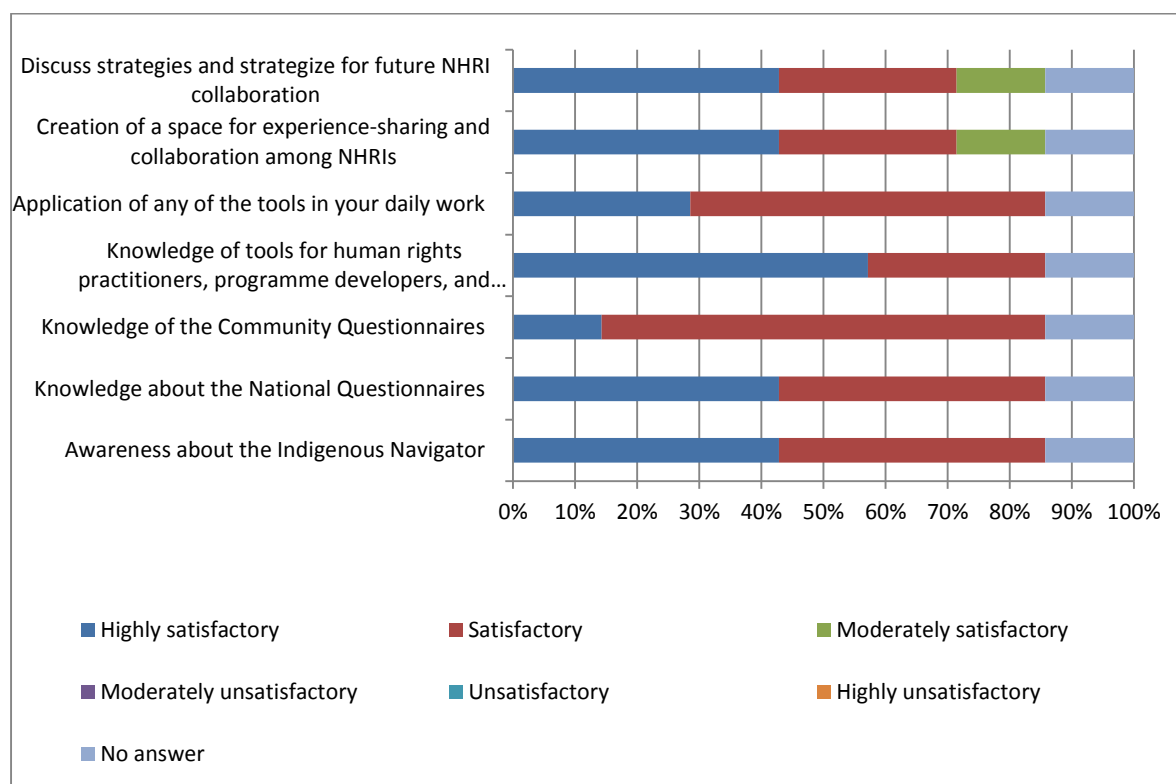
## 4.6    Factors affecting projects' performance

Figure 8 summarizes the factors affecting the performance of the Indigenous Navigator, pillars 1 and 2 using an analysis of strengths, weaknesses, opportunities, and threats (SWOT).

**Figure 8: Factors affecting projects' performance**
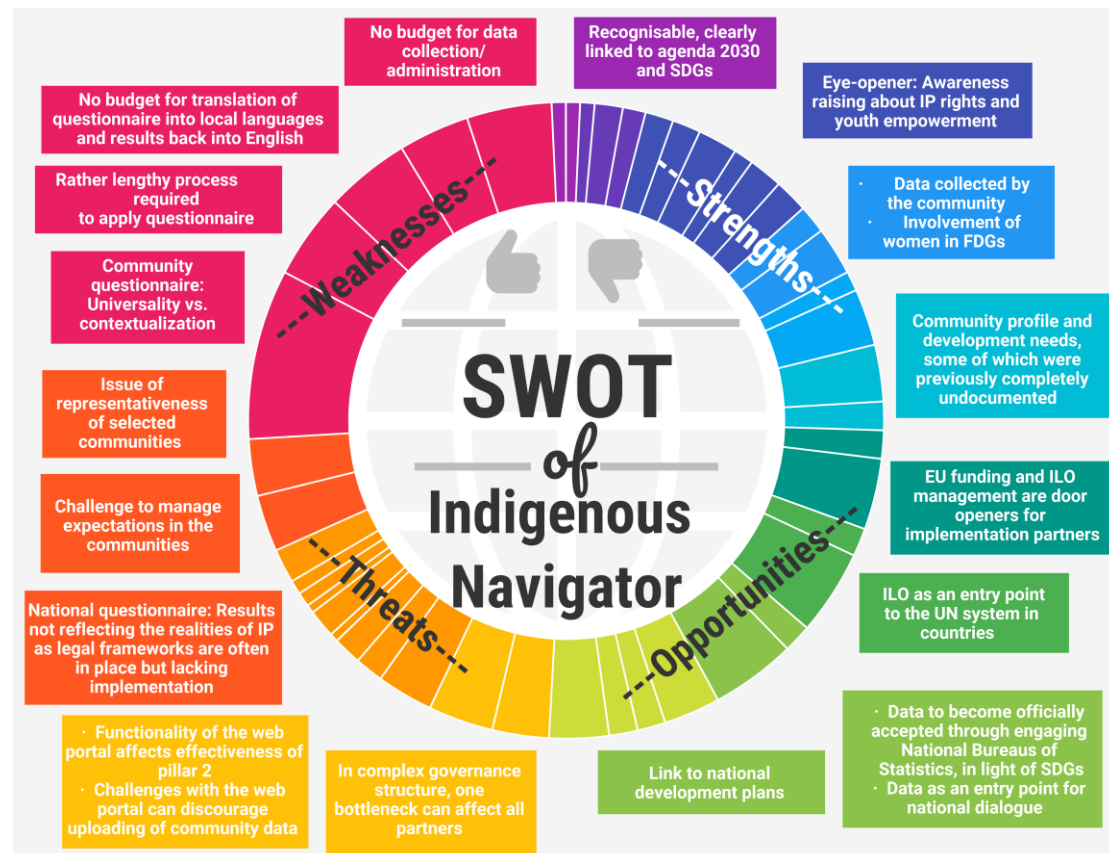


The factors transpired from engaging project implementation partners in Bangladesh, Bolivia, Colombia, Kenya, Peru, the Philippines, Suriname and Tanzania.

The strengths of the Indigenous Navigator are its clear linkages to the SDGs and the 2030 Agenda, focusing on data as an evidence-base for IP needs. The process of community-led data collection is another main factor affecting project performance positively.

Opportunities concern the leveraging power of the EU and the ILO and chances to integrate IP data into national processes in light of the SDGs.

Weaknesses and threats mostly relate to internal factors such as: i) The under-budgeting of some essential elements of pillar 1 concerning data collection and analysis; ii) The design of projects tools (web portal, community questionnaire, national questionnaire); and iii) The governance structure of the Indigenous Navigator.

# 5. Likelihood of sustainability: Are results lasting?

This section analyzes the *likelihood* of sustaining projects' results, given the mid-term nature of this evaluation. Principal data sources used in this section are the field visits, telephone interviews, and the documents review.

> **Key findings:**
> - The degree of ownership of the Indigenous Navigator concept has shifted since the design and launch of the project. Initial high level of enthusiasm is being overshadowed by challenges to find a satisfactory IT solution for the web portal;
> - Under its current governance structure, the partnership would be unlikely to sustain projects' results;
> - Stakeholders are looking towards the sustainability of the projects' early on at country level by including the questions of the Indigenous Navigator into the National Census or by integrating the tool into the local planning cycle. However, funding issues remain;
> - Some project partners assume that a future phase of the Indigenous Navigator might address some of the shortcomings in the design and implementation of the present phase. An exit strategy has not been made explicit.

The evaluation finds that the likelihood of sustainability of the Indigenous Navigator is mixed.

## 5.1    Ownership of the Indigenous Navigator concept

The degree of ownership of the Indigenous Navigator concept has shifted since the design and launch of the project. Initially, a high level of enthusiasm prevailed, spurred by increasing demand for project data in the international community and bringing together a project partnership with unique skills and good international standing.

Challenges in translating the theoretical concept of the web portal into a practical IT solution still impact on the motivation of all projects' partners. Ultimately, this affects the ownership of the Indigenous Navigator concept. The utility of the web portal as an outreach tool to the international community seems diminished, as reported by most stakeholders during interviews. This is likely to have serious knock-on effects for pillar 2 of the Indigenous Navigator.

However, at the country level, project implementation partners have embraced the Indigenous Navigator as a concept where data is analyzed in-depth and without the technical limitations of the web portal for national purposes. The aim is to inform communities and engage with national governments and donors. This shift in the ownership of the concept of the Indigenous Navigator is a reality at the mid-term of both projects.

## 5.2    Role of projects' key partnerships for contribution to sustainability

While the partnership of the Indigenous Navigator is multi-faceted and rich, but its contribution to sustainability seems limited. The partnership struggles to work efficiently due to its heavy governance structure and technical challenges with the web portal,

decision-making in the Steering Committee is affected and ownership of the concept is suffering at all levels. As such, the partnership as constructed to date is a hurdle to the sustainability of the Indigenous Navigator, rather than a catalyst.

The mid-term evaluation finds that, under its current governance structure, the partnership would be unable to sustain projects' results.

## 5.3 Potential to sustain the Indigenous Navigator after the end of projects funding

The evaluation interviews showed that country implementation partners are engaging with relevant national or local stakeholders to include the questions of the Indigenous Navigator into the National Census or to integrate the tool into the local planning cycle, for example through the local authorities in Kenya.

The intent is positive and shows that stakeholders are looking towards the sustainability of the projects early on. In Bangladesh, two communities outside the projects area started their own data collection using the community questionnaire, which is an interesting spillover process. Potentially, this data could also be uploaded in the web portal.

However, given the large number of countries covered, implementation partners have indicated that the available budgets are too limited for a stronger impact at the local and national government levels, which does directly affect the access to any future funding sources[18]. At mid-term, the engagement with the donor community at country level to sustain data collection or a global web portal is still largely outstanding.

## 5.4 Exit strategies

The projects seem to operate without an explicit exit strategy, explaining when and under which conditions the communities and national partners would need to work outside the governance and funding of the project.

While at the country level relations are established with relevant national authorities and interest emerges, the funding of any future monitoring in the communities is uncertain.
Some project partners assume that a future phase of the Indigenous Navigator might address some of the shortcomings in the design and implementation of the present phase.

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[18] A more impactful engagement with local and national government would require focusing on fewer countries with more budget available per country. This appears not possible at mid-term, as budgets have largely been allocated.

# 6. Gender and human rights/labor standards

## 6.1    Gender specificities in projects' design and implementation

The evaluation assessed gender dimensions of the projects. Findings concerning gender are mainly positive.

In the countries visited during the mid-term evaluation, project implementation partners aimed for gender balance in selecting and training community facilitators, often successfully[19]. The community facilitators were often educated youth from at times very remote indigenous communities.

Female community facilitators engage with female community members concerning gender-sensitive issues such as domestic violence in specific focus group discussions without the participation of male community members.

Through the focus group discussions, the projects provide a rare space for indigenous women to get together as actors, rather than bystanders for analyzing their livelihoods, related needs, and priorities.

## 6.2    The ILO Convention 169 on Indigenous and Tribal Peoples

Project countries can be distinguished between the ones that have ratified the ILO Convention 169 on tribal and indigenous peoples and the ones where the ratification is still outstanding. Bolivia, Colombia, Nepal, and Peru are among the project countries that have ratified the ILO Convention 169. Cambodia, Cameroon, Bangladesh, Kenya, The Philippines, Suriname and Tanzania have not ratified the Convention.

In Bolivia, Colombia, and Peru, legal frameworks are in place[20] concerning IP rights following the ratification of the ILO Convention 169. This status is reflected in the projects' national questionnaire results. The national questionnaire is meant to be mainly about structural indicators such as the existence of laws. The issue of application and realization of rights in practice is meant to be captured through the community questionnaire. However, this is not fully understood by all project implementation partners.

In Bangladesh and Kenya where the ILO Convention 169 is not ratified, the implementation partners contribute to lobbying for ratification. However, the ratification is not high on the governments' agenda.

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[19] Sex-disaggregated data for each project country was not available at the time of the mid-term evaluation.
[20] Legal frameworks are also in place where the ILO Convention 169 is not ratified (including Cambodia, Cameroon and The d Philippines)

# Section III: Conclusions, recommendations and lessons learned

## 7. Conclusions

Based on the main findings summarized at the beginning of the findings' section for each evaluation criteria, the following conclusions emerge. The logic between the main evaluation findings and these conclusions is transparently presented in Figure 9.

**Relevance:**
1. The relevance of the projects is given, both for the ILO and the IP communities.

2. An inclusive and reflective project design process constitutes good practice and it is worth replicating. Results, however, entailed a heavy governance structure and spread the available budgets too thinly across too many project countries. At mid-term, it is too late to change the set-up of the projects for enhanced project implementation.

**Efficiency:**
3. The efficiency of the projects is satisfactory for project management and most parts of regional coordination while the suboptimal functioning of the Steering Committee raises questions about the ownership of the organizations constituting the Consortium.

4. Good implementation practices showing value for money appear in the projects, for example where project coordination and implementation partners operate in the same country. However, replication is not possible in the remaining period of the project cycle. Underreporting on funds leveraged emerges.

**Effectiveness:**
5. The projects' monitoring framework lacks components to enable the assessment of time-bound accomplishments.

6. The approach to community engagement taken by the projects shows strong effects of empowerment. The emancipation of those IP as rights holders starts resulting in a dialogue with duty bearers in some countries.

7a. The accomplishment of outputs under pillar 1 advances well. However, the utility of the Indigenous Navigator and its data seems mostly given at country level, as the functionality of the global web portal is deficient.

7b. To date, the Indigenous Navigator is a tool that establishes baselines. To enable future monitoring, as envisaged in outcome 1, a fully functional web portal would be required, as well as modifications to the community questionnaire.

8a. Work under pillar 2 advances, with results feeding into small grant project proposals for pillar 3.

8b. The well-funded international outreach of the projects depends on the underfunded elements of data collection in project countries and the suboptimal web portal. This conditionality seems suboptimal.

**Sustainability:**

9. While the current governance structure works "well enough" to finalize the projects, it is not a strong construct and faces challenges of ownership in the Consortium. National implementation partners show sufficient ownership to sustain project results but would look for a solution of the functionality issues of the web portal and a contextualization of the questionnaire for monitoring purposes.
An explicit exit strategy including funding options to sustain the use of the community questionnaire for monitoring would add value.

**Gender and labor standards:**
10. The ILO Convention 169 on Indigenous and Tribal Peoples contributes to integrating IP issues in countries' legal frameworks, even in countries that have not ratified the Convention.
The projects' fall short to fully address the implementation of the countries' legal commitments to IP through the national questionnaires.

11. For community engagement, the projects explicitly used a gender lens with positive results. This constitutes a good practice worth replicating across other community-based projects within the ILO.

# 8. Recommendations

After the main findings and the conclusions, the following recommendations are made. Again, the logic between the main evaluation findings, the conclusions and these recommendations is transparently presented in Figure 9.

**Relevance**
**R1: To the projects team at the ILO/PARDEV:**
Although the governance set-up of the projects cannot be changed at mid-term, any future phase or interventions of similar complexity should aim for: i) A sleeker governance structure with fewer layers, and ii) A focus on fewer countries for a comparable budget.
It is recommended to substitute the regional coordination level for direct implementation by the country implementation partners with a focus on countries where the necessary local capacities are in place.
**Prioritization: Moderate – For future similar interventions/ potential new phase.**

**Efficiency**
**R2: To the projects team at the ILO**
The modalities of the Steering Committee require more flexibility to enhance its effectiveness. It is recommended to: i) Establish a rolling program of three Steering Committee meetings per year, including up to two meetings through video conference, with proposed dates to be set by the project team in January 2019; ii) Establish a quorum to enable the meetings even without the full participation of all members; iii) Minute the meetings rigorously including action points; iv) Follow up of action points in subsequent meetings.

**Prioritization: Very high – January 2019.**

**R3: To the projects team at the ILO**
The monetary value of funds leveraged through project partners should be systematically tracked, including in-kind contributions. To stimulate that process, the projects team might wish to launch a mini competition for partners to present their results in the next technical workshop in 2019 and to be published in the next annual progress report.
**Prioritization: High – by March 2019.**

**Effectiveness**
**R4: To the projects team at the ILO**
To enhance the evaluability of the projects, it is recommended to establish a monitoring framework for each project, including baselines, indicators, time-bound milestones, and targets.
**Prioritization: High – by March 2019.**

**R5: To the projects team at the ILO**
Despite limitations, the community data uploading to the web portal should be finalized as planned to enable pillar 2.
Further investments in the current web portal, suboptimal in its functionality but meeting at least some minimum requirements, are not recommended during the remaining project cycle but planning into options to create a new web tool under a new governance structure involving a counterpart with in-house IT expertise is advisable.
**Prioritization: High – by March 2019.**

**Sustainability**
**R6: To the projects team at the ILO**
It is recommended to develop an exit strategy, involving the consortium partners outlining:
    i) Options for the analysis and use of community data at country level combined with an outlook to a new web portal after the end of the project;
    ii) Funding options to sustain the use of the community questionnaire.
**Prioritization: High – by March 2019.**

**Gender and labor standards**
**R7: To the project Consortium**
It is recommended to address the continuing need to review and adjust the questionnaires, including allowing for flexibility in its use corresponding to communities' priorities.
**Prioritization: Moderate – For future similar interventions/ potential new phase.**

# 9. Lessons learned and good practices

**Lesson 1:** Bringing different funding streams under one umbrella, as in the case of the two pillars evaluated, broadens the reach of projects due to a larger overall budget. However, as seen in the Indigenous Navigator, the limited flexibility to move funds between funding stream can cause imbalances affecting the projects implementation. This is particularly significant when facing challenges at the beginning of the results chain with knock-on effects for downstream deliverables.

**Lesson 2**: Focus group discussion with women, facilitated by female community facilitators are rare opportunities for indigenous women to reflect and share their views about their livelihoods jointly.

**Lesson 3:** The evaluability of projects is enhanced with a proper monitoring system. Having outputs and outcomes linked to qualitative and quantitative indicators with baselines, time-bound milestones and targets supports results-based management and provides a solid basis for evaluability. Combined with collecting case studies such an approach can provide valuable quantitative and qualitative data set as a basis for evaluations.

The evaluation identified two good practices concerning project design and community engagement. Those practices are worth replicating in other ILO projects, as applicable.

**Good practice 1:** Project design: An inclusive and reflective project design process constitutes good practice. Bringing together project partners towards the end of a project phase for taking stock of the achievements and challenges as part of a planning exercise for the following project phase is worth replicating in all ILO projects in similar stages of the project cycle.

**Good practice 2:** Community engagement: The approach to training community members as data collectors showed very positive results, particularly among youth. Focusing on the young community members has a strong empowerment effect on this disadvantaged element of communities, often underemployed or unemployed.

*(Refer to Annex 2 and 3 for details)*

**Figure 9: Summary of key findings, conclusions, and recommendations**

| | Key findings of the Indigenous Navigator, pillar 1 and 2 | Conclusions | Recommendations |
|---|---|---|---|
| **Relevance** | The Theory of Change is largely valid with clarity in the results chain, valid external drivers of change and assumptions holding true. Needs of indigenous communities are largely reflected. However, the projects logic suffers from a country portfolio being too large to be effectively funded. | The relevance of the projects is given, both for the ILO and the IP communities. | **R1: To the projects team at the ILO/PARDEV:** Although the governance set-up of the projects can't be changed at mid-term, any future phase or interventions of similar complexity should aim for: i) A sleeker governance structure with fewer layers, and ii) A focus on fewer countries. It is recommended to substitute the regional coordination level for direct implementation by the country implementation partners with a focus on countries where the required local capacities are in place. |
| | The projects are closely aligned with the ILO Convention 169, the 2018-2019 ILO Programme and Budget, and Decent Work Country Programmes in Cambodia and Cameroon. | | |
| | The level of inclusiveness of projects' design was very high and comprised a lessons-learning workshop with main partners to analyze the results of the pilot phase of the Indigenous Navigator. | An inclusive and reflective project design process constitutes good practice and worth replicating. Results, however, entailed a heavy governance structure and spread the available budgets too thinly across too many project countries. At mid-term, it is too late to change the set-up of the projects for enhanced project implementation. | **Prioritization: Moderate – For future similar interventions/ potential new phase** *The project design is addressed in the "lessons learned" section.* |
| | The projects' governance arrangements are complex and multi-layered, with each layer demanding part of the projects' budget. | | |
| | Roles and responsibilities of projects' partners are clear for most Consortium partners, with the Steering Committee struggling to take timely decisions and to provide leadership. | | |
| **Efficiency** | ILO project management engages with the relevant stakeholders, but the frequency of meetings could be enhanced. | The efficiency of the projects is satisfactory for project management and most parts of regional coordination, while the suboptimal functioning of the Steering Committee raises questions about the ownership of the organizations constituting the Consortium. | **R2: To the projects team at the ILO** The modalities of the Steering Committee require more flexibility to enhance its effectiveness. It is recommended to: i) Establish a rolling program of three Steering Committee meetings per year, including through video conferencing, with proposed dates to be set by the project team in January 2019; ii) Establish a quorum to enable the meetings even without the full participation of all members; iii) Minute the meetings rigorously including action points; iv) Follow up of action points in subsequent meetings. **Prioritization: Very high – January 2019** |
| | Due to infrequent meetings of the Steering Committee, decision-taking is delayed, and leadership put in peril. | | |
| | The performance of regional coordination partners was sufficient with one exception where frequent staff turnover and limited technical capacities caused dissatisfaction. | | |
| | The projects' value for money is enhanced where project coordination and implementation partners operate in the same country, with the ILO is appreciated as a neutral stakeholder. | Good implementation practices showing value for money appear in the projects, for example where project coordination and implementation partners operate in the same country. However, replication is not possible in the remaining period of the project cycle. Underreporting on funds leveraged emerges. | **R3: To the projects team at the ILO** The monetary value of funds leveraged through project partners should be systematically tracked, including in-kind contributions. To stimulate that process the projects team might wish to launch a mini competition for partners to present their results in the next technical workshop in 2019 and to be published in the next annual progress report. **Prioritization: High – by March 2019** |
| | Coordination of multiple countries in parallel by multiple coordination partners on a part-time basis shows inefficiencies. | | |
| | Value for money of the Indigenous Navigator is affected by allocating fewer funds for the establishment of the web portal and data collection (35,8%) compared to the higher investments put in the uptake of the data under pillar | | |

| | | | |
|---|---|---|---|
| | 2 (64,2%). | | |
| | There seems to be no room to replicate good implementation practices for the remaining time of the projects' period, as budgets have been allocated and commitments made with coordination partners. Funds are leveraged for the projects but not systematically tracked. | | |
| **Effectiveness** | Lack of indicators, time-bound milestones, and targets to quantify the degree of results accomplished. | The projects' monitoring framework lacks components to enable the assessment of time-bound accomplishments. | **R4: To the projects team at the ILO**<br>To enhance the evaluability of the projects it is recommended to establish a monitoring framework for each project, including baselines, indicators, time-bound milestones, and targets.<br>**Prioritization: High – by March 2019** |
| | The participation of IP communities in data collection using the community questionnaire was very strong. | The approach to community engagement taken by the projects shows strong effects of empowerment. The emancipation of those indigenous peoples' as rights holders starts resulting in a dialogue with duty bearers in some countries. | *The community-driven approach is addressed in the "lessons learned" section.* |
| | IP communities got informed about their rights often for the first time ever as a result of the Indigenous Navigator. Knowledge of IP was created about the UNDRIP, the SDGs and the ILO Convention 169, with examples emerging to apply that knowledge for example during the electoral process in Bangladesh. | | |
| | **Pillar 1:**<br>• The projects took a systematic approach to engage with National Human Rights Institutions;<br>• The capacity of communities to monitor their rights was enhanced;<br>• Identification and establishment of communication channels with strategic partners advances well, particularly at national and local levels;<br>• Data collection is advancing well and the bottleneck of data validation prior to data uploading is being addressed. Challenges with the contextualization of the questionnaire remain to the extent that, in some countries, implementation partners feel that the questionnaire could not be reapplied for monitoring purposes;<br>• Training and guidance materials were produced for the web portal. However, the functionality of the web portal is hampered due to design flaws. | The accomplishment of outputs under pillar 1 advances well. However, the utility of the Indigenous Navigator and its data seems mostly given at country level, as the functionality of the global web portal is deficient.<br>To date, the Indigenous Navigator is a tool that establishes baselines. To enable future monitoring, as envisaged in outcome 1, a fully functional web portal would be required and modifications to the community questionnaire. | **R5: To the projects team at the ILO**<br><br>Despite limitations, the community data uploading to the web portal should be finalized as planned to enable pillar 2.<br><br>Further investments in the current web portal are not recommended during the remaining project cycle but planning into options to create a new web tool under a new governance structure involving a counterpart with in-house IT expertise is advisable.<br><br>**Prioritization: High – by March 2019** |
| | **Pillar 2:**<br>• Communities are documenting and prioritizing their development needs;<br>• Consortium partners have engaged with the Indigenous Peoples' Major Group of the HLPF;<br>• The engagement with national actors or development partners remains dependent on the preparation of country fact sheets and briefings. | Work under pillar 2 advances well, with results feeding into small grant project proposals for pillar 3.<br>The well-funded international outreach of the projects depends on the underfunded elements of data collection in project | *The use of different funding streams for components under one umbrella is addressed in the "lessons learned" section.* |

| | | | |
|---|---|---|---|
| | | countries and the suboptimal web portal. This conditionality seems suboptimal. | |
| Sustainability | The degree of ownership of the Indigenous Navigator concept has shifted since the design and launch of the project. Initial high level of enthusiasm is being overshadowed by challenges to find a satisfactory IT solution for the web portal. | While the current governance structure works "well enough" to finalize the projects, it is not a strong construct and faces challenges of ownership in the Consortium. National implementation partners show sufficient ownership to sustain project results but would look for a solution of the functionality issues of the web portal and a contextualization of the questionnaire for monitoring purposes. | **R6: To the projects team at the ILO**

It is recommended to develop an exit strategy, involving the consortium partners outlining:
   i) Options for the analysis and use of community data at country level combined with an outlook to a new web portal after the end of the project;
   ii) Funding options to sustain the use of the community questionnaire. |
| | Under its current governance structure, the partnership would be unlikely to sustain projects' results. | | |
| | Stakeholders are looking towards the sustainability of the projects' early on at country level by including the questions of the Indigenous Navigator into the National Census or by integrating the tool into the local planning cycle, but funding issues remain. | | **Prioritization: High – by March 2019** |
| | Some project partners assume that a future phase of the Indigenous Navigator might address some of the shortcomings in the design and implementation of the present phase. An exit strategy has not been made explicit. | An explicit exit strategy including funding options to sustain the use of the community questionnaire for monitoring would add value. | |
| Gender and labor standards | Bolivia, Colombia and Peru are among the minority of project countries that ratified the ILO Convention 169 on Indigenous and Tribal Peoples. The implementation is deemed insufficient by project implementation partners. | The ILO Convention 169 on Indigenous and Tribal Peoples contributes to integrating IP issues in countries' legal frameworks, even in countries that have not ratified the Convention. | **R7: To the projects team at the ILO**
It is recommended to review the national questionnaire to reflect the implementation of countries' legal commitments for any future phase of the projects. |
| | In countries like Bangladesh and Kenya, the ILO Convention 169 was not ratified. The Indigenous Navigator helps to lobby for the ratification of the ILO Convention 169, but ratification is not high on those government's agendas. | The projects fall short to fully address the implementation of countries' legal commitments to IP through the national questionnaires. | **Prioritization: Moderate – For future similar interventions/ potential new phase** |
| | Gender balance in selecting and training community facilitators, often educated youth from at times very remote indigenous communities. | For community engagement, the projects explicitly used a gender lens with positive results. This constitutes a good practice worth replicating across other community-based projects in the ILO. | *The use of a gender lens for project implementation is addressed in the "lessons learned" section.* |
| | Female community facilitators engage with female community members concerning gender-sensitive issues in specific focus group discussions without the participation of male community members. | | |
| | The project provides a rare space for indigenous women to get together as actors, rather than bystanders for analyzing their livelihoods, related needs, and priorities. | | |

# Annex 1: Terms of Reference

**Terms of Reference for the Independent Midterm Evaluation**

**ILO Projects**
1) **Improving Indigenous peoples' access to justice and development through community-based monitoring (GLO/16/24/EUR); and**

2) **Promoting indigenous peoples' human development and social inclusion in the context of the implementation of the 2030 Agenda for Sustainable Development (GLO/16/23/EUR)**

**September 2018**

## I.    Project information

| Project 1 | |
|---|---|
| **TC Symbol** | GLO/16/24/EUR |
| **Responsible Administrative and Technical Unit** | Gender Equality and Diversity Branch (GED) |
| **Project duration** | 01 February 2017 to 31 January 2020 |
| **Geographical coverage** | Bolivia, Colombia, Peru, Suriname, Bangladesh, Cambodia, Nepal, Philippines, Cameroon, Kenya, Tanzania |
| **Type of Evaluation** | Independent midterm evaluation |
| **Donor** | European Commission [European Instrument for Democracy and Human Rights (EIDHR) |
| **Budget** | 1,200,000 EUR |

| Project 2 | |
|---|---|
| **TC Symbol** | GLO/16/23/EUR |
| **Responsible Administrative and Technical Unit** | Gender Equality and Diversity Branch (GED) |
| **Project duration** | 01 March 2017 to 29 February 2020 |
| **Geographical coverage** | Bolivia, Colombia, Peru, Suriname, Bangladesh, Cambodia, Nepal, Philippines, Cameroon, Kenya, Tanzania |
| **Type of Evaluation** | Independent midterm evaluation |
| **Donor** | European Commission [Global Public Goods and Challenges (GPGC) |
| **Budget** | 2,150,000 EUR |

## II. Project background and context

The world's 370 million indigenous women and men continue to be over-represented among the poor, the illiterate, and the unemployed. Their health situation, housing conditions and access to clean water and sanitation are below average, and they live shorter lives than mainstream populations, across the globe. Indigenous peoples constitute 15% of the world's poor, even though they only make up 5% of the world's population. Root causes for indigenous peoples being left behind are complex but include, in many cases, disregarding their rights, discrimination, and also other factors such as remoteness of indigenous communities leaving them beyond the reach of governments' service delivery, insufficient integration of indigenous peoples' needs and concerns into development planning at all levels, lack of authorities' capacity and awareness of indigenous peoples' needs and development priorities.

Models for development and growth lacking sustainability and specific attention to inclusion have left footprints on indigenous communities, and the lands and territories which they have traditionally occupied or used. Loss of land and natural resources has undermined economic security, socio-cultural cohesion and human dignity of numerous indigenous communities around the world. There is a need to support indigenous peoples' communities and their institutions, including through both supporting traditional livelihoods strategies and access to new opportunities, such as access to decent work, economic activities and social protection and related public services.

While indigenous peoples often found that the implementation of the Millennium Development Goals (MDGs) did not address their situation adequately, the adoption of the 2030 Agenda for Sustainable Development and its ambition of leaving no one behind offers a historic opportunity to enhance the participation of indigenous peoples in the design and implementation of developments strategies and programmes, partially those which may affect them directly, with a view to ensuring that their priorities and aspirations are taken into account. The UN Declaration on the Rights of Indigenous Peoples (UNDRIP) and the ILO Indigenous and Tribal Peoples Convention, 1989 (No. 169) provide guidance of particular relevance for the design and implementation of development interventions that are rights-based, inclusive and sustainable, as also recognized by the outcome document of the 2014 World Conference on Indigenous Peoples (WCIP).

Indigenous peoples, through their networks and organizations, including the indigenous Peoples Major Group (IPMG) have participated in the process for developing the sustainable Development Goals (SDGs) and are important partners for ensuring that their voice is heard in the follow-up to the SDGs at the local, national, regional and global levels.

Building on the previously EIDHR-funded work to develop and pilot a community-based monitoring framework on indigenous peoples' rights (EIDHR/2914/340-173), known as the **"Indigenous Navigator"**, the present projects aim to further consolidate the Indigenous Navigator framework and related tools, and to scale-up capacity building for indigenous peoples' communities and networks to use the framework to undertake community-based monitoring. A key lesson learned from the previous EIDHR-funded project that developed the Indigenous Navigator is that community-based monitoring is also an effective instrument for raising rights awareness of and within communities.

The Indigenous Navigator Initiative thus, through **Project 1 or Pillar 1** (GLO/16/24/EUR), seeks to make available data on indigenous peoples' rights and development that is gathered by communities themselves, with the aim to facilitate enhanced engagement and dialogue between them and key national and international actors, and their involvement in national and international processes regarding indigenous peoples' rights and development. Complementing this through **Project 2 or Pillar 2** (GLO/16/23/EUR), the Initiative aims to, on the basis of collected data, prepare and disseminate reports, which will feed into advocacy and capacity building for indigenous peoples to strengthen their engagement with national and international actors and stakeholders. Availability of such community

data, compiled on the basis of a sound methodology, as well as reports and other knowledge products prepared on the basis of this data, are particularly crucial to engage in meaningful dialogues, particularly where official statistical data are absent or insufficiently reflect the situation of indigenous peoples.

The Initiative also seeks to ensure that indigenous peoples' rights, needs and priorities are taken into account in national action to implement international standards and commitments, including the Indigenous and Tribal Peoples Convention, 1989 (No. 169) and the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP), as well as the outcome document of the World Conference on Indigenous Peoples (WCIP), and ultimately the Sustainable Development Goals (SDGs). Seeking to support and empower indigenous peoples' communities, these objectives also contribute to the aims of the 2015 Paris Agreement on climate change, which recognizes the role of indigenous peoples in combatting climate change.

Project 1 and Project 2 are part of a broader programme, known as the Global Indigenous Navigator Initiative, which is a partnership bringing together the European Union; ILO; Asia Indigenous Peoples Pact (AIPP); Danish Institute for Human Rights (DIHR); Forest Peoples Programme (FPP); International Work Group for Indigenous Affairs (IWGIA); and Tebtebba Foundation – Indigenous Peoples' International Centre for Policy Research and Education (Tebtebba).

The Global Indigenous Navigator Initiative, in addition to the Project 1 and Project 2, is comprised of another complementary project which is funded by the European Commission under the Global Public Goods and Challenges (GPGC) programme. This other project is coordinated by the International Work Group on Indigenous Affairs (IWGIA) to implement a programme regarding indigenous peoples' access to social services and protection through locally defined pilot initiatives and engagement with local authorities. The three projects (or Pillars) form an integrated programme with interventions at the global, national and local levels. The table below explains in more detail the synergies and coordination across the complementary projects that are expected to generate strong synergies

## Global Indigenous Navigator Initiative – Schematic overview

| | Pillar 1 | Pillar 2 | Pillar 3 |
|---|---|---|---|
| **Source of funding** | EIDHR | GPGC | GPGC |
| **Action** | Improving Indigenous Peoples' access to justice and development through community-based monitoring | Making the SDGs work for Indigenous Peoples - Promoting indigenous peoples' human development and social inclusion in the context of the implementation of the 2030 Agenda for Sustainable Development | Making the SDGs work for Indigenous Peoples - Promoting indigenous peoples' human development and social inclusion in the context of the implementation of the 2030 Agenda for Sustainable Development |
| **Lead** | ILO | ILO | IWGIA |
| **Associates/ partners** | AIPP, DIHR, FPP, IWGIA, Tebtebba | AIPP, FPP, IWGIA, Tebtebba | FPP, IWGIA, Tebtebba |
| **Intervention levels** | **Global** <br> • Indigenous Navigator guidance and training tools <br> • Indigenous Navigator Global portal, including data collection tools and management <br> • Technical expert meetings <br><br> **National** <br> • Training and capacity building for National Human Rights Institutions. <br> • Indigenous Navigator training for local indigenous partners <br> • Data collection, validation, collation and uploading <br> • Alliance building | **Global** <br> • Global synthesis reports, events and dialogues <br> • Support for Indigenous Peoples Major Group <br><br> **National** <br> • Country baselines, Support for data collection <br> • Reports, studies, briefs, advocacy <br> • Capacity building for engagement, <br> • workshops for dialogue and engagement with national and international development actors | **Local** <br> • pilot projects to improve access to rights-based, culturally adequate and participatory social services and social protection <br> • Dialogue meetings between community leaders and relevant duty-bearers to seek alliances and co-financing <br> • Production and dissemination of case material to relevant policy- and programme-makers at local, national and global level |

**Target groups for Project 1 and Project 2 include:**

Indigenous peoples' organizations and networks at local, national, regional levels; national, international and development actors, including government officials, the High-level Political Forum, UN agencies and bilateral development organizations, civil society organizations, including workers' and employers' organizations.

**Target countries:**

The Indigenous Navigator Initiative has Global and National components.

National components target Bolivia, Colombia, Peru, Suriname, Bangladesh, Cambodia, Nepal, Philippines, Cameroon, Kenya, and Tanzania.

The following partners are responsible for national level activities:

- ILO: *Bangladesh*
- Asia Indigenous Peoples Pact (AIPP): *Nepal and Cambodia*
- Forest Peoples Programme (FPP): *Cameroon and Suriname*
- International Work Group for Indigenous Affairs (IWGIA): *Bolivia, Columbia and Peru*
- Tebtebba Foundation – Indigenous Peoples' International Centre for Policy Research and Education (Tebtebba): *Philippines, Kenya and Tanzania*

**Description of Activities:**

*Project 1/Pillar 1 (GLO/16/24/EUR)*

<u>Specific objective/Outcome 1:</u> Indigenous peoples in selected countries in Africa, Asia and Latin America use the Indigenous Navigator framework and tools to monitor their rights and development, and engage with relevant stakeholders and processes with a view to identifying policy options for improvements.

<u>Expected Result/Output 1:</u> A consolidated Indigenous Navigator web-portal featuring training and guidance tools is available for use by indigenous organizations and networks, policy-makers, academia, development practitioners and the public at large.

<u>Activities:</u>

1.1.1. Preparation of a set of guidance and training tools
- Review and up-dating of existing Indigenous Navigator tools
- A detailed guidance document on the questions included in the national and community questionnaires
- Elaboration of a web-based Indigenous Navigator training package consisting of generic course plans, guidance notes, practical exercises, trainers' guide, videos and presentations
- "How-to" notes on the SDG follow-up and review
- Translations of tools and materials into Spanish, French and Russian

1.1.2. Consolidation of the Indigenous Navigator global web data-portal
- Technological upgrading of the existing Indigenous Navigator website
- Establishing a bank of statistics with access from the website
- Finalization of data collection tools

Expected Result/Output 2: Indigenous peoples, their networks and organisations in selected countries have increased capacity to monitor their rights and development through the Indigenous Navigator, and monitoring results, including data on indigenous women, are uploaded on the global web portal

Activities:

1.2.1. Inception workshops with local indigenous partner organizations and development of country strategies and action plans

1.2.2. Training on the Indigenous Navigator framework, underlying international human rights instruments and related processes, and data on collection for local indigenous partner organizations and other relevant stakeholders

1.2.3. On-going support for local partners for data collection, collation, validation and uploading, including data on indigenous women

Expected Result/Output 3: Indigenous peoples have identified and established communication channels with strategic partners for action in selected countries

Activities:

1.3.1. Alliance building workshops with strategic partners for action, such as NHRIs, government coordination bodies on indigenous issues, media, trade unions, UN agencies, development partners etc.

Specific objective/Outcome 2: Key actors for rights-based development use the Indigenous Navigator framework, approach and data

Expected Result/Output 1: The Indigenous Navigator framework and approach is communicated to national human rights institutions and other key actors for rights-based development, such as UN system, statistical offices and synergies with related processes maximized

Activities:

2.1.1. Training for National Human Rights Institutions (NHRIs)
- Preparation of a NHRI manual on indigenous peoples' rights
- Training workshops for NHRIs (regional or sub-regional) to build capacity on international standards on indigenous peoples and the Indigenous Navigator framework, and establishing a thematic NHRI network in indigenous peoples

2.1.2 Technical expert meetings
- Expert meetings to introduce the Indigenous Navigator framework to UN agencies, statistical offices and development partners to maximize synergies with other efforts to improve data availability and disaggregation
- A participatory workshop to assess the Indigenous Navigator methodology and practice in light of the experiences gathered throughout the project implementation (towards the end of the project)

*Project 2/Pillar 2 (GLO/16/23/EUR)*

SPECIFIC OBJECTIVE/OUTCOME 1: Key international development actors' SDG programming and follow-up is responsive to indigenous peoples' human development needs and aspirations, as reflected in UNDRIP and Convention No. 169.

Specific objective 1 is targeting international development actors (including states, major groups, UN agencies, bi-lateral and multi-lateral development agencies and banks, etc.) that are involved in the follow-up and review of the Sustainable Development Goals, with the aim to ensure that these actors have data and information on indigenous peoples available to them on which they can rely upon in their programming and other follow-up to the SDGs. The expected results and envisaged activities under Specific objective 1 are as follows:

Expected Result/Output 1.1: Indigenous peoples' human development situation with regard to key SDG-themes such as food security, health, education, access to social protection and employment, etc. is documented and communicated to international stakeholders in the SDG process.

Activities:

1.1.1. A global launch of the Navigator Initiative during the 2017 High-level Political Forum (HLPL). The launch will be in cooperation with the European Union and involve the presentation of the consolidated global-web portal and a set of Indigenous Navigator tools, as well as baseline facts sheets for the target countries (see below).

1.1.2. Preparation of global or thematic synthesis reports, briefs and guidance notes, to be prepared on the basis of data collection through the Navigator framework for dissemination among target groups.

1.1.3. Thematic global dialogues and events bringing together indigenous and "non-indigenous" stakeholders. This involves one major dialogue event in connection with the SDG follow-up and review on topics related to the theme of the HLPF.

1.1.4. Partners develop and implement a global communication and advocacy strategy to disseminate reports and brief (see above 1.2.), as well as experiences and result from country level interventions, including through social media and an electronic newsletter.

Expected Result/Output 1.2: The high-level political forum (HLPF) that oversees the follow-up and review of the SDG implementation at the global level, as well as key international development actors, are informed about indigenous peoples' needs and aspirations in relation to key SDG goals and targets related to human development.

Activities:

1.2.1. Support for the Indigenous Peoples Major Group (IPMG) through its organizing partners and regional focal point group to facilitate its contributions to and participation in the HLPF and related global or regional official meeting related to the SDG follow-up and review (including meetings on data and indicators).

1.2.2. Preparation of compilation reports of the situation of indigenous peoples in countries volunteering for review, building on Indigenous Navigator data and other relevant sources; thematic reports on indigenous peoples in relation to the annual theme of the HLPF; and inputs to the IPMG's annual Global Sustainable Development report.

SPECIFIC OBJECTIVE/OUTCOME 2: Indigenous peoples' development needs and aspirations, as reflected in UNDRIP and Convention No. 169, are addressed in the context of government and non-government actors' national programming and monitoring in selected target countries.

Specific objective 2 is targeting local indigenous peoples' organizations and various other stakeholders and actors involved in development planning, programming and implementation at the national level. The objective aims to ensure that indigenous peoples' needs and aspirations are addressed in development processes, and informed by data and reports prepared through the Indigenous Navigator framework.

Expected Result/Output 2.1: Indigenous peoples' human development situation with regard to key SDG-themes such as food security, health, education, access to social protection and employment, etc. is documented and communicated to governmental and non-government development actors in the selected target countries.

Activities:

2.1.1. Preparation and publication of baseline facts sheets for the selected target countries (following unified format and design for all countries) based on national questionnaires and other available data and research.

2.1.2. Preparation of country-specific reports, case studies, briefs on priority topics and concerns based on Indigenous Navigator community data, as well as on supplementary research where needed. Compilation of regional reports/briefs/data visualization where issues and concern cut across countries.

2.1.3. Development and implementation of country-specific communication and advocacy strategies to disseminate reports and briefs prepared under activity 2.1.2.

2.1.4. Capacity building for representative indigenous peoples' organizations and institutions to engage in national and sub-national policy and programme development, including training on set up of relevant state institutions, legislation and policies, negotiation skills, and the national SDG follow-up and review.

2.1.5. Dialogue workshops or events to bring together representatives from indigenous peoples' organizations, and governments and non-government development actors, including ILO constituents, with the aim to identify and reach understandings on options for improving existing policies and programmes.

Expected Result/Output 2.2: Major development actors in the respective countries (multilateral and bilateral development organizations, international NGOs etc.) are informed about indigenous peoples' development needs and aspirations in relation to selected human development-related SDG goals and targets.

Activities:

2.2.1. Dialogue workshops or events to disseminate Indigenous Navigator reports and briefs, and to facilitate indigenous peoples' engagement with major development actors such as multi-lateral and bilateral development organizations or agencies, including UN agencies, EU delegations and development banks.

### III.     Evaluation purpose, scope and clients

Purpose:

The main purpose of this independent mid-term evaluation is to improve project performance; and to enhance learning with the ILO and key stakeholders. Moreover it will help to ensure that progress and results of the projects are monitored, communicated and acted upon in a timely, efficient and result-based manner. The Evaluation is also intended to assess the relevance, performance, management arrangements and success of the project by identifying documents, tools, knowledge products developed through the projects, lessons learned and makes recommendations that the project partners and stakeholders might use to improve the design and implementation of the projects evaluated or other related projects and programmes.

The findings of the evaluation would, in particular, be invaluable in informing the ILO's role as the coordinator of Project 1 and Project 2, and guide the improvement of next phase of the projects. The two projects are closely linked and for the purpose of this evaluation, should be treated as one. Separate references to the two projects can be done during the analysis as and when necessary.

Scope:

The independent mid-term evaluation is expected to cover the project period from 1st February 2017 until present and across all the project components implemented. The evaluation is planned for October-November 2018. The total duration of the evaluation will be for 30 working days. The evaluation will focus on interventions in selected countries covered by the projects, as well as on overall project coordination and management activities by the ILO. Recommendations based on the evaluation should be strongly linked to the findings of the evaluation and should provide clear guidance to stakeholders they are addressed to. The recommendations would be particularly useful in the areas of coherence and synergies, knowledge management and sharing, monitoring and results/impact measurement, exit strategy and sustainability.

Clients of this evaluation

This evaluation will be useful for both internal and external ILO stakeholders. For the projects team, this will inform them on improvements needed based on lessons learned, as well as good practices that may be scaled up or replicated. Other stakeholders may use the findings for reviewing project strategy, improving coherence and coordination and devising ways for effective delivery of results.

### IV.     Evaluation criteria and questions

The evaluation should be carried out in context of criteria and approaches for international development assistance as established by OECD/DAC Evaluation Quality Standard. The ILO policy guidelines for results-based evaluation and the technical and ethical standards and abide by the Code of Conduct for Evaluation on the UN System are established within these criteria and the evaluation should therefore adhere to these to ensure a credible evaluation. The evaluation should integrate gender equality as a cross cutting concern throughout the methodology and deliverables of the evaluation and assess the extent to which gender equality has been an integrated within the project design and implementation.

The project had a specific focus on protecting the rights of indigenous peoples in line with the ILO Convention 169 and the UN Declaration on the Rights of Indigenous Peoples. The evaluation should comprise, but not necessarily be limited to, the following aspects and questions. The evaluator, upon completing the initial desk review phase, may refine or propose further questions in the inception

report. The final key evaluation questions will be agreed between the evaluation manager and the evaluator. The evaluation shall examine the following key issues:

<u>Relevance and strategic fit:</u>

- Have the project objectives and results, as well as the target beneficiaries, been clearly identified and realistically set?
- Are the projects linked well to the DWCP of countries of coverage, ILO's global policy outcomes and its normative work with indigenous peoples and with international commitments such as those defined under SDGs?
- Was the project's strategic approach feasible, relevant and the intervention logic, clear and consistent (e.g. between inputs, activities, outputs and indicators of achievement)?
- 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?
- Did the project take gender specificities into consideration in its design and implementation?
- Does the design need to be modified in the second half of the projects, and why?

<u>Efficiency of the project:</u>
- Did the project management fully engage with all the project partnership to ensure ownership and leadership over 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?
- Was the management efficient in ensuring timely delivery of quality outputs and in addressing problems and concerns?
- What were the main implementation difficulties and what have been done to address them?
- How did the project achieve (or not achieve) value for money? Could the use of the resources be improved?
- Has the project leveraged other funds at the country level?

<u>Effectiveness of the project</u>
- Did the project execution focus on the achievement of objectives?
- Did the project deliver expected results (quantity and quality as compared with work plan and progress towards achieving the results)?
- Did 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?
- Did the project create new or use the available knowledge (data, methods, tools research, etc.) that contributes to achieving project results?
- 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?
- What are the main positive and limiting factors that are likely to influence the project results?

- To what extent do the partners own the strategic tools that they use in their work? Which means, rather than capacity building workshops, can be used to improve the durability of the tools in the long run?

Sustainability
- What is the potential to sustain the outcomes of the project beyond the project life cycle and what measures are needed to ensure this?
- Can current project key partnerships contribute to the sustainability of the initiatives under the project and to what extent? Would there be other partnerships to consider?

Lessons learned

The evaluation is expected to generate lessons that can be applied in the project and 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.

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.

## V.    Evaluation methodology

**Desk Review:** The evaluation consultant will carry out a desk review of all appropriate materials including project agreement and proposal, partnership related documents, work plan, progress reports, relevant evaluation or assessments of previous work, knowledge products/tools relevant to the project and other documents whichever are available and relevant.

**Developing evaluation framework and work plan:** At the end of the desk review, an inception report will be submitted to the evaluation manager defining the methodological approach and instruments that will be used throughout the evaluation. Key stakeholders, including those to be covered through telephonic or Skype based interviews will be identified at this stage in consultation with the Evaluation Manager. The evaluation manager will review and sign-off the inception report.

**Primary data collection (Interviews and field missions):** The evaluation consultant shall carry out interviews with the ILO projects staff and other stakeholders through face-to-face meeting or Skype.

In this evaluation, the evaluation consultant will undertake field visits to countries where interventions are delivered. Regarding the countries, 1) Bangladesh, 2) Kenya and 3) Bolivia – in this order are considered by the evaluation manager at the stage of preparing the TOR. The final selection of field visit locations should be based on criteria defined by the evaluation consultant in the inception report and the consultation between the evaluation manager and the consultant, while taking into account the availability of the budget and the feasibility of working days.

A two days technical meeting will likely be held by the project management team in Geneva in October, where some local stakeholders will be invited. If this is the case, the evaluation consultant will also be invited to attend and present the findings.

## VI. Main deliverables

| Output | Description | Number of work days |
|---|---|---|
| **Desk review** | Read and review the core set of project documents. Request any additional documentation required | 4 days |
| **Interviews with the project team and key stakeholders within the ILO** | Skype based meetings with the project team and core project stakeholders at ILO HQs in Geneva | 1 day |
| **Inception Report** | An operational work plan which indicates the phases of the evaluation, finalises the set of evaluation questions, the approach, the timing, key deliverables and milestones, aligned with this TOR | 2 days |
| **Electronic (telephone or skype based) interview with donor and identified stakeholders** | Conduct Skype interviews with project staff in the field, donor representative and other partners and stakeholders identified during the inception phase. | 2 days |
| **Missions to selected countries** | Visits to project sites on interventions over interviews with the stakeholders in select countries covered by the projects. | 9 days |
| **Draft report** | A short (no more than 30 pages) report (templates and annexes not counted in the page numbers) addressing the evaluation questions. | 7 days |
| **Address Feedback (consolidated and shared by the Evaluation Manager)** | All feedback from stakeholders for the evaluation consultant will be communicated by the Evaluation Manager in a consolidated manner. The draft will be revised by the consultant, based on the feedback received, edited and formatted as per ILO template. The executive summary will also be reproduced in a separate document, the template for which will be provided by the Evaluation Manager. | 3 days |
| **Participation in Technical meeting** | The consultant will participate in the meeting organised by the project (tentatively in October 2018) | 2 days |

| | Total | 30 days |
|---|---|---|

*The inception report, the draft evaluation report and the final evaluation report are the milestone deliverables.*

**VII.**     **Management arrangements**

**Time frame**

The evaluation will be carried out during October- November 2018. The final report will be in English and submitted by the evaluation manager to EVAL no later than 15th November 2018.

The evaluation timeframe will be a total of 30 non-consecutive working days, including online surveys (if any), desk review, individual interviews with project stakeholders through face-to-face meeting, Skype or telephone interviews, drafting report, feedback from the ILO and implementing partners, the final evaluation report.

The evaluation will be conducted by an external evaluation consultant, with the support of the evaluation manager. The project team will facilitate access to relevant information and documentation, as required. 30 non-consecutive working days will be the basis for paying fees to the evaluation consultant.

Mr. Xu Liu, Senior Specialist on Employment Policy and Enterprise Development, Enterprises Department of the ILO, will be the evaluation manager, under the guidance and supervision of EVAL of the ILO.

In order to ensure independence of all deliverables, all submissions will be made through the Evaluation Manager (Xu Liu, liu@ilo.org ). The evaluation consultant will work closely with both the Evaluation Manager, ILO EVAL HQ and the project team.

**Budget**

A budget is allocated for this evaluation and is under the full control of the evaluation manager for engagement of the evaluation consultant, international and domestic travels and organization of workshops and consultative meetings with stakeholders. The evaluation budget includes

- Fees for the lead consultant for 30 days
- Cost of international travel from consultants' home to Geneva and to the selected countries. In accordance with the relevant ILO rules, the ILO will provide pre-paid return air tickets in economy class and by the most direct route. Any upgrade or deviation in the journey will be at the evaluator's own expense.
- Daily Subsistence Allowance (DSA) during the mission to Geneva and the country visit. The ILO will pay DSA at the standard UN rate for the dates of the trips to cover lodging, meals and incidentals while on travel, as agreed with the ILO.

A detailed budget will be prepared and finalized by the evaluation manager with support from the Project Team as soon as having the information of the amount of the daily fee for the consultant.

**VIII.**     **Evaluator qualification and appointment**

Qualification

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

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

The evaluation consultant 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 evaluation consultant should be fluent in English. Working knowledge of Spanish and/or French will be an advantage.

Recruitment

The message on call for expression of interest with the attachment of the Terms of Reference (TOR) will be published at the public website. Interested candidates should submit an expression of interest, highlighting the relevant past experience, full CV and daily fee to Xu Liu (liu@ilo.org ) and copied to Rasha Tabbara (tabbara@ilo.org ) before close of business on 27th September 2018 to submit expressions of interest for this evaluation.

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## Annex 2: Lessons Learned

<table>
<tr><td colspan="2" align="center"><h2>ILO Lesson Learned</h2></td></tr>
<tr><td colspan="2">

**Project Title:** Indigenous Navigator
**Project TC/SYMBOL:** (GLO/16/24/EUR) and (GLO/16/23/EUR)
**Name of Evaluator:** Dr Achim Engelhardt
**Date:** December 2018
</td></tr>
<tr><td>**LL Element**</td><td>**Text**</td></tr>
<tr><td>**Brief description of lesson learned (link to specific action or task)**</td><td>Bringing different funding streams under one umbrella, as in the case of the two pillars evaluated, broadens the reach of projects due to a larger overall budget. However, as seen in the Indigenous Navigator, the limited flexibility to move funds between funding stream can cause imbalances affecting the projects implementation. This is particularly significant when facing challenges at the beginning of the results chain with knock-on effects for downstream deliverables.</td></tr>
<tr><td>**Context and any related preconditions**</td><td>Set-up of project funding</td></tr>
<tr><td>**Targeted users / Beneficiaries**</td><td>Project designers</td></tr>
<tr><td>**Challenges /negative lessons - Causal factors**</td><td>Limited flexibility to move funds between funding streams</td></tr>
<tr><td>**Success / Positive Issues - Causal factors**</td><td>Bringing different funding streams under one umbrella broadens the reach of projects due to a larger overall budget</td></tr>
<tr><td>**ILO Administrative Issues (staff, resources, design, implementation)**</td><td>Budgeting</td></tr>
</table>

<table>
<tr><td colspan="2" align="center"><h2>ILO Lesson Learned</h2></td></tr>
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**Project Title:** Indigenous Navigator
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</td></tr>
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<tr><td>**Context and any related preconditions**</td><td>Set-up of project funding</td></tr>
</table>

| Targeted users / Beneficiaries | Project designers |
|---|---|
| **Challenges /negative lessons - Causal factors** | Limited flexibility to move funds between funding streams |
| **Success / Positive Issues - Causal factors** | Bringing different funding streams under one umbrella broadens the reach of projects due to a larger overall budget |
| **ILO Administrative Issues (staff, resources, design, implementation)** | Budgeting |

# ILO Lesson Learned

**Project Title: Indigenous Navigator**
**Project TC/SYMBOL: (GLO/16/24/EUR) and (GLO/16/23/EUR)**
**Name of Evaluator: Dr Achim Engelhardt**
**Date: December 2018**

| LL Element | Text |
|---|---|
| **Brief description of lesson learned (link to specific action or task)** | The evaluability of projects is enhanced with a proper monitoring system. Having outputs and outcomes linked to qualitative and quantitative indicators with baselines, time-bound milestones and targets supports results-based management and provides a solid basis for evaluability. Combined with collecting case studies such an approach can provide valuable quantitative and qualitative data set as a basis for evaluations. |
| **Context and any related preconditions** | Evaluability |
| **Targeted users / Beneficiaries** | Project team |
| **Challenges /negative lessons - Causal factors** | Outputs and outcomes with insufficient links to qualitative and quantitative indicators and no baselines, time-bound milestones and targets hinder results-based management and jeopardize evaluability |
| **Success / Positive Issues - Causal factors** | The evaluability of projects is enhanced with a proper monitoring system |
| **ILO Administrative Issues (staff, resources, design, implementation)** | Design |

## Annex 3: Good Practices

<table>
<tr><td colspan="2" style="text-align:center"><strong>ILO Emerging Good Practice Template</strong><br>Project Title: Indigenous Navigator<br>Project TC/SYMBOL: (GLO/16/24/EUR) and (GLO/16/23/EUR)<br>Name of Evaluator: Dr Achim Engelhardt<br>Date: December 2018</td></tr>
<tr><td><strong>GP Element</strong></td><td style="text-align:center"><strong>Text</strong></td></tr>
<tr><td><strong>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</strong></td><td>Project design: An inclusive and reflective project design process constitutes good practice. Bringing together project partners towards the end of a project phase for taking stock of the achievements and challenges as part of a planning exercise for the following project phase is worth replicating in all ILO projects in similar stages of the project cycle.</td></tr>
<tr><td><strong>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</strong></td><td>Project with subsequent phases</td></tr>
<tr><td><strong>Establish a clear cause-effect relationship</strong></td><td>Link taking stock of the achievements and challenges at the end of a project phase to a planning exercise for a new project phase.</td></tr>
<tr><td><strong>Indicate measurable impact and targeted beneficiaries</strong></td><td>Project team</td></tr>
<tr><td><strong>Potential for replication and by whom</strong></td><td>For all projects with a subsequent project phase</td></tr>
<tr><td><strong>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</strong></td><td>None. Relevance for good project management practices in general</td></tr>
<tr><td><strong>Other documents or relevant comments</strong></td><td>None</td></tr>
</table>

| ILO Emerging Good Practice Template | |
|---|---|
| **Project Title: Indigenous Navigator**<br>**Project TC/SYMBOL: (GLO/16/24/EUR) and (GLO/16/23/EUR)**<br>**Name of Evaluator: Dr Achim Engelhardt**<br>**Date: December 2018** | |
| **GP Element** | **Text** |
| **Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)** | Community engagement: The approach to training community members as data collectors showed very positive results, particularly among youth. Focusing on the young community members has a strong empowerment effect on this disadvantaged element of communities, often underemployed or unemployed. |
| **Relevant conditions and Context: limitations or advice in terms of applicability and replicability** | Community training through community members |
| **Establish a clear cause-effect relationship** | Using youth in a community for data collection in the same communities has a strong empowerment effect on this disadvantaged element of communities, often underemployed or unemployed. |
| **Indicate measurable impact and targeted beneficiaries** | Empowerment of youth |
| **Potential for replication and by whom** | For projects with a community engagement component |
| **Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)** | ILO Programme and Budget 2018-19: Outcome 1 on youth employment: Empowered youth with enhanced chanced for employment. |
| **Other documents or relevant comments** | None |

# Annex 4: Documentation reviewed

Asia Indigenous Peoples Pact , 2018: Improving Indigenous peoples' access to justice and development through community-based monitoring (GLO/16/24/EUR) and Making the SDGs work for Indigenous peoples - Promoting indigenous peoples' human development and social inclusion in the context of the implementation of the 2030 Agenda for Sustainable Development (GLO/16/23/EUR). Technical Progress Report. *1 June – 31 December 2017*

Danish Institute for Human Rights, 2017: Mission report. Workshop for Asian NHRIs on the Indigenous Navigator. Chiang Mai, Thailand – June 13-14, 2017

Danish Institute for Human Rights, 2017: Mission report. Indigenous Navigator Workshop with NHRIs in Africa, Nov 23-24, 2017

Danish Institute for Human Rights, 2017: Taller Navegador Indígena – Tegucigalpa, Honduras May 14-15, 2018. Lista de participantes

Danish Institute for Human Rights, 2018: Trip report. Indigenous Navigator Workshop with Francophone NHRIs, Yaoundé, Cameroon, 13-14 June 2018

Danish Institute for Human Rights, 2018: Improving Indigenous peoples' access to justice and development through community-based monitoring (GLO/16/24/EUR). Technical Progress Report. *June 2017-January 2018.*

Forests Peoples Programme, 2018: Indigenous Navigator PART A Technical Progress Report Improving Indigenous peoples' access to justice and development through community-based monitoring (GLO/16/24/EUR) Making the SDGs work for Indigenous peoples - Promoting indigenous peoples' human development and social inclusion in the context of the implementation of the 2030 Agenda for Sustainable Development (GLO/16/23/EUR). June 1, 2017 – December 31, 2017

Global Indigenous Navigator Initiative, 2017: Steering Committee. Draft minutes.

Indigenous Navigator, 2018:  Technical Workshop (Copenhagen, October 2018) – key points

International Work Group for Indigenous Affairs, 2018: Improving Indigenous peoples' access to justice and development through community-based monitoring (GLO/16/24/EUR) and Making the SDGs work for Indigenous peoples - Promoting indigenous peoples' human development and social inclusion in the context of the implementation of the 2030 Agenda for Sustainable Development (GLO/16/23/EUR). First Technical Progress Report on the implementation of consolidation of web portal, development of tools and global communication. *June – December 2017*

International Work Group for Indigenous Affairs, 2018: Improving Indigenous peoples' access to justice and development through community-based monitoring (GLO/16/24/EUR) Making the SDGs work for Indigenous peoples - Promoting indigenous peoples' human development and social inclusion in the context of the implementation of the 2030 Agenda for Sustainable Development (GLO/16/23/EUR). First Technical Progress Report on the implementation of the Indigenous Navigator Initiative in Bolivia, Colombia, and Peru. *June – December 2017.*

Tebtebba Foundation; 2018: Improving Indigenous peoples' access to justice and development through community-based monitoring (GLO/16/24/EUR) and Making the SDGs work for Indigenous peoples - Promoting indigenous peoples' human development and social inclusion in the context of the implementation of the 2030 Agenda for Sustainable Development (GLO/16/23/EUR). Technical Progress Report. *September – December 2017*

Promoting indigenous peoples' human development and social inclusion in the context of the implementation of the 2030 Agenda for Sustainable Development (GLO/16/23/EUR)

Improving Indigenous peoples' access to justice and development through community-based monitoring (GLO/16/24/EUR);

ILO,2014: Programme Pays pour le Travail Décent (PPTD). Cameroon.

ILO; 2016: Kingdom of Cambodia Decent Work Country Programme (DWCP) 2016–2018

ILO,2017: Programme and budget for the biennium 2018-19.

ILO, 2018: Terms of Reference. Independent Midterm Evaluation. ILO Projects. 1) Improving Indigenous peoples' access to justice and development through community-based monitoring (GLO/16/24/EUR, and 2) Promoting indigenous peoples' human development and social inclusion in the context of the implementation of the 2030 Agenda for Sustainable Development (GLO/16/23/EUR).

ILO, 2018: Improving Indigenous peoples' access to justice and development through community-based monitoring. INTERIM NARRATIVE REPORT. 01-FEB-2017 - 31-JAN-2018

ILO, 2018: Making the SDGs work for indigenous peoples - Promoting indigenous peoples' human development and social inclusion in the context of the 2030 Agenda for Sustainable Development. INTERIM NARRATIVE REPORT. 01-MARCH-2017 - 28-FEBRUARY-2018

ILO, 2018: Financial statement for income and expenditure for the agreement EIDHR/2017/383-725

Indigenous Navigator Initiative, 2017: Meeting of the Steering Committee

Navegador indígena, 2017: Taller sobre el Navegador Indígena. Santiago, Chile
2-3 de Noviembre 2017. Conclusiones y Colaboración Futura


**Websites:**

Indigenous Navigator: http://nav.indigenousnavigator.com/index.php/en/

ILO Convention No 169:
https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_ILO_CODE:C 169

# Annex 5: List of people interviewed

| Name | Position | Organisation | Country |
|---|---|---|---|
| Mr Alain Antoine Castermans | | EU Delegation | Kenya |
| Ms Bernice See | Country implementer | Tebtebba | Philippines |
| Ms Pamela Jacquelin-Andersen | Regional coordinator | IWGIA | Denmark |
| Ms Frederica Barclay | Country implementer | Perú-Equidad | Peru |
| Ms Helen Tugendhat | Projects and Operations Lead, Policy Advisor | FPP | UK |
| Ms Janet Landburg | Country implementer | Vereniging van Inheemse Dorpshoofden in Suriname | Suriname |
| Jo Ann | Regional coordinator | AIPP | Philippines |
| Joyce Godio | Former regional coordinator | Former AIPP | Philippines |
| Karem Escudero | Country implementer | ONAMIAP | Peru |
| Leonardo Tamburini | Country implementer | CEJIS | Bolivia |
| Martin Oelz | Project leader | ILO | Switzerland |
| Max Ooft | Country implementer | Bureau of the Association of Indigenous Village Leaders in Suriname | Suriname |
| Ms Muriel Drukman | | EC | Belgium |
| Rishabh Dhir | Project Officer | ILO | Switzerland |
| Robie Halip | Regional coordinator | Tebtebba | Philippines |
| Sebastien Porter | | International Cooperation and Development People and Peace, EC | Belgium |
| Ms Sille Stidsen | Senior Adviser | DIHR | Denmark |
| Ms Sylvie Prouveur | Human Rights programme manager | EC | Belgium |
| Mr William Vila | Country implementer | CECOIN | Colombia |

**Field visit Bangladesh**

| Name | Position | Organisation | Country |
|---|---|---|---|
| Mr Alexius Chicham | Country coordinator | ILO | Bangladesh |
| Ms Anisatul Fatema Yousuf | Director Dialogue and Communication | Center for Policy Dialogue | Bangladesh |
| Ms Audrey Maillot | Second Secretary, Team Leader | EU Delegation | Bangladesh |
| Mr Manik Lal Banik | Additional Secretary | Ministry of Chittagong Hill Tracks | Bangladesh |

| | | | |
|---|---|---|---|
| Ms Meghna Guhthakurata | Honorable member | National Human Rights Commission | Bangladesh |
| Mr Nurul Quader | Programme Manager-Governance | EU Delegation | Bangladesh |
| Mr. Nurul Amin | Secretary | Ministry of Chittagong Hill Tracks | Bangladesh |
| Mr Philip Mellish | Attaché, Programme Manager – Governance | EU Delegation | Bangladesh |
| Mr Pallab Chakma | Executive Director | Kapaeeng Foundation | Bangladesh |
| Mr Shuma | | Center for Policy Dialogue | Bangladesh |
| Mr Tuomo Poutiainen | Country Director | ILO | Bangladesh |

Focus Group discussion with 15 community facilitators in Bangladesh. The names are with the ILO's Evaluation Office but not published in this report for confidentiality issues and ethical considerations.

Focus Group discussion with 33 community members in the Garo community in Bangladesh. The names are with the ILO's Evaluation Office but not published in this report for confidentiality issues and ethical considerations.

**Field visit Kenya**

| Name | Position | Organisation | Country |
|---|---|---|---|
| Ms Endoo Dorcas | | Impact Kenya | Kenya |
| Ms Eunice Nkopo | | MPIDO | Kenya |
| Mr George Tarns | | Kenya Forest Service | Kenya |
| Mr James M. Twala | | ILEPA | Kenya |
| Mr Kenneth Oseur | | County government Kajiado | Kenya |
| Mr Kimaren Riamit | | ILEPA | Kenya |
| Mr Margaret Senewa | | Economic Planning  Nakuru | Kenya |
| Ms Shanta Oelera | | National Commission for Gender and Equality | Kenya |
| Ms Shatikha Chivmei | | Kenya Commission for Human Rights | Kenya |
| Mr Thomas Lelekitein | | Climate Change Directorate, Ministry of Environment and Forests | Kenya |

Focus Group discussion with 13 community members in the Narasha community in Kenya. The names are with the ILO's Evaluation Office but not published in this report for confidentiality issues and ethical considerations.

Focus Group discussion with 16 community members in the Enkutoto community in Kenya. The names are with the ILO's Evaluation Office but not published in this report for confidentiality issues and ethical considerations.

**Surveys**
Ten members of National Human Rights Institutions benefitting from the projects' participated anonymously in an online survey. Besides, two Steering Committee members also participated anonymously in another on-line survey.

# Annex 6: Evaluation tools and processes used

The following selection of tailored evaluation tools and processes were used for the mid-term evaluation to ensure rigorous triangulation of data.

a. **Kick-off meeting** with the evaluation manager and the project team to discuss any changes to the ToR, indicative milestones for the evaluation and deadlined for deliverables.

b. **Desk review** of project documents and relevant materials such as: i) the project proposals; ii) the logical frameworks used for the design and implementation of the projects, and iii) monitoring and other progress reports;

c. **Theory of Change validation meeting** with the evaluation manager and the project team in Geneva;

d. **Face-to-face interviews** with the project team staff in Geneva;

e. **A field visit** to two countries to engage with the project coordination, implementation partners and communities: Bangladesh 3 to 6 November 2018 and Kenya 7 to 9 November 2018;

f. **On-line surveys** for i) project beneficiaries (National Human Rights Commissions and ii) the Project Steering Committee.

g. **Telephone/ Skype interviews** with project coordinators and local project implementation partners covering all countries: Bolivia, Colombia, Peru, Suriname, Bangladesh, Cambodia, Nepal, Philippines, Cameroon, Kenya, and Tanzania.

h. **Presentation of emerging evaluation findings** to the evaluation manager and the project team in Geneva following data analysis;

i. **Draft report** for feedback to the project team (factual validation) and the project manager (quality assurance);

j. **Finalization of evaluation report**.

## Annex 7:   Evaluation matrix

| | Evaluation questions/issues | Proposed evaluation tools | Data source |
|---|---|---|---|
| | | | |
| **1. Relevance: Is the project doing the right thing?** | 1.1  Have the project objectives and results, as well as the target beneficiaries, been clearly identified and realistically set? | Document review<br><br>Interviews with ILO project staff (questions 1.1 to 1.3)<br><br>Theory of change validation meeting<br><br>Online survey (for question 1.5 to 1.7) | Project documentation; project stakeholders. |
| | 1.2 Was the project's strategic approach feasible, relevant and the intervention logic, clear and consistent (e.g. between inputs, activities, outputs and indicators of achievement)? | | |
| | 1.3 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? | | |
| | 1.4  Are the projects linked well to the DWCP of countries of coverage, ILO's global policy outcomes and its normative work with indigenous peoples and with international commitments such as those defined under SDGs? | | |
| | 1.5  Were the project objectives consistent with the target group's needs and priorities? | | |
| | 1.6  To what extent where stakeholders included in the design of the projects? | | |
| | 1.7 Was the project management structure, including the relation with partners and external actors, sufficiently clear and realistically designed? | | |
| | 1.8  Does the design need to be modified in the second half of the projects, and why? | | |
| | | | |
| **2. Efficiency: Were resources used appropriately to achieve** | 2.1 Did the project management fully engage with all the project partnership to ensure ownership and leadership over the project? | Document review<br><br>Interviews with ILO project staff<br><br>Online-survey (for question 2.1, 2.2, 2.3, 2.4, 2.6 and 2.9)<br><br>Telephone interviews with stakeholders (for question | Project documentation; project stakeholders. |
| | 2.2 Did the project management demonstrate the capacity to efficiently coordinate, administer and backstop the project implementation arrangements? | | |
| | 2.3 Was the management efficient in ensuring timely delivery of quality outputs and in addressing problems and concerns? | | |
| | 2.4 What were the main implementation difficulties to date and what have been done to address them? | | |

| | | | |
|---|---|---|---|
| | 2.5 How did the project achieve (or not achieve) value for money? Could the use of the resources be improved? | 2.1, 2.2, 2.3, 2.4, 2.6 and 2.9) | |
| | 2.6 Were the management and coordination arrangements sufficiently clear, adequate and responsive to partners and beneficiaries needs? | | |
| | 2.7 Given the range of implementation arrangements, which ones show to date most value for money and why? | | |
| | 2.8 To what extent could best implementation practices be replicated for the remainder of the projects? | | |
| | 2.9 Has the project leveraged other funds at the country level? | | |
| **3. Effectiveness: were project results achieved and how?** | | | |
| | 3.1 To what extent does the project execution focus on the achievement of objectives? | Document review | Project documentation; project stakeholders. |
| | 3.2 To what extent does the project deliver expected results (quantity and quality as compared with work plan and progress towards achieving the results)? | Interviews with ILO project staff | |
| | 3.3 To what extent do partners and other actors and beneficiaries show interest, commitment and support in project implementation? | Online-survey Telephone interviews with stakeholders | |
| | 3.4 To what extent do target groups/beneficiaries participate in the implementation of the projects? | | |
| | 3.5 To what extent does the project contribute to increasing awareness among local and national stakeholders on the rights of indigenous peoples? | | |
| | 3.6 To what extent does project create new or use the available knowledge (data, methods, tools research, etc.) that contributes to achieving project results? | | |
| | 3.7 What are the main positive and limiting factors that are likely to influence the project results? | | |
| **4. Sustainability: Are results lasting?** | | | |
| | 4.1 To what extent do the projects' stakeholders have ownership of the concept of the Indigenous Navigator? | Document review Interviews with ILO staff | Project documentation; project stakeholders |
| | 4.2 What is the potential to sustain the outcomes of the project beyond the project life cycle? What measures are needed to ensure this? | Online-survey Telephone interviews with | |

| | | | |
|---|---|---|---|
| | 4.3 To what extent can current project key partnerships contribute to the sustainability of the initiatives under the project and to what extent? Would there be other partnerships to consider? | stakeholders | |
| **5. Gender and human rights: are results equitable?** | | | |
| | 5.1 To what extent does the project take gender specificities into consideration in its design and implementation? | Document review<br>Interviews with ILO staff<br>Online-survey<br>Telephone interviews with stakeholders | Project documentation; project stakeholders; commented by expert opinion |
| | 5.2 What role does the ratification or application of ILO Convention 169 (if/where applicable) play during the project implementation? | | |

# Annex 8:Evaluation questionnaire: project implementation partners at country level

| Name | Position | Organization | Date |
|------|----------|--------------|------|
|      |          |              |      |

(A) Relevance

1. To what extent is the Indigenous Navigator consistent with target group's needs and priorities?

|  | Highly satisfactory | Satisfactory | Moderately satisfactory | Moderately unsatisfactory | Unsatisfactory | Highly unsatisfactory |
|--|--|--|--|--|--|--|
| Reflection of target group's needs |  |  |  |  |  |  |
| Reflection of target group's priorities |  |  |  |  |  |  |

> *Please explain "very high" and "high" with examples:*

2. How would you judge the project design?

|  | Highly satisfactory | Satisfactory | Moderately satisfactory | Moderately unsatisfactory | Unsatisfactory | Highly unsatisfactory |
|--|--|--|--|--|--|--|
| Stakeholders' inclusion in design of Indigenous Navigator |  |  |  |  |  |  |
| Clarity of management structure |  |  |  |  |  |  |
| Realism in the design of the Indigenous Navigator |  |  |  |  |  |  |
| Relation with partners and external actors |  |  |  |  |  |  |

(B) **Efficiency: appropriate use of resources**

3. Please comment on project management issues:

|  | Highly satisfactory | Satisfactory | Moderately satisfactory | Moderately unsatisfactory | Unsatisfactory | Highly unsatisfactory |
|--|--|--|--|--|--|--|
| **Level of ILO project management's engagement** with all the project partnership to ensure ownership and leadership over the project |  |  |  |  |  |  |
| Capacity of **ILO project management** to efficiently coordinate, administer and backstop the project implementation arrangements |  |  |  |  |  |  |
| **ILO project management's** ability in ensuring timely delivery of quality outputs and in addressing problems and concerns |  |  |  |  |  |  |
| Adequacy of **ILO project management and coordination arrangements** responsive to partners and beneficiaries needs |  |  |  |  |  |  |
| Clarity of **ILO project management and** |  |  |  |  |  |  |

| | | | | | | |
|---|---|---|---|---|---|---|
| **coordination arrangements** responsive to partners and beneficiaries needs | | | | | | |
| Responsiveness of **ILO project management and coordination arrangements** responsive to partners and beneficiaries needs | | | | | | |
| Level of funds leveraged at country level by partners | | | | | | |

> *Please explain "very high" and "high" with examples:*

4. What were the main implementation difficulties to date and what have been done to address them?

(C) **Effectiveness: achievement of project results**

5. Please answer the following questions:

| | Highly satisfactory | Satisfactory | Moderately satisfactory | Moderately unsatisfactory | Unsatisfactory | Highly unsatisfactory |
|---|---|---|---|---|---|---|
| To what extent does the project execution of the Indigenous Navigator focus on the achievement of objectives? | | | | | | |
| To what extent did partners and other actors and beneficiaries show interest, commitment and support in implementing the Indigenous Navigator? | | | | | | |
| To what extent do target groups/beneficiaries participate in the implementation of the Indigenous Navigator? | | | | | | |
| To what extent does the Indigenous Navigator contribute to increasing awareness among local and national stakeholders on the rights of indigenous peoples? | | | | | | |
| To what extent does the Indigenous Navigator create new or use the available knowledge (data, methods, tools research, etc.) that contributes to achieving project results? | | | | | | |
| Overall, how satisfied are you with the Indigenous Navigator to date? | | | | | | |

> What are the main positive and limiting factors that are likely to influence the project results?

6. To what extent does the project deliver expected results:

| Expected results of Indigenous | Highly | Satisfactory | Moderately | Moderately | Unsatisfactory | Highly |
|---|---|---|---|---|---|---|

| Navigator: | satisfactory | | satisfactory | unsatisfactory | | unsatisfactory |
|---|---|---|---|---|---|---|
| Pillar 1 | | | | | | |
| A consolidated Indigenous Navigator web-portal featuring training and guidance tools is available | | | | | | |
| Indigenous peoples, their networks and organisations in selected countries have increased capacity to monitor their rights and development through the Indigenous Navigator | | | | | | |
| Monitoring results, including data on indigenous women, are uploaded on the global web portal | | | | | | |
| Indigenous peoples have identified and established communication channels with strategic partners for action in selected countries | | | | | | |
| The Indigenous Navigator framework and approach is communicated to national human rights institutions and other key actors for rights-based development, such as UN system, statistical offices and synergies with related processes maximized | | | | | | |
| Pillar 2 | | | | | | |
| Indigenous peoples' human development situation with regard to key SDG-themes such as food security, health, education, access to social protection and employment, etc. is documented and communicated to international stakeholders in the SDG process | | | | | | |
| The high-level political forum (HLPF) that oversees the follow-up and review of the SDG implementation at the global level, as well as key international development actors, are informed about indigenous peoples' needs and aspirations in relation to key SDG goals and targets related to human development. | | | | | | |
| Indigenous peoples' human development situation with regard to key SDG-themes such as food security, health, education, access to social protection and employment, etc. is documented and communicated to governmental and non-government development actors in the selected target | | | | | | |

| | | | | | |
|---|---|---|---|---|---|
| countries. | | | | | |
| Major development actors in the respective countries (multilateral and bilateral development organizations, international NGOs etc.) are informed about indigenous peoples' development needs and aspirations in relation to selected human development-related SDG goals and targets. | | | | | 63 |

## (D) **Sustainability: lasting results**

7. How would you rate the following criteria?

| | Highly satisfactory | Satisfactory | Moderately satisfactory | Moderately unsatisfactory | Unsatisfactory | Highly unsatisfactory |
|---|---|---|---|---|---|---|
| Project stakeholders' ownership of the concept of the Indigenous Navigator | | | | | | |
| Potential to sustain the outcomes of the project beyond the project life cycle? | | | | | | |
| Contribution of the current project key partnerships to the sustainability of the initiatives under the project? | | | | | | |

> What measures are needed to ensure the sustainability of the results of the Indigenous Navigator?

## (E) **Gender and human rights: are results equitable?**

8. To what extent does the Indigenous Navigator advance gender mainstreaming and human rights considerations?

| | Highly satisfactory | Satisfactory | Moderately satisfactory | Moderately unsatisfactory | Unsatisfactory | Highly unsatisfactory |
|---|---|---|---|---|---|---|
| To what extent does the project take gender specificities into consideration in its design and implementation? | | | | | | |
| | | | | | | |
| | | | | | | |

> What role does the ratification or application of ILO Convention 169 (if/where applicable) play during the project implementation?

# Annex 9 Evaluation questionnaire for interviews: ILO project team, project Steering Committee

| Name | Position | Organization | Date |
|------|----------|--------------|------|
|      |          |              |      |

(A) Relevance

1. How would you judge sstakeholders' inclusion in design of Indigenous Navigator?


(B) **Efficiency: appropriate use of resources**

Governance of the Indigenous Navigator: Project management arrangements concerning overall ILO coordination from Geneva, Steering Committee, Coordination at country level

2. What are the strengths, weaknesses, opportunities and threats of the project governance?


3. What were the main implementation difficulties to date and what have been done to address them?

(C) **Effectiveness: achievement of project results**

4. What are the main positive and limiting factors that are likely to influence the project results?

(D) **Sustainability: lasting results**

5. What measures are needed to ensure the sustainability of the results of the Indigenous Navigator?


(E) **Gender and human rights: are results equitable?**

6. What role does the ratification or application of ILO Convention 169 (if/where applicable) play during the project implementation?

# Annex 10  Evaluation survey: project Beneficiaries: National Human Rights Commissions

| Name | Position | Organization | Date |
|------|----------|--------------|------|
|      |          |              |      |

(A) Relevance

1. To what extent is the Indigenous Navigator consistent with the needs and priorities of your National Human Rights Commission ?

|  | Highly satisfactory | Satisfactory | Moderately satisfactory | Moderately unsatisfactory | Unsatisfactory | Highly unsatisfactory |
|--|--|--|--|--|--|--|
| Reflection of your National Human Rights Commission needs |  |  |  |  |  |  |
| Reflection of your National Human Rights Commission priorities |  |  |  |  |  |  |

> *Please explain "very high" and "high" with examples:*

(B) Effectiveness

2a. To what extent did the workshop deliver expected results:

|  | Highly satisfactory | Satisfactory | Moderately satisfactory | Moderately unsatisfactory | Unsatisfactory | Highly unsatisfactory |
|--|--|--|--|--|--|--|
| Awareness about the Indigenous Navigator for systematic data collection on the legislative and policy framework protecting indigenous peoples' rights |  |  |  |  |  |  |
| Knowledge about the **National Questionnaires** that allows users to generate data on the level of *recognition* of indigenous peoples' rights |  |  |  |  |  |  |
| Knowledge of the **Community Questionnaires** for self-assessment that allow communities to assess the level of *realization* of indigenous peoples' rights |  |  |  |  |  |  |
| Knowledge of tools for human rights practitioners, programme developers, and others, who need to understand the links between the UNDRIP and legally |  |  |  |  |  |  |

| | | | | | |
|---|---|---|---|---|---|
| binding human rights conventions | | | | | |
| Creation of a  space for experience-sharing and collaboration among NHRIs | | | | | |
| Discuss strategies and strategize for future NHRI collaboration,    and engagement with international human rights mechanisms and procedures | | | | | |

*Please explain "very high" and "high" with examples:*

3. What are the strengths of the Indigenous Navigator monitoring tools?

4. What are the weaknesses of the Indigenous Navigator monitoring tools?

5. Overall, how useful was/were the Indigenous Navigator workshops (s) for you as a representative of your National Human Rights Commission

## Annex 11  Maps: Location of communities visited in Bangladesh and Kenya