International Labour Organization

Evaluation Office

i-eval Discovery

Improving indigenous peoples' access to justice and development through community-based monitoring Insert title here

ILO DC/SYMBOL: GLO/16/24/EUR

Type of Evaluation: Project

Evaluation timing: Final

Evaluation nature: Independent

Project countries: Bangladesh, Bolivia, Cambodia, Cameroon, Colombia, Kenya, Nepal, Peru, the Philippines, Suriname and Tanzania

P&B Outcome(s): Outcome 6

SDG(s): [Specify the main SDG(s) under review]

Date when the evaluation was completed by the evaluator: 19 October 2022

Date when evaluation was approved by EVAL: Click here to enter a date.

ILO Administrative Office: GEDI

ILO Technical Office(s): GEDI

Joint evaluation agencies: [If relevant, List all UN agencies which participated in the evaluation, then all of these should be listed here.]

Project duration: 1 February 2017 – 31 January 2020

Donor and budget: European Commission [European Instrument for Democracy and Human Rights (EIDHR)], 1,200,000 EUR

Name of consultant(s): Robert Hewat (lead), Lucy Mitchell, Gloria Vela

Name of Evaluation Manager: Marie José Tayah

Evaluation Office oversight: Naomi Asukai

Evaluation budget: USD 50,000

Key Words: *Use the ILO Thesaurus*

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.

Section I: Introduction

1.1 Evaluation Purpose, Objectives, and Intended Use

The evaluation's purpose is to provide expert technical support to the ILO and their partners in analyzing:

- The extent to which the projects achieved their aims and objectives.
- The relevance and coherence, impact, effectiveness, efficiency, and sustainability of project outcomes. and
- Identify key lessons learned and best practices achieved through project implementation.

The evaluation was to identify how donor funding contributed to the achievement of the project's objectives and should help to inform the ILO's and EC's future work in this area. To this end the evaluation applied the Organisation for Economic Co-operation and Development Assistance Committee (OECD-DAC) evaluation criteria, whilst also adhering to other requirements, guidelines and protocols as defined in the ToR, other ILO guidance documents and through the dialog with the ILO's evaluation management team (i.e. primarily during the inception phase, but also through feedback from the management team throughout the evaluation process).

The evaluation's intended audience encompasses all organizations involved in the implementation of Pillars 1 and 2, including the ILO, the donor (European Commission/EC), regional coordination partners (AIPP, FPP, IWGIA and Tebtebba), national level implementing partners (see table 1), the Danish Institute for Human Rights (DIHR) and the Indigenous Peoples' Major Group (IPMG). The findings and lessons learned from this evaluation should also benefit other ILO units engaged in indigenous peoples' (IPs') rights and empowerment issues, and local, national, and regional levels indigenous peoples' organizations (IPOs) and networks. The findings of this evaluation may also be relevant for national, international and development actors, including government officials, UN agencies and bilateral development organizations, civil society organizations, including workers' and employers' organizations.

1.1.1 Focus of the Evaluation

The evaluation focused on Pillars 1 and 2 and designed according to OECD-DAC evaluation criteria. The ILO provided a preliminary list of questions, which were refined in the inception phase. The key aspects evaluated were as follows:

- **Relevance and strategic fit**: The extent to which the objectives were aligned with ILO's results framework, regional, national and local priorities and needs, constituent and the donor priorities for the project countries.
- **Coherence:** the extent to which other interventions support or undermine the projects, and vice versa, including internal/external coherence, synergies with other national and donor projects and project visibility.
- **Impact Orientation**: The extent to which positive and negative changes and effects caused by the projects at the national and global levels were measured, tracked and used to adjust the approach to maximize impact.
- **Effectiveness**: The extent to which the projects have achieved their stated objectives and contributed to broader local development objectives, including analysis of the local context, enabling factors and constraints affecting project implementation and outcomes.
- **Efficiency**: The productivity of the project implementation process measured by the extent outputs achieved are derived from an efficient use of financial, material and human resources.
- **Sustainability:** Review the sustainability of achieved outcomes
- **Application of Recommendation from the Mid-Term Evaluation:** The extent to which recommendations from the mid-term independent evaluation were implemented and good practices scaled-up.
- **Lessons Learned, Best Practices and Success Stories:** Identify any key lessons learned and good practices that arose in the course of project implementation as well as success stories, where indigenous peoples', women's or youth have been able to leverage participation in the projects to achieve outstanding outcomes.
- **Recommendations for future programmes:** Establish the relevance of the programme design and implementation strategy for similar projects. Provide recommendations for follow-up by stakeholders in terms of strategies, institutional arrangements, and on mainstreaming the learning into country level operations.

The evaluation also paid special attention to ILO's cross-cutting issues, including:

- Human rights, norms and social dialogue;
- Gender, Equality, Diversity, Inclusion and Non-discrimination (GEDIN); and
- Impacts on environmental sustainability.

The evaluation also explored unintended outcomes, which were as often relevant and significant as planned outputs/outcomes.

1.2 Evaluation Methodology and Process

Considering the nature of the IN Pillar 1 and 2 projects, the evaluation methodology prioritized qualitative methods, such as interviews, FGDs, stakeholder workshops and field site visits, so as to capture important qualitative impacts and outcomes. Questions focused on changes in the stakeholders' perceptions of the project and the indigenous navigator web-portal and tools, any changes in knowledge, attitudes and behaviours amongst various actors, or any ways in which the project has empowered or inspired local, national and regional indigenous peoples', women's and youth organizations and other intended and unintended outcomes that occurred as a result of the projects. Qualitative analyses were also used to explore some of the more quantifiable aspects, such as numbers of surveys conducted, budgetary efficiency and rates of adoption of Indigenous Navigator (IN) web portal and tools.

The evaluation covered project implementation and outcomes in all 11 of the countries in Africa, Asia and South America. However, considering that Covid-19 travel restrictions still made travel to most target countries impractical, it was only feasible to conduct field site visits and FDGs in Cambodia, where the evaluation team leader resides. Plans to conduct field work in Colombia, was deemed too risky due to the unstable situation relating to elections.

1.2.1 Desktop Study

In coordination with the evaluation manager, the evaluators conducted a comprehensive desktop study, reviewing relevant project documentation, as well as a wide range of related documents, including:

- The original project design documents including logframes (see annex 9).
- Global Indigenous Navigator Project (Pillars 1 and 2) technical progress and final project reports.
- Regional and country level implementation and progress review reports.
- Project monitoring and evaluation documents, including:
  - The Final Independent Evaluation Report from pilot phase (2014-2016).
  - Independent Mid-Term Evaluation report of the Indigenous Navigator (Pillars 1 and 2).
  - Results monitoring matrix and results-based monitoring reports.
- Indigenous Navigator national and community questionnaires, technical guidance notes and training materials (11 modules) prepared by the Danish Institute of Human Rights (DIHR) and consortium partners.
- Country baseline reports and factsheets prepared by consortium partners for Bangladesh, Cambodia, Colombia, Nepal, Philippines and Suriname.
- Comparative analyses of the Indigenous Navigator indicators with the SDGs, UNDRIP, C.169, the outcomes document of the WCIP and other international human rights instruments.
- A wide range of thematic knowledge products / publications developed and published by the Indigenous Navigator or the consortium partners based on Indigenous Navigator data, covering such diverse topics as:
  - Indigenous Peoples and the COVID-19 Pandemic.
  - Indigenous Peoples Traditional Ecological Knowledge, Natural Resource Management and Livelihoods.
  - Indigenous women and gender issues.
  - Indigenous peoples', Good Governance, peacebuilding, justice and strong institutions.
- Various submissions to the Office of the High Commissioner for Human Rights (OHCR), UN Permanent Forum on Indigenous Affairs (UNPFII), High Level Political Forum (HLPF) on Sustainable Development, and IPMG.
- Other media relating to the Indigenous Navigator including online news articles, video clips, webinar recordings and reports captured during GINI events/activities and interviews with local stakeholders.
- ILO Program and Budget (P&B) and Decent Country Work Programmes (DWCPS) covering Bangladesh, Cambodia, Kenya, Nepal, Philippines and Suriname.
- National Sustainable Development Plans / SDG Monitoring and Evaluation Documents and Progress Reports;
- Various other reports and documents relevant to the Indigenous Navigator.

Many of these documents are publicly available through the publications section of the Indigenous Navigator web portal (https://indigenousnavigator.org/node/271/publications?page=2). Other relevant documents were also provided by the evaluation manager and national level reports were also provided by consortium partners. In some instances additional external references were also consulted as a means of verification and triangulation.

A rapid desktop review was conducted to inform the development of the research tools. A more expansive review was conducted in parallel with the primary data collection so that the review also inform the specific interview process (questions), as well as providing reference for cross-verification with FGD and interview responses.

Refer to Annex 2 for a full list of project documents and knowledge products reviewed and to Annex 3 for a list of other documents reviewed as part of this evaluation.

1.2.2 Research Tools: Online and in-person interviews, FGDs and field visits

The ILO has provided a preliminary list of evaluation questions to help guide the evaluation process. During the inception phase the evaluation team has developed these questions into a EQM (see annex 2) including refining the questions, clustering questions and sub-questions, combining redundant questions and adding additional questions to address any gaps. Specific indicators and data sources were then identified to assist in adequately answering each of the evaluation questions. These guiding questions have then been converted into a much simpler set of open questions which can elicit more rich qualitative data from respondents during interviews, FGDs and field site visits (see annex 3).

The gender, disability, youth and other social inclusion / non-discrimination dimensions were considered as crucial cross-cutting analytical dimensions throughout the process of data collection, analysis and reporting. As far as possible the evaluators explored the ways in which gender, age, disability, religious beliefs, social caste or other factors that may lead to discrimination, and assessed the relevance and effectiveness of gender and inclusion / non-discrimination related strategies and outcomes to improve the lives of all.

1.2.3 Online Interviews and Focus Group discussions

Online interviews and focus group discussions were conducted with a total of 50 people representing all of the 22 organizations Indigenous Navigator consortium partners as well as representatives of several representatives of indigenous peoples' organizations. Most interviews lasted from 60-90 minutes, though in some cases they were much longer, and occasionally a little shorter. See Annex 4 for a full list of the people and organizations consulted as part of this assessment.

The consultations supported development of this report, as input to the analysis, findings and recommendations. These were shared with the review team of ILO for clarification and feedback on 13 July, 2022. Prior to the finalization of this report, the initial draft findings and recommendations were discussed with ILO on 22nd July, with discussions on the lessons learned, on the feasibility of recommendations related to project engagement strategies with assorted project partners who attended the presentation via Zoom and provided written feedback thereafter.

1.2.4 Field Visits and direct consultations

Field visits were initially conceived for Cambodia, Colombia and Cameroon, however, were conducted in Cambodia only, as the security situation was not conducive in Colombia and there were travel constraints for the consultant for Cameroon. The Cambodia work included a five-day period from the 29th June until the 3rd of July 2022. A total of 5 different Indigenous Kuy and Bunong communities located in the north-eastern hill provinces of Kampong Thom, Preah Vihear, Steung Treng, Ratanakiri and Mondulkiri were visited and focus-group discussions were conducted with mixed groups of younger and older men and women. See Annex 5 for a full list of the people consulted as part of this assessment.

1.3 Limitations of the evaluation

This final independent evaluation was conducted under a tight timeframe due to constraints on the project side as well as consultants' availability. While the activities were well defined and relatively few, there is a high volume of documentation to be reviewed and a large number of partners and stakeholders to be interviewed. The consultants endeavoured to understand all processes and materials and access all key parties with a reasonable scope and timeframe for discussion.

As the evaluation was conducted in the later stages of the Covid-19 pandemic, international travel to visit consortium partners and local communities in most countries was deemed prohibitively expensive, time consuming and risky. Furthermore, planned field visits in Colombia were deemed too risky due to concerns over potential political unrest during the national elections. Therefore, it was only possible to conduct field work in Cambodia, which obviously limited the evaluators' ability to assess the projects at the ground-level.

Whereas in Asia, Africa and Suriname the evaluators were able to interview representatives of most project partners who had been involved in the project from the outset or at least for the past 2-3 years, for many of the people interviewed in Bolivia, Colombia and Peru, it was difficult to remember clearly the execution of the projects after over 5 years since the project commenced and 2 or 3 years after having completed implementation. Also, as some of the interviewees stated, "many of the people from the community teams that supported the implementation of the project are not here now and, in the case of the communities, their authorities have even changed two or more

times", which made it difficult to locate people from the communities that participated in the project to interview them. The same happened in the case of other actors (such as government officials and human rights organizations), due to the high turnover they have in their positions and the political changes that took place in Bolivia, Colombia and Peru. Additionally, the limitation in connectivity made it difficult to communicate in remote interviews with some of the national implementing partners and people from the communities and even prevented their participation in some cases. In Colombia, the security risks due to the presence of armed groups in the territories where the projects were carried out, increased security risks due to the presidential election process, added to the rainy season, made it impossible to access the territories where the projects were implemented, and therefore did not allow trips to the communities for the elaboration of the Case Study proposed in the terms of reference.

In order to minimize these limitations, the evaluation team stove to conduct extended online interviews and FGDs with the as many representatives of the project partners and key stakeholders as possible, delving deep into their opinions and experiences. Wherever possible, this included conducting online interviews with representatives from indigenous communities and organization who had been involved in the IN project (though only a few could find the time and internet access to participate). The field visits in Cambodia included conducting extended FGDs with representatives of all of the IP communities who had been involved in the project. Furthermore, the desktop literature review was expanded to include a very wide range of reports, publications and background materials, including reviewing many relevant videos of various events, forums and field activities to help build up a better picture of what had transpired and fill in some of the gaps described above.

1.4 Composition of the Evaluation Team

The evaluation team was made up of three external consultants, all of whom have substantial experience working with Indigenous peoples and evaluating indigenous rights and empowerment programs, including previous ILO programs with a focus on Indigenous peoples. The three consultants were as follows:

- Mr. Robert Hewat – Evaluation Team Leader and Lead Evaluator for Asia
- Ms. Gloria Esperanza Vela Mantilla – Lead Evaluator for South America
- Dr. Lucy Mitchell – Lead Evaluator for Africa and Suriname

Further details of the role, responsibilities and qualifications of each of the consultants is provided in Annex 8.

1.5 The ILO and Indigenous Peoples

The ILO is the oldest specialised agency of the UN. It was founded in October 1919 with a mandate to:

"To advance social and economic justice through setting international labour standards."

The ILO is also unique as it has a tripartite governance structure, which brings together representatives of government, employers' and workers organizations in its executive bodies in each country. The ILO's work has focused on establishing labour standards and other normative instruments and supporting tripartite dialogue and consensus. However, the tripartite structure also enables the ILO to reach across local, national, regional and international boundaries in promoting partnerships for decent work, social justice and sustainable development.

The ILO first took an interest in indigenous and tribal peoples during the 1920s, when its work with rural workers made them aware that large numbers of indigenous and tribal workers were suffering from poor working conditions, exploitation and discrimination. Between 1936 and 1957 the ILO adopted a number of conventions to protect workers, including some which apply to indigenous and tribal workers.

In 1957 the ILO adopted Convention No.107 – Convention concerning Indigenous and Tribal Populations, and the following year they also adopted Convention No. 111 Convention concerning Discrimination in Respect of Employment and Occupation, which included specific passages relating to the rights of IPs. However, C.107 was premised on the idea that IPs could only survive if they assimilated into mainstream societies. Over the following decades a total of 27 nations adopted C.107, and today it remains in force in 18 countries, including Bangladesh[1].

However, as a IPs rights movement began to take shape in the 1970s and 1980s, they rejected C107 as founded on an outdated integrationist approach. In 1989 the ILO responded by adopting Convention No.169 Concerning Indigenous and Tribal Peoples Convention, 1989 (ILO C.169) , with the intention of replacing the outdated C.107. In

[1] Ratifications of C107 - Indigenous and Tribal Populations Convention, 1957 (No. 107)
https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:11300:0::NO::P11300_INSTRUMENT_ID:312252

so doing, C.169 recognised that IPs require special rights and protections vis-à-vis the majority populations, articulating a new paradigm for understanding the concerns of IP communities. The principles enshrined in C169 helped to formalise a more progressive and expansive view of the rights of IPs in international law, and also informed the drafting of UNDRIP. Whilst many of the terms and concepts regarding IPs in international human rights law derives from the ILO Conventions, to date only 24 nations have ratified C.169, with most countries in Africa and Asia resistant to adopting it. Whilst the likelihood of many other nations ratifying C.169 in the near future appears low, it remains a vital element of international law relating to IPs and today C.169 is the only international treaty open for ratification that deals exclusively with the rights of these peoples.

Box 1: Key ILO Conventions Relating to Indigenous Peoples Rights and Empowerment

- *ILO Convention No.107 – Convention concerning Indigenous and Tribal Populations,* 1957. Ratified by 27 nations, still in force in 18 nations. http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO:12100:P12100_ILO_CODE:C107
- *ILO Convention No. 111 Convention concerning Discrimination in Respect of Employment and Occupation*, 1958. – Ratified by 175 nations https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO:12100:P12100_ILO_CODE:C111
- *ILO Convention No.169 – Convention concerning Indigenous and Tribal Peoples Convention in Independent Countries,* 1989. – Ratified by 24 nations http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO:12100:P12100_ILO_CODE:C169

The ILO's Decent Work Agenda , with gender equality and non-discrimination as a cross-cutting concern, also serves as a framework for indigenous and tribal peoples' empowerment. Access to decent work enables IP women and men to harness their potential as change agents in poverty reduction, sustainable development and climate change action.

The ILO has also been one of the leading agencies involved in the Inter-Agency Support Group (IASG) on Indigenous Issues, which was formed in 2002 with a mandate to support and promote the mandate of the UNPFII within the United Nations system, which was later expanded to include support for indigenous-related mandates throughout the intergovernmental system.

In 2010 the United Nations Permanent Forum on Indigenous Issues (UNPFII) issued a recommendation that the ILO, OHCHR and UNDP enhance inter-agency coordination to promote and facilitate implementation of international standards on indigenous peoples. To that end, the three bodies formed the UN Indigenous Peoples' Partnership (UNIPP) in 2010, thereby establishing the first UN-led global partnership to promote the rights of indigenous peoples at the country level.

Since the 1990s the ILO has also accumulated a wealth of experience in designing, implementing and managing projects aimed at empowering IP, including:

- Interregional Programme to Support Self-Reliance of Indigenous and Tribal Communities through Cooperatives and Other Self-Help Organizations (INDISCO) – Philippines, 1994-2007.
- Papua Indigenous Peoples Empowerment (PIPE) Programme: Reducing Poverty and Promoting Peace and Development in Papua and West Papua Provinces, Indonesia, 2005-2008.
- ILO and Indigenous and Tribal peoples - support to Indigenous peoples project in Cambodia, 2005-2015
- Building Capacities on Indigenous and Tribal Peoples' Issues in Bangladesh – ILO and NORMES 169 - 2012-2015

The ILO's status within the UN system, it's good standing with national governments around the World and its wealth of experience and expertise in IP issues, places the ILO is in a uniquely strong position to work with and support stakeholders at the international, national, and through local partnerships, even at the sub-national level, to ensure that the implementation and monitoring of UNDRIP, C.169, the SDGs and other international human rights and sustainable development instruments do not contribute to marginalization of IP communities, but rather empowers them to be actively engaged in the SDGs and other national development programs.

Section II: Project Overview

2.1 Background to the Indigenous Navigator Project (Pillars 1 and 2)

This report presents the results of the independent final evaluation of the implementation of Pillars 1 and 2 of the Global Indigenous Navigator Initiative (GINI), which were funded by the European Commission (EC) through the European Instrument for Democracy and Human Rights - EIDHR (Pillar 1) and the Global Public Goods and Challenges Programme - GPGC (Pillar 2) with a budget of EUR3,350,000. The Strategic Objectives (SOs) were:

Box 2: Strategic Objectives of the Indigenous Navigator Project

Pillar 1: ***Improving indigenous peoples' access to justice and development through community-based monitoring.***

SO-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; and engage with relevant stakeholders and processes with a view to identifying policy options for improvements.

SO-2: Key actors for rights-based development use the Indigenous Navigator framework, approach and data.

Pillar 2: ***Promoting indigenous peoples' human development and social inclusion in the context of implementation of the 2030 Agenda for Sustainable Development.***

SO-1: Key international development actors' SDG programming and follow-up is responsive to IPs human development needs and aspirations, as reflected in UNDRIP and C169.

SO-2: IPs development needs and aspirations, as reflected in UNDRIP and C169, are addressed in the context of government and non-government actors' national programming and monitoring in selected target countries.

These projects (referred to herein as GINI Pillars 1 and 2) were built upon the "Indigenous Navigator" project, a EU - funded initiative (EIDHR/2914/340-173), which developed and piloted a community-based monitoring framework on indigenous peoples' rights. Pillars 1 and 2 were designed to consolidate the Indigenous Navigator framework and related tools, and to scale-up capacity building for indigenous communities and networks to make practical use of the framework for community-based monitoring.

They form part of the Global Indigenous Navigator Initiative (GINI), a European Union programme which brings together a consortium of key institutions with an interest in indigenous peoples' rights including 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 (Indigenous Peoples' International Centre for Policy Research and Education). The GINI incorporates global, national and local components. At the global level the ILO manages Pillars 1 and 2, under the strategic guidance of a multi-stakeholder steering committee. The implementation of national level components is managed by a group of 5 regional partner organizations in 11 countries, whereas the National level partners collaborated with local IPOs and communities as outlined in table 1.

GINI also includes a Pillar 3, which was implemented by the IWGIA and focused on strengthening the capacity of IPs to action on issues identified through Pillars 1 and 2 by providing small grants and project planning, implementation and evaluations support. Whilst Pillar 3 is not the subject of this evaluation, the consultants considered to what extent coordination and synergies were achieved between the three pillars.

The Indigenous Navigator aims to ensure that indigenous peoples' rights, needs and priorities are taken into account in national action to implement international standards and commitments such as the Indigenous and Tribal Peoples Convention, 1989 (No. 169), the UN Declaration on the Rights of Indigenous Peoples (UNDRIP), the World Conference on Indigenous Peoples outcome document (WCIP-OD) and the Sustainable Development Goals (SDGs).

The Pilot Phase of the was implemented between 2014-2017 and a final independent evaluation conducted in August 2017. Pillars 1 and 2 of the 2nd phase commenced in February and March 2017 respectively. The implementation of Pillar 1 concluded on 31 January 2020, whereas Pillar 2 was extended until 28 February 2022[2]. With a combined budget for Pillars 1 and 2 of €3,350,000, ILO Evaluation Policy and donor guidelines for project evaluations require ILO to undertake a final cluster independent evaluation covering both pillars.

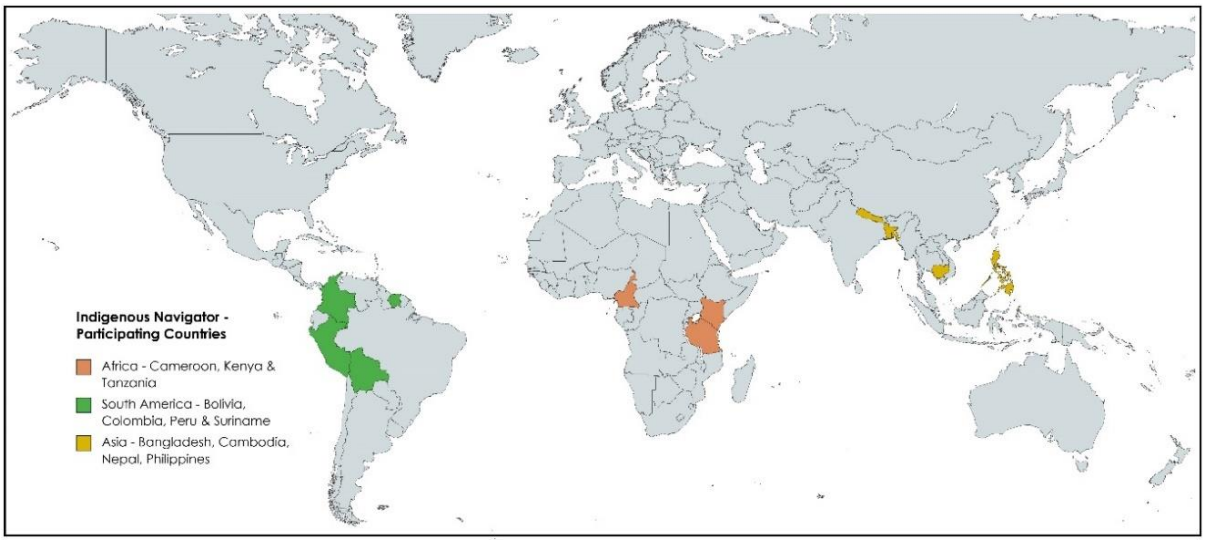
Please see Annex 1 for a detailed description of the outcomes/outputs/activities of Pillars 1 and 2.

2 The duration of implementation of Pillars 1 and 2 varied across the 11 countries; in South America they ended in 2019 (Colombia) and 2020 (Bolivia and Peru), whereas in Africa and Asia Pillar 1 was completed in 2019 and Pillar 2 activities continued until late 2021.

Table 1: GINI Regional and National Level Implementing Partners

Regional Partners	Target Countries	National Partners
ILO	Bangladesh	➢ Kapaeeng Foundation
AIPP Asia Indigenous Peoples Pact	Cambodia	➢ Cambodia Indigenous Peoples' Organization (CIPO)
	Nepal	➢ National Indigenous Women's Federation (NIWF) (Nepal) ➢ Lawyers' Association for Human Rights of Nepalese Indigenous Peoples (LAHURNIP)
FPP Forest Peoples Programme	Cameroon	➢ Association OKANI
	Suriname	➢ Vereniging Van Inheemse Dorpshoofden In Suriname (VIDS)
IWGIA International Work Group for Indigenous Affairs	Bolivia	➢ El Centro de Estudios Jurídicos e Investigación Social (CEJIS)
	Colombia	➢ Organización Nacional Indígena de Colombia (ONIC) ➢ Centro de Cooperacion al Indigena – CECOIN
	Peru	➢ Organización Nacional de Mujeres Indígenas Andinas y Amazónicas del Perú (ONAMIAP) ➢ Peru EQUIDAD
Tebtebba Indigenous Peoples' International Centre for Policy Research and Education	Philippines	➢ The Indigenous Peoples' Major Group for Sustainable Development (IPMGSDG)
	Kenya	➢ Mainyoito Pastoralists Integrated Development Organization (MPIDO) ➢ Indigenous Livelihood Enhancement Partners (ILEPA)
	Tanzania	➢ The Pastoralists Indigenous Non-Governmental Organization's Forum (PINGO's Forum)

Figure 2 – Global Indigenous Navigator Participating Countries in South America, Africa and Asia



Box 3 - The Global Indigenous Navigator Initiative (GINI) Rationale

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).

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.

Pillars 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.

Source: **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.

2.2 Indigenous Navigator in Action

In general, the implementing partners in all 11 countries carried out the following Pillar 1 activities:

i) Training of facilitators for the application of the 'community survey'.
ii) Application of the 'community survey' with communities of indigenous peoples.
iii) Validation of responses to the 'community survey' in the communities.
iv) Uploading data from the 'community survey' to the web platform.
v) Construction of methodologies for monitoring workshops based on the 'national survey'.
vi) Holding workshops to monitor compliance with the SDG goals according to the 2030 Agenda with networks of participating communities, regional and national indigenous organizations, and strategic partners (NGOs, universities, Public Ministry, national public entities and International Organizations), guided by the ´national survey´, taking into account the results of the ´community survey´.
vii) Uploading data from the 'national survey' to the web platform.
viii) Design of country factsheets, monitoring strategy, communication strategies and presentation of results.

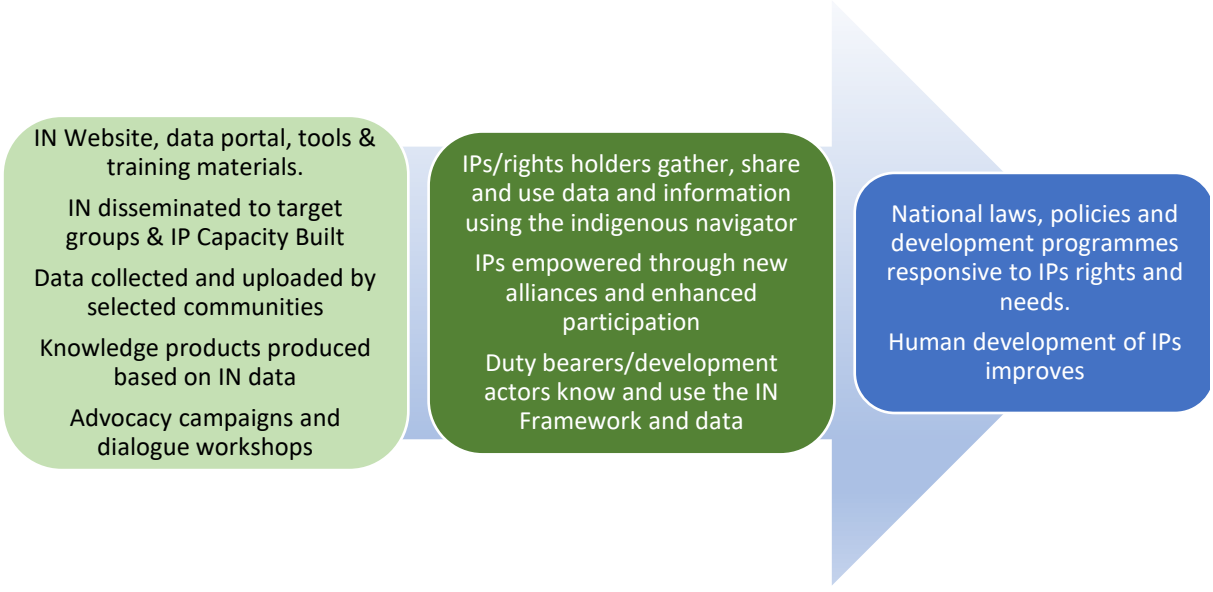
The Pillar 2 activities carried out by the implementing partners were:

ix) In collaboration with strategic partners, preparation of articles, reports, documents based on the results of the surveys;

ix) Presentation at the national level of reports, documents, and articles in advocacy actions that the strategic partners carry out in conjunction with regional and national indigenous organizations before State institutions, companies such as oil companies, international organizations, target groups and the general public.

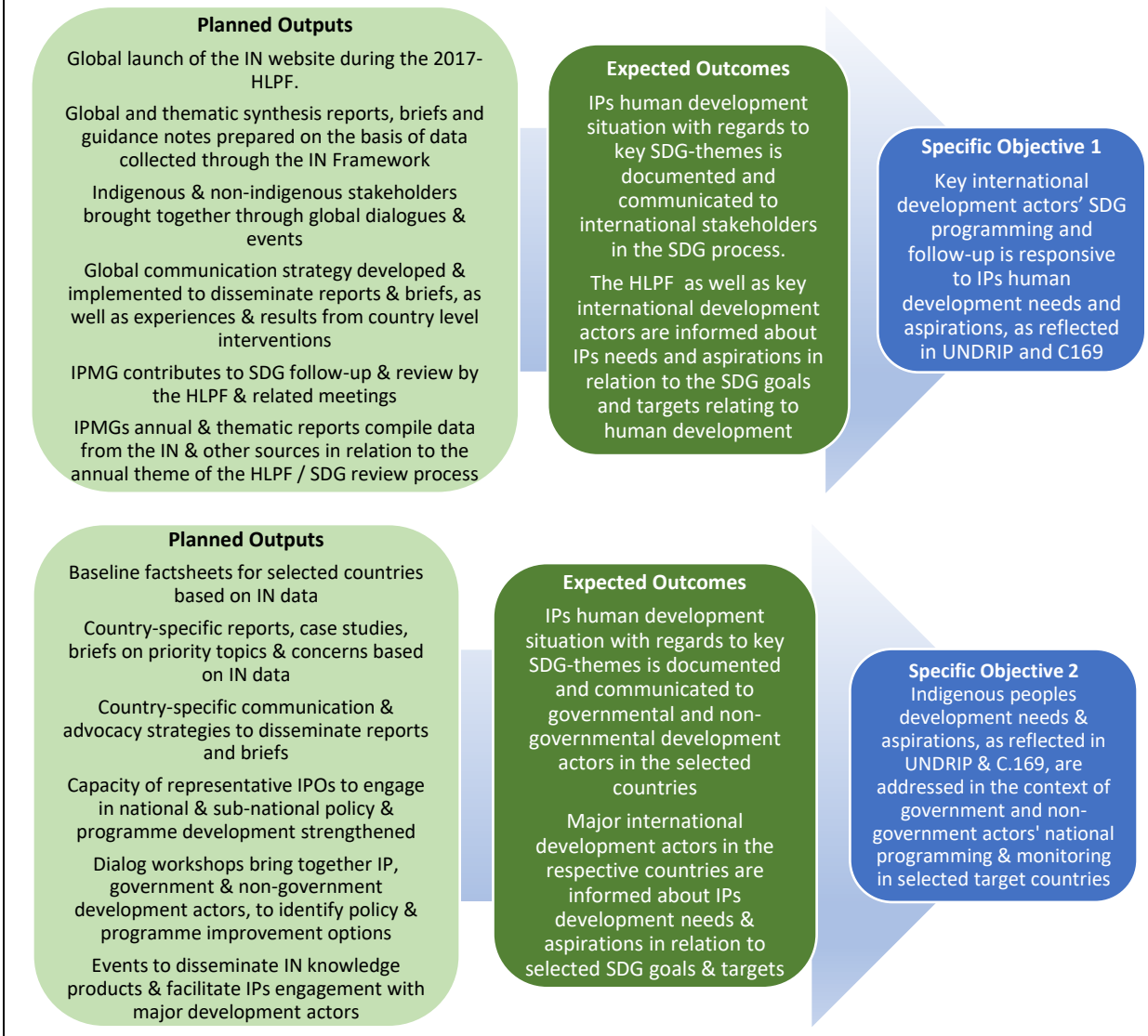
xi) Training for National Human Rights Institutions (NHRIs) – During the first implementation period, three regional NHRI training workshops were carried out in Asia, South America, and Anglophone Africa respectively. NHRIs from the following countries participated in workshops: Thailand, Malaysia, the Philippines, Indonesia, Bangladesh and Nepal; Chile, Ecuador, Peru, Colombia, Venezuela, and staff from the Ministerio Publico of Brasil (as there is no NHRI in the country); Kenya, Tanzania, Uganda, Namibia and South Africa.

Figure 3: Global Indigenous Navigator Initiative (GINI) Pillar 1 - Improving indigenous peoples' access to justice and development through community-based monitoring



SO-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; and engage with relevant stakeholders and processes with a view to identifying policy options for improvements.

Figure 4: GINI Pillar 2: *Promoting indigenous peoples' human development & social inclusion in the context of implementation of the 2030 Agenda for Sustainable Development.*



Source: Indigenous Navigator Results Matrix.

During 2018 three workshops were carried out with NHRIs, including regional workshops in Central America with representatives from the NHRIs of Guatemala, Panama, Costa Rica, Honduras and San Salvador; and in Francophone Africa with representatives from the NHRIs of Algeria, Burkina Faso, Burundi, Cameroon, Chad, Democratic Republic of the Congo and Mali. A final international workshop was conducted during the Expert Mechanism on the Rights of Indigenous Peoples (EMRIP) session in Geneva in July 2018. NHRI representatives from 17 countries in Asia, Latin America and Africa met with the OHCHR and the ILO and engaged directly with the EMRIP session. In addition, NHRI colleagues met with the Special Rapporteur on the Rights of IPs, and a side event was held on applying the NHRI mandate to promote and protect indigenous peoples' rights, in cooperation with the Danish UN Mission to Geneva, Global Alliance of National Human Rights Institutions, the ILO, the Australian Government, and IWGIA.

A brief overview of how the GINI Pillars 1 and 2 were implemented and some of the different obstacles and outcomes in each of the 11 countries is provided below.

2.3 The Indigenous Navigator in South America

The indigenous population of Latin America is estimated to include around 50 million people, from over 500 different ethnic groups, representing nearly 8% of the total population of the region. Peru, and Bolivia have the largest indigenous populations in South America, with around 6 million people or 26% of the population of Peru and around 11-12 million people or 40-70% of the population of Bolivia self-identifying as indigenous. By contrast, the indigenous population of Colombia is estimated at around 1.5 million people or 3.4% of the population.

Since the late 1980s indigenous peoples in Latin America have made great strides forward in terms of securing their rights and their position as relevant actors in the political and social life of countries across the region. In response to tenacious indigenous rights movements many South American nations have moved towards Constitutional recognition of indigenous peoples' rights, including Brazil (1989), Colombia (1991), Peru (1993), Argentina (1994), Venezuela (1999), Ecuador (2008) and Bolivia (2009), marking a shift towards the meta-normative recognition of indigenous peoples as political subjects with the right to collective identities. Furthermore, 15 of the 22 countries that have ratified ILO C.169 are in Latin America, including 9 of the 12 states which make up South America. Most remarkable was Bolivia's 2009 Constitution, which 're-founded' Bolivia as a Plurinational State made up of a plurality of indigenous and other peoples. However, in practice it remains unclear how such a radical approach to self-determination of indigenous nations and peoples, or other constitutional and legal reforms across the region will actually manifest in the long term.

As a consequence of their long struggle for recognition of their (limited) legal autonomy, indigenous peoples in most Latin American countries have attained the right to maintain and strengthen their distinct political, legal, economic, social and cultural institutions, according to international and national law. However, in reality many indigenous people across the region cannot fully exercise their rights to political or economic autonomy in their territories, have continued to be subjected to systemic discrimination and exclusion from economic and political power, denial of their cultural identities, and displacement from their ancestral lands. They are more likely than others to suffer extreme poverty, often live in remote rural areas without access to state services, and all too often experienced human misery caused by conflict. As several of those interviewed said during the evaluation: *"our rights are recognized but public policies are not complied with and that is why it is as if our rights were not recognized".*

2.3.1 Indigenous Navigator in Peru

In Peru, the implementing partners were ***Peru Equidad,*** an NGO that has worked with indigenous peoples for many years, and ***ONAMIAP***, the National Organization of Andean and Amazonian Indigenous Women. Peru Equidad completed the execution of the projects in 2019 and ONAMIAP in 2020. Considering the two implementing partners, ***Pillar 1*** was executed in collaboration with 9 different indigenous communities in five regions of the country, including in both Andean and Amazonian regions (Perú Equidad worked with 5 communities in three regions and ONAMIAP with 4 communities in two regions, separately). In the five regions, the 'community survey' was applied with 9 communities. For the application of the 'national survey' based on the results of the 'community survey' in monitoring workshops, each partner formed networks of community leaders in their region. For ***Pillar 2***, each partner worked separately with its strategic allies to prepare reports and documents and carry out advocacy actions, based on the data and information from the 'community survey' and the 'national survey'. Only one of the documents was prepared jointly between the two implementing partners. Both partners carried out the project in locations and with communities they had been working with for several years prior to the Indigenous Navigator Initiative, and had also worked with IWGIA before. Peru Equidad participated in the implementation of the pilot the project in 2015 and 2016 in one of the towns with which it executed Pillars 1 and 2, and also implementing Pillar 3, with which it supported the creation of a School for Leaders that incorporated the module of monitoring the 2030 Agenda for compliance with the SDGs of Pillar 1.

2.3.2 Indigenous Navigator in Bolivia

In Bolivia, the implementing partner was **CEJIS**, an NGO that has been working with indigenous peoples for several years. CEJIS finished the implementation of the Indigenous Navigator in 2020. ***Pillar 1*** implemented it in two regions, lowlands, and highlands (two municipalities in one region and an autonomous territory in the other region), with local territorial organizations and regional women's organizations, was applicated the 'community survey' through

assemblies, in which people from 29 communities in one region and 20 communities in another participated, belonging to 9 native peoples, each of which has its own language. For the 'national survey', CEJIS formed a network of community leaders who applied it in monitoring workshops, taking into account the results of the 'community survey'. To implement ***Pillar 2***, preparation of documents and reports and carrying out advocacy actions, CEJIS allied itself with about 7 regional organizations and a national coordinator that brings together 32 civil society organizations and human rights institutions. With ***Pillar 3***, various projects have been supported, including a forest protection project for water recharge, as part of the struggles of the peoples for the effects on the right to water caused by mining in the Lomerío region.

2.3.3 Indigenous Navigator in Colombia

In Colombia, the implementing partners were ONIC, the National Indigenous Organization of Colombia, and CECOIN, an NGO that has been working with indigenous peoples for many years. **ONIC** completed the execution of the projects in 2019. It developed them in two interrelated work zones: the first, with communities from two autonomous indigenous territories officially designated by the Colombian state as 'resguardos'; the second, with the authorities that make up the Governing Council of the ONIC (which is based in the country's capital), and strategic allies of other national and regional indigenous organizations and actors from the academic sector, the Church, government institutions and ministries national, and international organizations. In addition to the broad participation, in assemblies, of representatives of the nearly one thousand families that make up the two communities that applied the 'community survey'; 371 people, 226 men and 145 women among leaders, indigenous authorities and allies, participated in the other project activities (conversations, strategy formulation workshops, reports and policies, and socialization events). With the support of ***Pillar 3***, three productive projects were developed in the participating communities: production of organic fertilizers, production of handcrafted fabrics, and strengthening of traditional production systems and community work. ***CECOIN*** carried out its work in indigenous community territories located in the jungle area of biogeographical Chocó, which has a high presence of armed groups.

The work was done with communities and authorities ('cabildos') of 12 indigenous reservations, in a situation of great poverty and effects caused by the armed conflict. A total of 49 interviewers and 185 people were trained in the use of the NI, 73 of them women. To apply the IN tools in these communities, it was necessary to make several adaptations to adapt them to their cultural and physical conditions, and to their political reality, since although the state recognizes their rights, it denies them their effective enjoyment. In carrying out the activities of Pillar 2 with the regional organization and with the national indigenous organization -ONIC-, CECOIN faced many difficulties due to the distance, the little access to urban areas and the limitations imposed by the armed groups in the territories. and the life of the communities. CECOIN finished executing the projects in 2019.

2.3.4 Indigenous Navigator in Suriname

In Suriname, the implementing partner was VIDS (*Vereniging van Inheemse Dorpshoofden in Suriname*), a traditional authority structure with an organization that is embedded within the indigenous social and governance system, as an indigenous peoples organization rather than an NGO per se. Whereas indigenous villages, chiefs and individuals' ethnic identities and territories are not recognized by the state, VIDS engages in ongoing advocacy and capacity building with the indigenous communities and does not approach engagement on a project basis. In cooperation with Indigenous Navigator, VIDS community-based research and data collection was focused on household level data collection in 15 villages, where one dropped out and 14 continued to produce the data sets used for both national level advocacy as well as community priority projects under Pillar 3. The IN work resulted in community baseline reports and a national level Baseline Report of the Situation of Indigenous Peoples in Suriname (2020), stronger awareness within government around the existence of the SGDs and the position and development needs of Suriname's indigenous peoples in relation to the SDGSs. With stronger data, VIDS was able to increase its advocacy efforts, and has been included in the new national platform partnership on SGDs, and invited to provide input to the National Planning Office, resulting in the inclusion of a section on land rights. The IN TOT for indigenous leaders was instrumental in a wider training program being developed, and the IN approach is being incorporated in further activities related to GIS training and mapping of indigenous territories, to be used for further advocacy and legal processes in the country.

2.4 The Indigenous Navigator in Africa

The concept of specific indigenous peoples has been quite controversial within the African continent, where most governments have been reluctant to acknowledge the existence of IPs and their claims to rights, especially political, land and resource rights, arguing that all black Africans are indigenous to the continent. Instead, such peoples are generally classified as vulnerable and marginalized ethnic minorities under national laws. However, the concept is slowly gaining wider acceptance in Africa, with organizations including the Indigenous Peoples of Africa Co-ordinating Committee (IPACC) and the African Court on Human and People's Rights (ACHPR) advocating for the recognition and protection of IPs across the continent. In December 2010, the Republic of Congo adopted a law for the promotion and protection of the rights of indigenous peoples, the first of its kind in Africa.

Africa's many indigenous peoples include 1) hunter-gatherers such as the Baka, Bagyeli, Bedzang, Mporoko and other forest-dwelling peoples of central Africa, the San in Southern Africa, and the Hadzabe, Ogiek, Sengwer and Yakuu of Kenya and Tanzania, 2) nomadic pastoralists such as the Maasai and Samburu in East Africa, and the Amazigh people (Berbers) of North Africa and the Sahel, and 3) some small-scale farmers. They practice different cultures, have different social institutions and observe different religious systems.

In Africa, partners at each level shared their enthusiasm for: the Project's unique adaptability to circumstances; the autonomy they felt in determining approaches and making decisions about strategies within their national and sub-national contexts; and thus their ability to respond to the indigenous communities' preferred approaches and needs, particularly through the Pillar 3 activities. In Cameroon, Kenya and Tanzania, the national and local partners were able to target underserved populations, and engage substantively with key government agencies and forums, to utilise the data generated with indigenous communities as well as situation narratives to inform and influence key processes. Forest Peoples Program (FPP) was the regional consortium partner supporting OKANI Network in Cameroon, whereas Tebtebba acted as regional partner responsible for supporting the national- and local-level partners in Kenya and Tanzania.

2.4.1 Indigenous Navigator in Cameroon

In Cameroon, the lead partner was OKANI Network, a community-based organisation based in the Eastern region of Cameroon established and governed by indigenous Baka peoples in 2006. OKANI Network works to secure the rights of and promote sustainable livelihoods for indigenous forest peoples. OKANI works in largely intact, biologically and culturally rich forest ecosystems in Cameroon which face imminent threats including logging, oil palm plantations, roads and coastal infrastructures development.

OKANI works with 54 indigenous forest-dwelling communities in the Eastern and Southern Regions of Cameroon. Over the past 15 years OKANI has played an increasingly important role in mapping ancestral lands and documenting indigenous knowledge and resource management systems, and using this information to advocate for changes in policy and practice to increase recognition of indigenous rights. OKANI has supported campaigns on behalf of forest peoples to challenge destructive developments such as large-scale agribusiness plantations and ensure new protect areas consider indigenous peoples' rights. They also support sustainable livelihoods and community conservation initiatives and participatory video techniques to empower indigenous peoples and recognise their role in protecting forests and biodiversity. OKANI is also a founding member and currently serves as the secretariat of the Gbabandi Forest Peoples Platform, a federation of ten indigenous forest peoples' organisations (IPOs) representing indigneous Baka and Bagyeli communities, who once inhabited forested areas throughout the country, but have increasingly suffered from internal displacement from the forests into poorly serviced resettlement camps. OKANI and Gbabandi work closely together to support and empower Cameroon's indigenous forest Peoples in improving their living conditions through the promotion and respect of their rights. The IN Project focus area covered two zones, 1) Mambele Zone (Boumba and Ngoko Department), Eastern Region, and 2) Bipindi-Lokoundje Zone (Ocean), Southern Region, where they collaborated with three local partners working with Baka communities on community- and household-level data collection and advocacy.

The community-generated data highlighted the impact that low birth registration, and therefore lack of citizenship documents amongst indigenous forest-dwelling peoples in Cameroon, has in terms of restricting the participation of IPs in many aspects of public life. Citizenship documents are necessary to access education and other services, to move freely around the country, vote, initiate legal procedures, apply for jobs, and perform many other essential life activities. Lack of birth registration leads to disproportionate exclusion from the enjoyment of most legal rights.

Therefore, under Pillar 3 a single project approach was pursued, focusing on advocacy and action to secure citizenship papers to support legal recognition of forest dwelling Baka communities and thus enable them to access to services and other basic rights stemming from formal, legal identity.

Box ?? - Gbabandi Indigenous Forest Peoples' Platform - Cameroon

The Gbabandi platform was established in 2016 with support from the EU and currently comprises twelve indigenous organisations, representing indigenous forest-dwelling Baka and Bagyeli communities, with others expected to join in the near future. Gbabandi fills a gap that no other civil society platform or national NGO offers to indigenous forest peoples in Cameroon – notably, direct representation and advocacy *by indigenous forest peoples themselves*. Member organisations are based throughout Cameroon's forested Southern and Eastern regions representing Baka and Bagyeli peoples (it is hoped that Bedzang will join soon). Each organisation has links with local Baka and Bagyeli communities in its area of operation. It is estimated that over 100 indigenous communities have links with the platform through these different member organisations, and this number is growing. Platform members currently include: ABAGUENI, ADEBAKA, ABAWONI, ADEPA, ARBO, ASBABUK, ASBAK, ASBANGO, CADDAP, Li Mabé, Nga sam tè adjè, and the OKANI Network.

2.4.2 Indigenous Navigator in Kenya

In Kenya, the implementing partners were Indigenous Livelihoods Enhancement Partners (ILEPA) and the Mainyoito Pastoralist Integrated Development Organization (MPIDO) in Kenya, and. PINGOS is an umbrella org with a number of IPO represenatatives and other local NGOS that it collaborated with during, as well as outside, the IN Project. ILEPA and MPIDO address human rights and social justice, environment, climate change and local level development in Kenya. For the IN Project they focused on 6 sites, in south Kenya, mostly in Massai comminities, and 3 in the border areas. The Project partners enabled key workshops with the different actors in Kenya - insitutions that are related to IP as well as independent commissions and other actors in civil societ. ILEPA/MPIDO particpated in the Kenya SDG forum, and a steering committee with inverntions in 47 counties of Kenya; they were also invited to join a committee on drought and food security, representing IP/Pastoral communiites, and the National Gender and Equality Commission has invited them to contribute to a project for a national inclusive development framework for marginalised communities. Significantly, with the the National Bureau of Statistics (NBS), IN partners are to be listed as a non-state actor generating valid, useful data. Overall, Kenya has been recognised as 2nd runnerup in promoting localistaon of the SDGSs in Africa, which has been attributed in part to the IN Project. Examples of Pillar 3 community prioirty activities were building school canteens and health dispensaries in areas never previoulsy serviced.

2.4.2 Indigenous Navigator in Tanzania

Implementation of the Indgigenous Navigator program in Tanzania was managed by the Pastoralists Indigenous Non-Governmental Organization (PINGOS), who worked in close collaborations with other sub-partner NGOs, IPOs and communities. The IN project was implemented in four districts , including Longido (Maasai community), Mbulu (Hadzabe community), Simanjiro (Maasai community) and Kiteto (Akie community) both of them being the pastoralists and hunter and gatherer communities in Northern Tanzania, for the proejct's primary activities and wider alliance building. They also worked with the key government institutions such as the Commission on Human Rights and Good Governance and the National Bureau of Statistics. Through the data generated via project activities in 5 villages (240 people surveyed), the main partner PINGOs was able to help communities develop fact sheets on their local situations, develop a complaint/grievance document to be lodged regarding tribal lands misappropriation, and bring a large group of indigenous leaders to meet with the President in Dedamma. A major focus in Tanzania was the education on laws and policies related to land rights, where conservation imperatives have been progressing without involvement or consideration of indignous pastoralist community needs and interests. The Pillar 3 projects focussed mostly on supporting alternative livelihood strategies, for example with beekeeping/hives.

"Indigenous peoples are always narrating their stories but the government needs data and now communities can say "this is the data, this is what we have".

"This project is communally owned and the government has been involved, it created a nice cooperation between community, CSOs and government, to ensure that indigenous peoples are not left behind".

2.6 Indigenous Navigator in Asia

There are an estimated 260 million indigenous peoples representing over 2,000 distinct civilizations and languages living in Asia, or around two thirds of the world's indigenous peoples.[3] In general Asian countries rarely refer to indigenous peoples, instead referring to them as tribal or customary communities, hill peoples, etc. and given that most Asian countries were never subjected to large-scale European settler-colonization, there is a reticence to apply the term indigenous to ethnic minorities as the majority population usually also considers themselves as either original people of their nations or having lived in a certain area for centuries or millennia .

Regional level consortium partners in Asia included AIPP, who were responsbile for coordinating the project in in Bangladesh, Cambodia and Nepal whereas Tebtebba implemented the program in the Philippines. All of the regional partners were highly positive about the project and recognised the strong efforts made by the national partners, who are noted under each country project activity summary below.

2.6.1 Indigenous Navigator in Bangladesh

The Indigenous Navigator in Bangladesh was implemented by Kapaeeng Foundation, with the support and supervision of AIPP and the ILO Country office. In fact, Bangladesh was the only country where the ILO had a staff member allocated to support and oversee the implementation of the IN projects. Kapaeeng Foundation also collaborated closely with a network of local IPOs. The main activities and outcomes in Bangladesh to date include:

- Kapaeeng Foundation has facilitated 40 IP communities to conduct data collection activities through community consultation using the Indigenous Navigator tools and uploaded data to IN web-portal.
- These surveys covered a total of 150,000 IPs, out of an estimated total of around 2 million IPs in Bangladesh.
- 80 IP community volunteers were engaged, trained and mentored as IN data collectors / factilitators.
- Many other indigenous men, women and youths were directly engaged through consultation meetings, training activities, dialogue workshop, alliance building and other related activities.
- Based on the data collected through Pillar 1 activities, Kapaeeng Foundation supported 10 Indigenous Peoples Organizations (IPOs) to access small grant through Navigator Pillar 3 in order to implement initiatives to enhance community peoples' rights in different domains, including: health, education, access to justice, language, land, fundamental freedoms, consultation and consent, employment and self-government, etc.
- In 2020 Kapaeeng Foundation used data collected through Indigenous Navigator to produce a "*Bangladesh factsheet"* and a *"Rapid Assessment Report on The impact of COVID-19 on Indigenous and Tribal Peoples in Bangladesh" and* IN data was also used to strengthen Kapaeengs Annual human rights reporting and other research and publications.
- At the community level Kapaeeng Foundation and the ILO raised awareness of IPs rights by arranging a series of dialogue-workshops during which official government-data and community generated-data were compared and gaps and key human rights and sustainable development concerns were identified and discussed.
- At the national level, Kapaeeng Foundation and the ILO arranged a series of training workshops, discussions and dialogue-workshops with representatives from more than 30 indigenous organizations' and many different government agencies, NGOs, CSOs, and Academia, including the NHRC, BBS, the Citizen Platform for SDGs, Bangladesh, and the Ministry of Chittagong Hill Tracts Affairs, to discuss and promote efforts to enshrine and align the rights of IPs with national commitments including the SDGs, UNDRIP, ILO C.169, WCIP-OD and the 7th Five-Year-Plan of Bangladesh Government.
- In the lead up to the 6th National Census (scheduled for 2021 but postponed until June 2022), Kapaeeng, ILO and representatives of several IPOs and communities successfully lobbied the Director General of Bangladesh Bureau of Statistics (BBS) to include questions about ethnicity in the census and to generate disaggregated data regarding indigenous men and women to allow for better monitoring of the rights and development status of different ethnic groups, including IPs. This is one of the most important achievements of the IN in Bangladesh, because the results will give us a fairly accurate picture of the numbers and spread of IPs and other ethnic minorities in Bangladesh for the first time. Furthermore, depending upon whether and in what form the BBS makes this data publicly available, it should enable statistical analyses and inform planning for sustainable development of IPs.

[3] Errico (2017) *The rights of indigenous peoples in Asia Human rights-based overview of national legal and policy frameworks against the backdrop of country strategies for development and poverty reduction.* ILO, Geneva.

2.6.2 Indigenous Navigator in Nepal

In Nepal the Indigenous Navigator was coordinated by the Lawyers Association for Human Rights of Nepalese Indigenous Peoples (LAHURNIP) in close collaboration with and under the administrative supervision of AIPP. In turn LAHURNIP built a broad coalition of local CSOs and relevant government agencies including Nepal's three umbrella IPOs, as well as various Nepalese NGOs and other CSOs with an interest in IPs rights and empowerment. This included the establishment of a mechanism called the Coordination Group, consisting of three key IPOs (NEFIN, NIWF and YFIN) to guide and facilitate the project implementation, as well as a broader network of allies, including:

- Nepal Federation of Indigenous Nationalities (NEFIN)
- National Indigenous Women's Federation (NIWF)
- Youth Federation of Indigenous Nationalities (YFIN)
- Nepal Indigenous Disabled Association (NIDA)
- National Indigenous Disabled Women's Association of Nepal (NIDWAN)
- Federation of Nepalese Indigenous Nationalities Journalists (FONIJ)
- National Coalition Against Racial Discrimination (NCARD)
- Indigenous Women's Legal Awareness Group (INWOLAG)
- Indigenous Media Foundation (IMF) and Indigenous Rights Foundation (IRF)
- Terai Human Rights Defenders Alliance (THRD Alliance)

LAHURNIP's coalition-building and advocacy work also extends to a number of key government agencies and bodies, including:

- National Campaign for Sustainable Development (NACASUD-Nepal)
- National Human Rights Commission (NHRC)
- National Foundation for Development of Indigenous Nationalities (NFDIN)
- Adivasi Janajati Commission (AJC)
- Tharu Commission (TC)

The main activities and outcomes from the implementation of IN Pillar 1 and 2 in Nepal included:

- LAHURNIP facilitated 8 IP communities to conduct data collection activities through community consultation using the Indigenous Navigator tools and uploaded data to IN web-portal.
- 22 indigenous men and 10 indigenous women from 22 IP communities were engaged, trained and mentored as Indigenous Navigator volunteer data collectors and community dialogue factilitators;
- Many other indigenous men, women and youths were directly engaged through consultation meetings, training activities, dialogue workshop, alliance building and other related activities;
- A broad coalition of local IPOs, NGOs and relevant government agencies was strengthened and expanded. This coalition was crucial in expanding awareness about UNDRIP, ILO C.169, SDGs and the and the constitutional and legal reform processes[4] and also had considerable success in advocacy efforts to promote amendments to the constitution, implementation and monitoring of UNDRIP, ILO C.169 advocated for adoption of the National indigenous Peoples Development Plan.
- A number of handbooks to UNDRIP, ILO C.169 and SDGs were produced and translated into local IP languages.
- A number of policy briefs and other documents were produced advocating greater inclusion of IPs in the national development plans, and amendments to the 2015 Constitution[5].
- An Indigenous Coordination Committee was established at the national level, including LAHURNIP, NEFIN, NFDIN, the NHRC, the Ministry of Federal Affairs and General Administration (MoFAGA) and the newly established Avidasi Janajati Commission (AJC) and Tharu Commission (TC).

[4] For example the Indigenous Media Foundation has translated ILO C.169 into 21 local languages and spread awareness about UNDRIP, C.169, SDGs and the constitutional and legal reform processes through its radio, television, online & print media. https://www.indigenousmediafoundation.org/publication

[5] **LAHURNIP, NEFIN, NIWF, YFIN, NIDA, NCARD and INWOLAG (2018)** "*Alternative Report of the Indigenous Peoples of Nepal to the Sate Report Submitted by the Government of Nepal to the Committee on the Elimination of Racial Discrimination*." Submitted to the "95th Session of the United Nations Committee on the Elimination of Racial Discrimination Office of the United Nations High Commissioner for Human Rights (OHCHR)" Kathmandu, Nepal, March 2018. https://www.ecoi.net/en/file/local/1436714/1930_1530175084_int-cerd-ngo-npl-30811-e.pdf

- The Committee, in consultation with representative IPOs, experts, concerned government ministries and other authorities, prepared a National Action Plan for the Implementation of the Convention no. 169. That action plan had been submitted to the then Local Development Minister, but is still pending cabinet review.
- Advocated for expansion of the official list of IPs to include an additional 22 groups and also for the immediate adoption of the National Indigenous Peoples Development Plan
- Based on the data collected through Pillar 1 activities, LAHURNIP supported 10 Indigenous Peoples Organizations (IPOs) to access small grant through Navigator Pillar 3 to implement initiatives to enhance rights in different domains, including: health, education, access to justice, language, land, fundamental freedoms, consultation and consent, employment and self-government, etc.
- In 2019 LAHURNIP used data collected through Indigenous Navigator to produce a factsheet about indigenous peoples in Nepal[6] and in 2021 they also used data from the IN community surveys to draft a report regarding IPs and the 15th Five-Year National development plan (2020-2024)[7] provides for numerous interventions directly refer to and relevant for indigenous peoples.
- The training provided to the Nepal NHRC was also deemed highly effective as it strengthened their commitment and engagement with safeguarding IPs' rights. It also led to the production of the first ever government review of the implementation of ILO C.169. This first of its kind study sets an important precedent not only for the Government and IPs of Nepal, but also for the monitoring of ILO C.169 globally[8].

Overall IN pillars 1 and 2 have contributed significantly to the key processes of national policy dialogue relating to IPs and sustainable development within the context of federalization, administrative and constitutional reform.

In the Nepal context, Indigenous Navigator was a very timely and highly strategic and intervention, which bolstered the efforts of local CSOs, IPOs and the concerned government agencies such as the NHRI and fledgling IPs institutions. Given that the Government of Nepal has adopted one of the most comprehensive frameworks of international agreements relating to human rights and sustainable development, including UNDRIP, ILO C.169, WCIP Outcome Document and Agenda 2030/SDGs[9], the Indigenous Navigator consortium partners were also able to leverage these commitments and apply them to commence construction of a national framework and institutions for monitoring progress on IPs rights and development, and to support ongoing efforts to advocate for ongoing reform of the 2015 constitution.

> *"The indigenous communities we worked with in Nepal understood the importance of collecting data, and some indigenous peoples have started to collect data, which is very valuable, which is one part of the strength, though it's not really well organized, but at least the Indigenous Navigator helped them to collect data in their communities, it was in the process of collecting that data and analysing the data which is very crucial for indigenous peoples."*

[6] **LAHURNIP (2019)** *Baseline factsheets on the situation of indigenous peoples of Nepal.* Indigenous Navigator, August 2019. https://indigenousnavigator.org/publication/nepal-fact-sheet

[7] **LAHURNIP (2021)** Assessing the Impact of Advocacy Initiatives on Indigenous Peoples' Development Agenda in Nepal: Focusing on the fifteenth five-year plan 2019/20 – 2023/24. Indigenous Navigator, May 2021. https://indigenousnavigator.org/publication/assessing-the-impact-of-advocacy-initiatives-on-indigenous-peoples-development-agenda

[8] **National Human Rights Commission of Nepal (2019)** *ILO Convention 169: Indigenous and Tribal Peoples Convention, 1989. Implementation Status Report.* National Human Rights Commission, Lalitpur, Nepal.
https://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=&cad=rja&uact=8&ved=2ahUKEwiFk9K4uvb4AhULyGEKHeGVCDgQFnoECEAQAQ&url=https%3A%2F%2Fnepalindata.com%2Fmedia%2Fresources%2Fitems%2F16%2FbILO_169_Implimentation_Report_English_NHRC_Jestha_2076.pdf&usg=AOvVaw1-SwJ4yG_6M-fZLc4PI8b

[9] The Government of Nepal has adopted a total of 45 international conventions and declarations relating to human rights, humanitarian law and the environment, including UNDRIP, ILO C.169 and Agenda 2030 for Sustainable Development (the SDGs). Other key international human rights conventions to which Nepal is a signatory include:

- International Convention on the Elimination of All Forms of Racial Discrimination, 1966 (ICERD);
- International Covenant on Civil and Political Rights, 1966 (ICCPR);
- International Covenant on Economic, Social and Cultural Rights, 1966 (ECOSOC);
- Convention on the Elimination of All Forms of Discrimination against Women,1979 (CEDAW);
- Convention on the Rights of the Child, 1989 (CRC);
- Convention on the Rights of Persons with Disabilities, 2006 (CRPD)

Other key conventions relating to sustainable development, the environment and climate change to which Nepal is a signatory include:

- Convention on Wetlands of International Importance, 1988 (Ramsar);
- Convention on International Trade in Endangered Species of Wild Fauna and Flora, 1973 (CITES);
- Convention on Biological Diversity (1992) – Which recognizes the dependency of IPs on biodiversity and their role in its conservation.
- Kyoto Protocol to the United Nations Framework Convention on Climate Change, 1997
- Instrument of Ratification (Paris Agreement)

Source: **Government of Nepal (2018)** *List of multilateral treaties to which Nepal is a party and a signatory*. Kathmandu).
https://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=&cad=rja&uact=8&ved=2ahUKEwj6y6veOvf4AhWMEYgKHayWB-gQFnoECAMQAQ&url=http%3A%2F%2Fwww.molipa.gov.np%2Fwp-content%2Fuploads%2F2019%2F04%2FList-of-Multilateral-Treaties-Signed-by-Nepal.pdf&usg=AOvVaw3Btq4JR6fCHKsby2NBSBUM

2.6.3 Indigenous Navigator in the Philippines

Tebtebba Foundation (Indigenous Peoples' International Centre for Policy Research and Education) was responsible for implementation of the Indigenous Navigator in the Philippines. Tebtebba was also a regional consortium partners responsible for supporting national partners in Kenya and Tanzania.
At the national level in Philippines they worked in close collaboration with a network of local CSOs and IPOs as well as building upon their relations with strategic partners in local government.

Activities and outcomes from the implementation of IN Pillar 1 and 2 activities by Tebtebba and their partners and allies in the Philippines included:

- During inception workshops a total of 52 participants from 31 indigenous communities; and forty-three indigenous peoples from two organizations were given training in their rights under the IPRA, UNDRIP, C.169, WCIP-OD and the SDGs as well as the approach and purpose of the IN.
- Dialogues for peacebuilding and good governance, particularly in relation to the long running conflict in Mindanao, community-based natural resource management, with other issues such as appropriate education for IPs, sustainable economic development and various other issues.
- Tebtebba facilitated 2 IP communities to conduct data collection activities through community consultation using the Indigenous Navigator tools and uploaded data to IN web-portal. Data was actually collected in all 8 target communities but the data from 6 communities has not yet been uploaded,
- 10 indigenous men and 8 indigenous women from 8 IP communities were engaged, trained and mentored as Indigenous Navigator volunteer data collectors and community dialogue facilitators;
- Many other indigenous men, women and youths were directly engaged through consultation meetings, training activities, dialogue workshop, alliance building and other related activities;
- Discussions and sharing of information were conducted with different stakeholders, for instance, the Philippines Statistics Authority, the National Commission on Indigenous Peoples and the Philippines' Commission on Human Rights (which has been using the Navigator tools).
- Establishing networks with the following CSOs: IDEAS Palawan, Environmental Legal Assistance Center (ELAC), Coalition Against Land Grabbing (CALG), Philippine Social Enterprise (PhilSEn), Social Watcli, and the Fr. Oming Mapansa Foundation.
- Engaging with the National Commission on Human Rights on the development of their Human Rights Observatory and with the National Commission on Indigenous Peoples (NCIP) on key issues of indigenous peoples in the country.
- Sustained dialog with the National Statistics Office led to the inclusion of ethnicity in the 2020 housing census. The inclusion of an ethnicity variable in the 15th Census on Population and Housing in September 2020, we may finally see a close estimate of the number of indigenous peoples in the country and where they are with the inclusion of an ethnicity variable.
- Facilitating a number of IPs to attend including the Asia Pacific Forum for Sustainable Development, 18th session of the UNPFII, and the 2019 High Level Political Forum, where they also distributed copies of the Philippines Fact Sheet and Policy briefs.
- An very important though unintended outcome from the IN programme in the Philippines was the establishment of a working relationship between IPs and the University of Mindanao to collaborate on indigenous curriculum develoment. According to one of the local indigenous leaders, based on their experience implementing the IN they were approached by researchers from the Faculty of Education at the University of Mindanao to support the development of indigenous curriculum materials and other efforts to implement the Departmental Orders regarding the adoption and implementation of a National Indigenous Peoples (IP) Education Policy and Curriculum Framework. This work is ongoing.

The data gathered and experiences and networks developed through the experience of implementing the IN in the Philippines (and their support role in Kenya and Tanzania) have also contributed to many other publications produced by Tebtebba, such as many other articles on diverse subjects relating to IPs their series of policy briefs and the regular Indigenous Informatics E-newsletter (https://www.tebtebba.org/index.php/resources-menu/policy-briefs-and-information-service).

"Translating and adapting materials and concepts into the local context really was a huge challenge. We had to translate the questionnaires, training materials, guides, etc. into our national language and then into local languages, as well as translating concepts into more easily understandable terms. This was a huge amount of work, especially as there are so many different languages in the Philippines, but it proved vital when it came to training and data collecting.
We also face big challenges in uploading, updating and maintaining the data because those involved in data collecting really lack the resources needed to update the data regularly. An important sign of success is when the community partners can see how the tools and the data collected is helpful in their advocacy campaigns and planning community projects. Development projects come and gone, year-after-year, and when we first started working on the IN project, we thought it was really just the same, but the IN is trying to establish changes that are much longer term, by providing the us with a framework and tools as well as training and capacity building, strengthening our agency to advocate for our own rights and plan, implement and monitor our own sustainable development projects."

2.6.4 The Indigenous Navigator in Cambodia

In Cambodia the Indigenous Navigator was coordinated by the Cambodian Indigenous Peoples Organisation (CIPO), in collaboration with the Cambodian Indigenous Peoples, Youth and Women's Associations (CIPA, CIYA and CIWA), the Highlander Association and various other local NGOs and IPOs. CIPO's efforts focused on working with four Kuy and Bunong communities living in 31 villages in several provinces in the hilly north-eastern part of Cambodia.

- A total of 23 IPs were trained as IN data collectors and were involved in the data collection process in 4 IP communities.
- Community sureveys were conducted in 4 IP communities in Kampong Thom, Preah Vihear, Steung Treng and Modulkiri Provinces and the data has been analysed and uploaded to the IN web portal.
- Community surveys were integrated into the work plan of CIPO and their community partners as part of the documentation of IP communities, which also includes particiaptory land mapping and participatory planning and monitoring.
- CIPO in collaboration with CIPA, CIWA and CIYA strengthened their existing engagement with the Department of Ethnic Minority of the Ministry of Rural Development (MRD) through regular meetings to update them on the IN and discuss issues relating to IPs.
- As a result of lobbying by CIPO and their partners on May 6th 2019 the government of Cambodia officially established the Inter-ministerial "Working Group to Lead and Implement the National Policy on the Development of Indigenous Peoples (WG-LI-NPDIPs) and a number of joint-activities were proposed and implemented by the Working Group.
- Based on the data collected through the IN CIPO and their allies facilitated the partner communities to develop and implment plans to conducted advocacy on critical issues and community development activities, including:

- **Bangkoeunphal Village, Preah Vihear Province:** Supporting indigenous Kui forest defeners in Bangkoeunphal Village, Preah Vihear Province to protect their sacred and production forests from illegal logging and land grabbing.
- **K'bal Romeas village, Steung Treng Province:** Assisting indigenous Bunong people in K'bal Romeas Village, Steung Treng, who were victims of forced resettlement due to dam construction.
- **Andas Village, Kampong Thom Province:** Supporting indigenous Kui communities in Andas Village, Kampong Thom, who had undergone a significant degree of Khmerization (integration into mainstream society). CIPO and community stakeholders used data collected through the IN as the basis for participatory learning and action by youth groups.
- **Laoka and other Bunong Villages, Mondulkiri Province:** CIPO's largest and longset running program is in Mondulkiri province, where CIPO and their allies have been supporting Bunong people for several years. In 2017-2018 data was collected in Laoka and surrounding villages, and used to support advocacy campaigns against the expansion of plantations and other land grabbing, and to claim back their rights over their ghost forests and sacred mountains.

For a more comprehensive discussion regarding indigenous peoples and the indigenous Navigator Program in Cambodia please refer to Annex 14.

Section III: Findings

3.1 Relevance, Coherence and Strategic Fit

Box 3: Key Findings on Relevance, Coherence and Strategic Fit

- **GEDIN:** In general, the projects approach to GEDIN was good, although the approach, survey instruments, training materials and guidance did not have a strong, specific focus on gender, equality and IPs living with disabilities.
- **Environmental Sustainability**: The IN did not have an explicit focus on environmental sustainability, but environmental issues rose to the fore in many localities.
- **Responsiveness to stakeholder needs:** The project's design and implementation were highly relevant and responsive to the needs and priorities of indigenous peoples across all 11 countries. The initial needs identification and Project design was essentially top-down, but bottom-up process were fostered through the process of implementation, thus modeling a dialectic or "top-down, bottom-up, meeting-in-the-middle approach."
- **Ownership:** Ownership varies between regions, particularly in relation to the web portal, and consideration needs to be given to the best institutional arrangements for hosting a global IN data portal or many national level portals. Regional and national partners generally in Asia and Africa have a strong sense of ownership. Community-level ownership was reportedly strong in those countries but has not been verified; but in South America in particular they felt that fully ownership (apply the surveys and also use the web platform and advocating national and international with the information provided by the platform) it´s very difficult,
- **Alignment with National Sustainable Development Planning Frameworks (NSDPFs)**: The project design was aligned with the NSDPFs in each of the 11 countries, but the NSDPFs for most countries remain quite weak in terms of identifying and developing strategies, targets and indicators relating to IPs. As such the IN can be seen as trying to expand these NSDPFs to better accommodate the sustainable development needs and aspirations of IPs. In this sense, the IN is an important tool to strengthen Indigenous Peoples' rights and to demand from the states that the rights are not only recognized in national regulations, but that they be applied and implemented in the territories
- **Alignment with the ILO and UN Normative Frameworks on IPs:** The IN was deeply rooted in the ILO and UN Normative Frameworks on IPs, and represented a bold, innovative and highly strategic effort to implement key elements of the UN's System-wide action plan for implementing UNDRIP and advancing understanding of and political will to properly implement and monitor the framework.
- **Indigenous Navigator and the SDGs:** The IN was structured around the SDGs and was an excellent example of localization of the SDGs. It helped IPs/IPOs and government agencies to develop a much broader and deeper understanding about the SDGs and identify key gaps in the implementation of SDGs in relation to IPs.
- **Relevance to ILO Constituent and Donor Needs and Priorities:** The IN projects were highly relevant to the ILO's Mandate and built upon the work they had previous done under Pro-169 and other programmes. However, IPs still appear, from outside, to be "a round peg in a square hole" within the ILO and further effort is needed to mainstream IP issues within the ILO itself. The projects were also highly relevant to the EU/EIDHR Priorities.
- **Theory of Change (ToC)**: The IN's approach made sense and was adapted to the real needs and concerns of Indigenous Peoples and the countries. However, there were several flawed assumptions in the ToC, goals were very ambitious and the training and capacity building needs were underestimated in the design.
- **External linkages:** IN networking efforts to build external linkages at the international level was quite solid, although it was undermined by the Covid-19 pandemic.

"Globally, specific information on the impact of social protection measures on indigenous men, women and children is limited. The scarcity of disaggregated data on the social and economic situation of indigenous peoples affects both the formulation of appropriate measures and the monitoring of their effects".

ILO (2018) *Social protection for indigenous peoples: an essential component of national development strategies*. ILO, Geneva. https://www.ilo.org/wcmsp5/groups/public/---ed_protect/---protrav/---ilo_aids/documents/publication/wcms_626564.pdf

To assess relevance, the evaluation team analyzed the examined the main project documents, consulted with consortium partners and key stakeholders to capture their perspectives regarding how and to what extent the Indigenous Navigator reflected their priorities, and took into consideration their needs. In this part of the team's analysis, the evaluators also examined how effectively the ILO adjusted its assistance to respond to emerging needs resulting from the ongoing COVID-19 pandemic.

To evaluate the coherence and design validity of the Indigenous Navigator, the evaluators assessed the extent to which the project design and Theory of Change (ToC) aligned or conformed with or responded to the National Sustainable Development Planning Frameworks (NSDPFs) in each of the target countries, including the Decent Work Country Programme (DWCPs) and UN Development Assistance Frameworks (UNDAFs) for each country where such planning documents have been developed. The evaluators also analysed the project design's alignment with international normative frameworks and national policies and programmes relating to IPs including the extent to which progress has been made by the target countries towards meeting their commitments to international normative and sustainable development frameworks.

3.1.1 Gender, Equality, Diversity, Inclusion and Non-Discrimination (GEDIN)

Box 4: Key Findings: Inclusion, Diversity and Non-discrimination

- The project design placed the principles of inclusion, non-discrimination and to a lesser extent diversity and at the heart of the IN.
- However, discourse and policy making regarding IPs always entails risks of exclusion of certain groups. As such there is a need for IPOs and their allies to remain mindful and empathetic towards other vulnerable minority groups considered non-indigenous and attempt to seek ways to support their rights and inclusion.
- The term Indigenous Peoples and Local Communities (IPs&LCs) has been adopted elsewhere, however it is heavily contested some IP representatives, including the United Nations Permanent Forum on Indigenous Issues (UNPFII), since it is feared that it will erode or impede IPs collective rights..

The GINI Pillars 1 and 2 were managed by the ILO's GEDI (Gender, Equality, Diversity and Inclusion) branch, and the ILO project staff shared a deep understanding and commitment to identifying and addressing GEDIN issues. Similarly, most of the consortium partners were CSOs with a strong commitment to social justice and GEDIN issues, though of course the interpretation of GEDIN issues and the relative emphasis placed on addressing different aspects thereof can vary considerably across the different cultural and institutional contexts.

Through the lens of GEDIN the Indigenous Navigator approach can be described as:

- A rights-based framework for promoting appropriate forms of social protection, inclusion and non-discrimination for indigenous men, women and children;
- Attempting to bring the situation facing indigenous men, women and children into sharper focus and amplify their voices through participatory monitoring and advocacy for sustainable development; and
- Promoting the formulation of national and sectoral strategies to extend social protection, inclusion and non-discrimination to indigenous men, women and children.

The project design itself placed the principles of inclusion and to a lesser extent diversity and non-discrimination at the heart of the Indigenous Navigator. In particular, the project's emphasis on increasing the visibility of IPs in national statistics and development planning and strengthening their agency to advocate for their own rights and to plan, implement and monitor their own sustainable development projects and agendas clearly seeks to address issues relating to the exclusion of IPs from full participation in the social, political, economic, environmental management and other affairs affecting them, as individuals, communities and part of the nation as a whole.

There were different evaluator opinions on the approach to GEDIN, where in South America it was perceived that there was no approach adapted to the situations of the communities at the local level, and in Africa the partners considered it flexible and assumed responsibility to adapt to each local context. The following are some of the diverse observations raised by the interviewees regarding the way in which the GEDIN approach was proposed or understood by different partners:

- It was not taken into account that the issues of gender, equity, diversity and inclusion have different understandings and are handled very differently by indigenous communities, e.g., "the issue of LGBTI did not come up because they do not have those terms in their language or in their understanding."
- The approach was limited to quantitative aspects that did not allow reflecting cultural aspects and worldviews in terms of gender and diversity, nor specifying the real situation of the communities in these issues: "the number of women and men is made visible, but not there a component that made it possible to clearly differentiate diversities", nor did it allow the gender gaps to be clearly identified, e.g., in education and health."
- There were many quantitative questions, and for this the communities had difficulty answering them, "because it is the entities (health centers and educational institutions, e.g.) that have that information."
- The approach 'fell short' to working on these issues in the communities, "the key for the communities is the family and that is why the women have a handicraft project that favors the family, not only the women"; "When violence against women is talked about in an assembly or focus group, there is a tendency to deny it and that is why if you want to investigate more within the communities about the relationship between men and women, you should have other spaces for women , not in an assembly, which was the way that was suggested to them and that was agreed upon with the communities".

One of the interviewees stated that "despite the weaknesses of the approach it was striking that the results of the community survey show how women have contributed significantly to survival as ancient peoples; From the reflection on the results of the survey, the conclusion was drawn that indigenous women, in all life cycles, have made contributions to the cultural and biological permanence of the peoples, from the teaching of the mother tongue, knowledge in production, medicine, spirituality, food that have been fundamental for physical and identity survival; Likewise, in the last 30 years she has actively participated in the claim and defense of the rights of indigenous peoples; however, this contribution has been little recognized and valued within the organizational processes".

In a similar vein, the partners acknowledged that the community priorities expressed through the Pillar 3 projects were in many cases, "women focused" or on issues identified and emphasized by women, related to health care (dispensary and access to clinic), education (canteens in school), irrigation/water (reducing distances walked by women) and beekeeping, to support alternative livelihoods. In Cameroon, and Tanzania the partners held some separate meetings and discussion with women and youth and targeted disabled persons to participate, in increase their voices in the processes; in Suriname, there are increasing numbers of women in chief positions, and it was considered unnecessary to segregate activities.

In terms of inclusion, diversity and non-discrimination as variables and objectives under GEDIN, the project design placed the principles of inclusion and to a lesser extent diversity and non-discrimination at the heart of the IN. It is not clear how partners were chosen, and how they in turn chose their target communities to participate in all cases. Given that discourse and policy making regarding IPs frequently excludes certain groups, and risks the creation of discriminatory categories based on bureaucratic criteria, it is important to always be mindful and empathetic towards other groups considered non-indigenous vulnerable minorities.

The approach in most countries attempted to increase cross-cultural understanding about indigenous peoples within government and the broader society, and thus undermine some of the many common stereotypes or stigmatizations of IPs, as well as integrationist paradigms, that seek to civilize IPs and bring them into the mainstream of national

life, identity, religious and economic affairs. Greater cross-cultural understanding should in theory should lead to decreased discrimination and increased openness to diversity. In reality, changing social attitudes and behaviours which are often based on deep-entrenched prejudices, is usually an incremental process and prone to back-sliding.

One important observation relating to social inclusion is that the egalitarian ideals, communal nature and close kinship ties which often exist within and between IP communities means that in some cases development partners may prioritize rolling out an intervention in a limited group or area (ie. as a pilot program), whereas IP leaders may demand that their entire, extended community should be involved. As such the consortium partners need to consider approaches which respond to community expectation of social inclusion, including allocating sufficient budget and resources.

Indigenous Navigator's approach to Gender and Equality

Box 5: Key Findings relating to Gender and Equality

- Gender and equality issues were not as explicitly addressed in the design, although they were embedded in the IN Framework through SDG5, SDG10 & SDG16, as well as through UNDRIP
- 14 out of 112 questions included in the Long National Questionnaire" and 27 /133 questions on the long community questionnaire were specifically focused on women and girls or were gender disaggregated. This was reasonable given that most other questions also related to IPs / communal and other human rights still highly applicable to indigenous women.
- The focus was mostly on discrimination and marginalization of IP women by the state and other external parties, with less attention paid to gender and equality issues within IP communities.
- The project appears to have adopted a tangential or emergent approach to issues of gender and equality, raising awareness amongst IP communities regarding gender and equality issues through training and discussions about the SDGs, UNDRIP, C.169, and other agreements (such as CEDAW)
- As such it was largely left up to local partners and community data collectors to decide how to collect data and approach discussions about gender and equality
- 2 documents regarding IPs and gender were produced. This helps to translate data into more meaningful descriptive / qualitative analysis supported by quantitative data.
- Overall the design and implementation of the IN Pillar 1 did an excellent job of balancing the twin imperatives of respecting and elevating the rights of IPs to self-determination and self-governance, whilst mainstreaming and generating debate and action regarding gender and equality issues. This was particularly evident in the project countries in Africa, Asia and Suriname, both within IP communities and networks and also at the national level, and to a lesser extent in South America. The design of Pillar 2 enabled IP communities, networks and their allies with government and civil society to elevate their perspectives as indigenous women and men to key national forums, UN and other donor agencies and the broader international community, although this was done more through the regional partners and less by the country level Ips/IPOs themselves.

Whilst the ILO, consortium partners and many people from within indigenous organizations and communities clearly share a strong interest in issues relating to gender, equality and social justice in general, the project did not have a strong focus on gender and equality issues.

Gender and equality issues were not as explicitly addressed in the project design, although they were embedded in the Indigenous Navigator Framework through the focus on the SDGs (particularly SDG5: Gender Equality, and SDG10: Reduced Inequality, SDG16: Peace, Justice and Strong Institutions) UNDRIP (Particularly Articles 2, 6, 7, 9, 17, 18, 21, 22 and 24).

"Raising gender and social inequality issues in IP communities can be difficult and we felt we had to be fairly attuned to the sensitivities that often surround such issues, but we raised it many times, we wanted to make sure that women were answering as well, and I think we did get a breakdown of how many men and women were responding, although we didn't get it for all of the communities. I think some of them just said, we're doing it as a community, we're not individuals, we are a community! So, at the end of the day, it wasn't ideal, but it was certainly something we were aware of and tried to address, to the extent that we could, whilst also respecting the autonomy of the partners and stakeholders."

A total of 14 out of 112 questions included in the Long National Questionnaire" (see Box 6) and 27 out of 133 questions on the long community questionnaire (see Box 7) were either specifically focused on women and girls or were gender disaggregated. This was reasonable given that most of the other questions also highly relevant to indigenous women, even if the questions were not framed according to gender. Furthermore, given the need to minimize the length and complexity of the survey tools, it would be difficult to include many more gender focused questions without making the tool impractical. Furthermore, the tools and approach were adapted to each different context, with questions translated or left out of the survey, and the data gathering approaches varied, sometimes using a mix of interviews and FGDs, targeting men or women, or sometimes mixed, as determined appropriate by the community enumerators. The project appears to have adopted an emergent approach to issues of gender and equality, assuming that discussions about such issues would or should emerge organically from the process of learning about their rights according to UNDRIP, C.169, the SDGs and WCIP-OD and other normative instruments.

Only two of the publications produced by the IN were specifically relating to the situation facing indigenous women:

- ONAMIAP (2020) So we don't get left behind: Indigenous women in front of SDG (Peru); and
- ILO and IWGIA (2020) Indigenous women's realities: Insights from the Indigenous Navigator.

Overall the design of the Indigenous Navigator Pillars 1 did a good job of balancing the twin imperatives of respecting and elevating the rights of IPs to self-determination and self-governance, whilst also mainstreaming and generating debate and action regarding gender and equality issues, both within IP communities and networks and also at the national level, whereas the design of Pillar 2 enabled IP communities, networks and their allies with government and civil society to elevate their perspectives as indigenous women and men to key UN and other donor agencies and the broader international community.

Box 6: Questions in the "*IN Long National Questionnaire*", which were gender focused or disaggregated

14. *Has the State, since 2008, received specific comments/recommendations concerning indigenous peoples' rights from any of the following mechanisms/monitoring bodies? - The Committee on the Rights of the Child (CRC); or The Committee on the Elimination of Discrimination Against Women (CEDAW)?*
15. *If yes, please consider if the progress of implementation of recommendations from these bodies (CRC / CEDAW) is: None/Poor / On-going, Partially / Accomplished / Fully accomplished / Not relevant*
22. *If disaggregated data exists, does the data show that indigenous women are lagging behind with regards to achieving the SDGs as compared to indigenous/non-indigenous women?*
23. *Has the State developed policies & programs to promote capacity building & strengthen leadership of indigenous women?*
54. *Since 2008, how many indigenous men, women and children have been victims of killings (intentional homicide)?*
55. *Since 2008, how many indigenous men, women and children have died as a consequence of armed conflict?*
58. *Are there indigenous women and men that hold seats/s in national parliament?*
62. *Have all indigenous women and men recognised citizenship? If not, what (estimated) proportion of indigenous women and men have recognised citizenship?*
78. *What is the proportion of indigenous men and women living below the national poverty line?*
94. *What is the tertiary education enrolment rate for indigenous men and women?*
101. *What is the maternal mortality ratio for indigenous women?*
103. *What is the adolescent birth rate (10-14 and 15-19years) per 1000 women among the indigenous population?*
106. *What is the proportion of young indigenous men and women (aged 15-24) not in education, employment or training?*
107. *What is the employment rate of young indigenous men and women in the formal sector?*

Source: **DIHR and Indigenous Natigator (2020)** *Indigenous Navigator: Long National Questionnaire.* https://indigenousnavigator.org/publication/long-national-questionnaire

Box 7 - Questions in the "IN Long Community Questionnaire," which were either specifically focused on women and girls or were gender disaggregated

Questions 14. & 15. Approximately how many women/men have personally felt discriminated against or harassed within the last 12 months on the basis of one or more of the following grounds of discrimination identity (indigenous/ethnicity), gender, age, income?

44. Approximately, how many women and men (or couples if titles are held by both spouses) of your people/community have title deeds or other binding agreements in recognition of their individual rights to land?

62. Since 2008, how many men, women and children from your community have died as a consequence of armed conflict?

63. Since 2008, how many men, women and children from your community have been victims of killings (intentional homicide)?

67. Approximately, how many women and girls (aged 15 and older) have experienced the following incidents of violence in the last 12 months? Intimate partner, community member, non-community member, harmful practice?

69. Approximately, how many adult women and men from your community have recognised citizenship?

70. Approximately, how many adult men and women of your people/community have the possibility to vote in elections for national and local government?

71. Are there any men or women from your people/community who have seats in national parliament and/or elected local government bodies?

90. Approximately how many men and women in your community/people do you consider poor?

94. How many men and women from your community live below the national poverty line?

95. Approximately, how many men and women of your people/community is covered by social protection programs (social health protection, old age pension, unemployment benefit, benefit s during maternity leave)?

100. How many of the children (boys/girls) in your community participate in organized learning (pre-school) one year before they enter primary school?

101. Approximately, how many girls and boys of your people/community complete primary school?

102. Approximately, how many girls and boys of your people/community complete secondary school?

103. Approximately, how many women and men of your people/community enrol in tertiary (higher) education?

115. What is the maternal mortality rate in your people/community?

118. Which are the most important traditional occupations performed by women in your people/community (list up to five)?

119. How has the importance of these traditional occupations for women changed over the last 20 years?

120. What are the main barriers or restrictions for performing these traditional occupations today?

126. Approximately, how many young men and women (15-24 years) in your community/people are employed in the formal sector (i.e. have jobs with normal work hours and regular wages, that are recognized as income sources on which income taxes must be paid)?

128. Approximately, how many young women (15-24 years) in your community/people migrate from your traditional territory and lands in search of work?

129. Since 2008, have any men or women of your people/community been victims of forced labour?

130. Since 2008, have any men or women from your people/community been victims of trafficking?

131. Are any girls of your people/community victims of the following types of child labour?

- *Work that affects the education or training*
- *Work that affects health, safety or morals*
- *Slavery, prostitution, illicit activities*

125. How many of the young men and women (aged 15-24) in your people/community are not in education, employment or training?

133. How many young women and men (15-24 years) of your community/people are enrolled in vocational education programmes at secondary or post-secondary level

Source: **DIHR and Indigenous Natigator (2020)** *Indigenous Navigator: Long Community Questionnaire.* https://indigenousnavigator.org/publication/long-community-questionnaire

Indigenous Peoples Living with Disabilities

Disability rates amongst IPs are often quite high due to their exposure to armed conflict, mines and unexploded ordinance, natural and man-made disasters, poor access to health care, the physically strenuous and risky nature of their work and environment, as well as other factors. Indigenous Peoples living with disabilities also often face particular hardship, and a high risk of literally being left behind, such as when a natural disaster or armed conflict engulfs their community. Conversely, many indigenous communities have some form of social institutions to ensure that the elderly and people living with disabilities are provided for, though such indigenous social safety-nets may also fail in times of acute hardship.

Whilst IPs living with disabilities may only represent a small percentage of any given community, it is still very important to capture their interest, views, concerns and needs, which may be quite specific and divergent from the rest of the community. Given the physical, social, cognitive and other limitations that disabilities can impose, they can easily be overlooked or left out of data gathering activities unless specific attention is paid to seeking them out, going to interview them in their home, adapting the questions or interview techniques and using relatives or caregivers to aid in interviews, as well as interviewing their relatives or caregivers obtain an idea of the social and economic impacts of disabilities on the family and community.

Disability is referenced in various parts of the SDGs and specifically in parts related to education, growth and employment, inequality, accessibility of human settlements, as well as data collection and monitoring of the SDGs.

In the WCIP Outcomes Document contains the following articles concerning IPs with disabilities:

> ***WCIP-OD Paragraph 9:*** *We commit ourselves to promoting and protecting the rights of indigenous persons with disabilities and to continuing to improve their social and economic conditions, including by developing targeted measures for the aforementioned action plans, strategies or measures, in collaboration with indigenous persons with disabilities. We also commit ourselves to ensuring that national legislative, policy and institutional structures relating to indigenous peoples are inclusive of indigenous persons with disabilities and contribute to the advancement of their rights.*
>
> ***WCIP-OD Paragraph 10:*** *We commit ourselves to working with indigenous peoples to disaggregate data, as appropriate, or conduct surveys and to utilizing holistic indicators of indigenous peoples' well-being to address the situation and needs of indigenous peoples and individuals, in particular older persons, women, youth, children and persons with disabilities.*

However, in the IN project only one question in both of the "Long National Questionnaire" and the "Long Community Questionnaire" addresses issues relating to IPs living with disabilities –

> ***IN Long Community Questionnaire Q.108:*** *Do the school(s) in your community provide access to adapted infrastructure and materials for students with disabilities.*
>
> ***IN Long National Questionnaire Q.18:*** *If the state has developed an action plan, strategies or other measures to achieve the ends of the UNDRIP, do these comprise special measures to promote and protect the rights of indigenous persons with disabilities, and to improve their social and economic conditions?*

This appears to the evaluators as a minor but important gap, which does in fact appear to have been identified by project partners through the various analyses they conducted comparing the UNDRIP, C.169, WCIP-OD and the SDG indicators, but which was not carried across in a meaningful way to the survey tools and training.

in conclusion, no new knowledge products regarding the situation facing indigenous peoples living with disabilities have yet emerged from the IN data gathering and analysis.

Gender Diversity and LGBTQI+

Issues of diversity relating to gender-diverse or LGBTQI+ remain quite problematic or sensitive topics in many indigenous communities, though this can also vary and in some indigenous societies diverse gender identities have been part of the social arrangements and culture since time immemorial. In general, IN partners and IP leaders interviewed did not considered gender diversity to be particularly relevant or cross-culturally appropriate issues to explore as part of the project, unless these emerge organically from the concerns of IPs through the data gathering and analysis process. The evaluators agree with this position.

3.1.2 Environmental sustainability

Box 8 – Key Findings on Environmental sustainability

- The IN Pillars 1 and 2 had no significant negative environmental effects.
- In future the IN would benefit from Environmental and Social Safeguards Planning (ESSP), both to help identify, monitor and manage risks and as an action to normalize the application of ESS. It is not clear if ESS or any other risk assessment tools were used when planning / evaluating Pillar 3 community projects.
- IN Pillars 1 and 2 did not have an explicit focus on environmental sustainability.
- However, environmental issues rose to the fore amongst many, if not most of the IP communities in the 11 countries involved in the project.
- All of the countries involved are considered very-high to mega-diverse countries, with much of the remaining biodiversity found in IP territories.
- All of the countries involved have high or extreme vulnerability to climate change – especially the Philippines and Bangladesh.

The IN Pillars 1 and 2 do not seem to have had any significant negative environmental effects, although the project does not seem to have applied an Environmental and Social Safeguards Framework (ESSF) during the planning phase, so it is difficult to assess to what extent environmental and social impact mitigation measures were considered and planned for. Future programming would benefit from the application of an ESSF, so as to better identify, manage and monitor any potential negative impacts.

Whilst the strong self-interest and important role of IPs in sustainable environmental management and climate change mitigation and adaptation is increasingly considered an important element of the global response to environmental degradation and climate change, the IN Pillars 1 and 2 did not have an explicit focus on environmental issues.

However, despite the lack of a focus on environmental sustainability, it rose to the fore amongst many, if not most of the IP communities in the 11 countries involved in the project. Opposition to large-scale dams, mining, logging and forest conversion were key IP community concerns in most of the target countries including Bolivia, Colombia, Peru and the Philippines, whereas the documentation of ongoing violence and intimidation in an attempt to evict IPs from remnant forest and savannah ecosystems to make way for the expansion of protected areas and wildlife reserves and forested border areas were major focus areas in Bangladesh, Cameroon, Kenya and Nepal. In Cambodia, efforts to secure CLTs were usually linked to efforts to protect Ghost Forests (sacred forests used as cemeteries) and other forest and swidden lands traditionally managed by IP communities.

All of the 11 countries involved in the IN projects are considered to have very high levels of biodiversity. Most notably:

- Bolivia, Colombia, Peru and the Philippines all included amongst the World's 17 megadiverse nations.
- Cameroon, Kenya and Tanzania are famous for their abundance of mega-fauna and other iconic wildlife, extensive forest and savannah or pastoral areas, in many cases gazetted as reserve areas overlapping with indigenous territories.
- Cambodia's forests are considered to be the last refuge of many species now extinct elsewhere in Southeast Asia. These ecosystems were largely protected from exploitation by a quarter century of war and a legacy of landmines, but since the cessation of hostilities deforestation rates have skyrocketed as the government,

private sector and impoverished communities all compete and collaborate to exploit the remaining forests and take possession of the lands as quickly as possible.

- Despite having one of the highest population densities on earth, Bangladesh still hosts a very high level of biodiversity, especially in the upland areas and remanent forest areas on the plains, where many IPs live. The Sunderbans mangroves and freshwater "hoar" wetlands are considered globally significant both as wildlife habitat, protection against typhoons, storm surges and flooding, and also as huge pools of ecosystem carbon storage.
- Nepal also has very high biodiversity including an estimated 22,000 species and in particular an abundance of flowering plants, despite the countries' relatively small land area. Many of Nepal's sub-alpine and alpine ecosystems are highly vulnerable to climate change, whereas the once lush montane forests are increasing subjected to forest fires[10], landslides and other disasters.
- Suriname is the smallest and least populated country in South America, and amongst the 11 countries involved in the IN Project. Whilst Suriname's overall biodiversity is somewhat lower, this is because it is a very small country with a limited diversity of major ecosystems. But with 90% of the country still well covered in tropical rainforest, mangroves and other species rich ecosystems, Suriname is remarkably biodiverse despite its small size and one of the only countries in the World considered to be carbon negative. As UN Secretary General António Guterres stated during a recent visit to Suriname:

"*Suriname gives 'hope and inspiration to the world to save our rainforests*"[11]

All of the countries involved in the IN project are considered highly vulnerable to climate change, whereas the Philippines and especially Bangladesh are amongst the most severely threatened nations globally, with sea level rise, cyclones and storm surges already causing coastal communities to seek refuge in the already overcrowded mega-cites of Dhaka and Manila. Mountainous nations including Nepal, Bolivia, Colombia and Peru all face challenges due to melting glaciers, seasonal flooding and drought, as well as landslides. Other countries like Cambodia face both the problem of climate change couple with the transnational issue of upstream dams on the Mekong and its tributaries. Suriname was one of the first nations to adopt the Nationally Determined Contributions (NDCs) and despite being an oil exporting country it abundance of mangroves and forests make it one of the few carbon negative countries in the World. However, most of the population is very poor and around 90% of Suriname's human activity occurs along the north coast, with settlements and farmlands threatened by sea level rise and saltwater intrusion.

There is a widely held contention that engaging IPs more effectively in biodiversity conservation and climate change mitigation and adaptation represents a win-win situation for a number of reasons, including:

- Many of the world's biodiversity hotspots including most of the world's tropical forests and wetlands are located within IPs customary territories. This demonstrates that IPs have generally acted as good ecological custodians and offers opportunities to expand biodiversity conservation efforts beyond national parks and other government protected areas, as well as climate change adaptation and mitigation.
- Learning from Traditional Ecological Knowledge - IPs often possess a deep knowledge about the ecology and biodiversity of their environment through oral traditions and daily praxis. Their effective participation in conservation programs as experts and frontline managers and defenders of ecosystems, biodiversity and natural resources would result in more locally adaptive, comprehensive, cost-effective conservation and management of ecosystems, biodiversity and natural resources as well as climate change adaptation and mitigation efforts worldwide.
- Climate Change Adaptation and Mitigation - Indigenous Peoples have played a key role in climate change mitigation and adaptation. There are many examples from around the World where IPs who ancestral territories have been recognized have done a better job of managing ecosystems and resources than in adjacent areas, including government protected areas. Preserving large areas of forests and other essential ecosystems would not only support climate change objectives, whilst securing the rights and sustainable livelihoods of IPs.

[10] See: **NASA Earth Observatory Blog (2021)** A Fierce Fire Season in Nepal. Scientific blog. https://earthobservatory.nasa.gov/images/148185/a-fierce-fire-season-in-nepal &
[11] UN Secretary General (2022) *Suriname gives 'hope and inspiration to the world to save our rainforests': UN chief. UN News article, 2 July 2022* https://news.un.org/en/story/2022/07/1121892

- Indigenous peoples are some of the most vulnerable groups to the negative effects of climate change, and despite the fact that they have contributed the least to greenhouse gas emission and other environmental issues, they are often unfairly blamed and even criminalized for forest destruction.
- Conversely, many responses to climate change, including expanding biofuel plantations, large scale wind, solar and hydropower projects, increased mining of lithium and other minerals, and even forest carbon projects threaten further loss of ancestral forests and resources, what might be described as a new 'low-carbon' tragedy of the commons.

Box 9: The UNEP's *"Scientific blueprint to tackle the climate, biodiversity and pollution emergencies"* refers to IPs 19 times, including passages recognizing the need for the recognition of rights and the meaningful participation of IPs.

"Achieving sustainability will entail interventions across scales and sectors and changes to incentive structures, management systems, decision-making processes, rules and regulations. Transformed incentive structures would encourage conservation and discourage actions that result in environmental degradation. Systems for policymaking, planning and managing natural resources and the use of lands and waters would be coordinated across sectors and jurisdictions; pre-emptive in addressing emerging threats via effective environmental monitoring and evaluation; include meaningful participation, especially of stakeholders and rightsholders such as indigenous peoples and local communities; and be designed for resilience and adapted to uncertainties." (Page 29)

"Recognition of the custodial traditions and knowledge of indigenous peoples and local communities is also important. Pastoral, cropping and forestry practices can sustain biodiversity while supporting local livelihoods, avoiding land degradation and embracing restoration of degraded lands." (Page 32)

Source: **UNEP (2021)** *Making Peace with Nature. A scientific blueprint to tackle the climate, biodiversity and pollution emergencies.* UN Environment Programme, Nairobi, Kenya. https://www.unep.org/resources/making-peace-nature

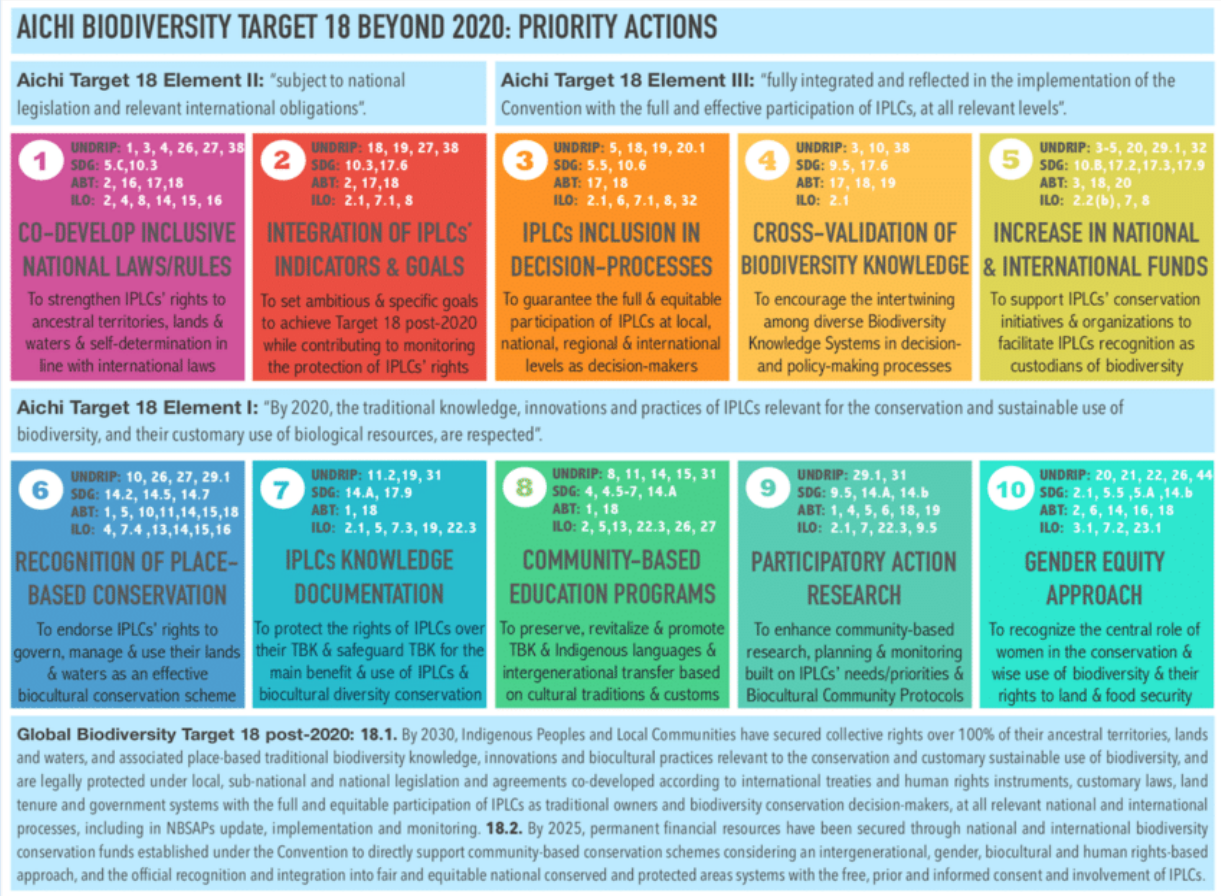
For most of the communities engaged in the GINI projects (under Pillar 3, but based on data from Pillar 1 and prioritization by the participating communities), the protection of their ancestral lands, forests, rivers and natural resources was one of their highest concerns. Many communities used the data generated through the indigenous navigator to support their advocacy campaigns and to support their claims for communal land tenure.

Whilst the project design did not have an explicit focus on environmental sustainability, by structuring the IN Framework around the SDGs, particularly SDG 13: Climate action, SDG 14: Life under water, and SDG 15: Life on land, these issues were embedded within the framework. Furthermore, given that all of the consortium partners have been advocating for, and working with, IPOs and communities on environmental sustainability issues over many years, it might well be argued that there was an implicit focus on environmental sustainability. For example, much of the advocacy work conducted under Pillar 2 focused on securing land and resource rights and other efforts to improve environmental management, and many of the projects implemented under Pillar 3 had a strong environmental focus. Additionally during the extension phase the ILO and FPP also collaborated on using IN data to develop a report on indigenous occupations, which highlighted the role of IPs in sustainable production and ecosystem management and the IPMG collaborated on the establishment of the 'Right Energy Partnership with IPs.'

Two important opportunities which were identified by consortium partners in the latter stages of project implementation, but which had not been fully integrated into the IN Framework and IN Networks during the implementation period are the Convention on Biological Diversity, in particular Aichi Target 18, and the Paris Agreements on climate Change and its associated Nationally Determined Contributions (NDC). The Aichi Target 18 (see Box 9) is particularly well aligned with the interests of many IPs and could integrated into the IN Framework fairly seamlessly, whereas the Paris Agreement and NDCs, as the flagships for international cooperation on climate change, present both opportunities and serious threats to the wellbeing of IP communities, (such as new forms of land grabbing for climate projects). Therefore, it seems urgent that the IN consortium engage more strategically with these issues though agencies such as UNEP, UNFCCC and UNDP/UN-REDD. Similarly the partners do not yet appear to have identified ways to link IP sustainable development projects or needs developed based on IN data with national environmental agencies or green financing mechanisms such as the GEF, GCF.

Box 10: Convention on Biological Diversity - Aichi Target 18

By 2020, the traditional knowledge, innovations and practices of indigenous and local communities relevant for the conservation and sustainable use of biodiversity, and their customary use of biological resources, are respected, subject to national legislation and relevant international obligations, and fully integrated and reflected in the implementation of the Convention with the full and effective participation of indigenous people and local communities, at all relevant levels.



Fajardo, P., Beauchesne, D., Carbajal-López, A., Daigle, R.M. (2021) "*Aichi Target 18 beyond 2020: mainstreaming Traditional Biodiversity Knowledge in the conservation and sustainable use of marine and coastal ecosystems*." In: PeerJ 9(1): January 2021.
https://www.researchgate.net/publication/348203586_Aichi_Target_18_beyond_2020_mainstreaming_Traditional_Biodiversity_Knowledge_in_the_conservation_and_sustainable_use_of_marine_and_coastal_ecosystems

"I think definitely the Indigenous Navigator, this whole process, and the data collected supports better environmental sustainability. I mean, we have indigenous people managing large areas of land and resources. Through the IN we collected data about several of these communities. If we can link the database we already have with other data about the indigenous peoples lands and forests, biodiversity, natural resources and so on, that would definitely support sustainable management of the environment. For a start it would help IPs with asserting their land rights, which is crucial, because if they don't have rights over the land, well, you know, there's not much chance they will look after the lands properly if somebody else can just take it away from them".

"In international forums we often make the claim that indigenous peoples make up 5 or 6% of the World's population, but their lands include 35% of the World's forests and 80% of the biodiversity. NGOs, even international organizations often cite this data. We know indigenous peoples around the World have been managing their lands and resource well for generations, but we don't have such data for the local level. We know in Nepal for example, based on the government data indigenous peoples make up 35 or 36% of the population, actually we think it is more like 50% but the census data doesn't show this. How much of Nepal's forests and wildlife is found in their lands. We know it is a lot, but we don't have data to prove it."

Box 11: Environmental and Social Safeguards Framework (ESSF)

Environmental and Social Safeguards (ESS) are designed to manage risks, uphold human rights, and ensure projects deliver better outcomes for communities and nature. ESS frameworks were originally developed by the World Bank in 1980 in response to the criticism they faced over the environmental and social impacts occurring as a result of many of the projects which they funded. They have since been adopted by many International Finance Institutions (IFIs) to manage the impacts of large-scale infrastructure projects and the extractive industry. More recently, modified forms of have been adopted as standard project planning procedure by many bilateral aid agencies and international NGOs. Safeguards are intended to be used to identify, avoid and mitigate any negative social and environmental impacts from a particular project, within our work.

While projects focusing on social or environmental issues generally aim to enhance human wellbeing and/or protect, conserve or sustainably use biodiversity, natural resources, ecosystems and landscapes, the means through which this is achieved can lead to unintended social or environmental impacts. For example, conservation projects which seek to establish conservation areas, or REDD+ project seeking to conserve carbon stocks have often led to the displacement or eviction of IPs,

Whilst there is not yet broad agreement on the need for safeguards, it is well established within many countries and certainly within global lending institutions (development banks). It is through safeguards frameworks that FPIC is typically introduced, for example. Some see ESSP as good project practice, and others seeing it as a crucial tool for identifying potential risks and planning for their management, and others as a tick-the-box exercise or hindrance to more rapid project implementation.

In many countries and specific project examples, ESS and ESIA processes conducted by resource companies are compromised or manipulated in a variety of ways and there is a need for much better data and greater community engagement. The IN approach could provide valuable input to the ESIA processes, notably for improving community engagement in data collection, baseline and impact analyses, and in mitigation planning and implementation, as well as monitoring for accountability of environmental and social management by actors in the government and private sector in particular.

Governments and corporations can improve their investments' success through investing in engagement with IPs, embracing and strengthening E&S Standards and safeguards, and using this framework as a vehicle through which to safeguard both communities and the environment

The Environmental and Social Safeguards Framework generally include the following elements:

- Safeguards screening to surface risks, including those related to community safety, access to natural resources, and indigenous people.
- Sound actions to address risk through the development of mitigation plans, implementation measures, and oversight systems.
- Quality assurance and accountability to ensure appropriate risk management, including through the engagement of qualified safeguards experts
- Community participation throughout project design, implementation and monitoring. Grievance mechanisms will be set up for stakeholders to voice any project-related concerns they have so action can be taken.
- A Global Safeguards Unit that centralizes information and provides assistance, quality assurance, and training, as well as other activities needed for effective implementation.
- An independent ombudsperson that will oversee compliance with the safeguards framework across WWF and serve as a means for mediation when disputes cannot be settled locally.
- Where reports of abuse relate to landscapes or to partners that have received our support, our practice is to investigate, engage communities, take appropriate actions, and press the government to take corrective measures.

3.1.3 Responsiveness to stakeholder needs and priorities

Box 12: Key Findings: Responsiveness to stakeholder needs and priorities

- Project design and implementation were generally considered highly responsive to IPs needs and priorities. In Asia and Africa, the project was considered highly innovative and responsive.
- Local partners and IPOs were not involved in the initial identification of needs, project planning or the initial development of the GINI Framework.
- Whilst the design of the IN project and the IN Framework and tools were initially top down, the approach to implementing the framework was very flexible allowing for local adaptation and feedback.
- Partners in each country were encouraged to translate, re-interpret and adapt to local conditions and integrate the IN into existing programmes.
- IN Pillars 1 and 2 have allowed IPs in 11 countries to respond to the need to know their rights in a broad, deep, and well-founded manner, incorporate them into their agendas and life plans, and demonstrate to the State, companies and international actors, with evidence, the existing gaps to achieve compliance or gaps between these indigenous communities and the wider, national populations.

Project design and implementation were highly responsive to indigenous peoples' needs and priorities in all countries in Asia, Africa and South America. However, neither local partners nor indigenous organizations were involved in the initial identification of needs, project planning or the initial development of the IN Framework. According to the people interviewed in Bolivia, Colombia and Peru, the project arrived 'done', 'assembled', 'focused' on defined and specific activities, with very small budgets to carry them out. However, they had flexibility to define with whom and how to carry out these activities. By contrast, in Suriname the IPO as lead implementor had been involved in the initial pilot phase, through the consortium partners responsible for engaging country level on the design; country partners in Africa and Asia considered the design to have been very flexible and responsive to partners' capacities, communities' needs and country contexts. The decision for partner selection and management arrangements was well understood by all parties engaged for the evaluation, and over all the project was considered highly responsive as well as innovative.

The project's design and implementation approach can best be described as top-down, bottom-up and meeting in the middle. The initial design of the IN project and Framework was quite top-down, as it was developed by the DIHR, IWGIA, AIPP, FPP, Tebtebba and the EU. National and local partners, and even the ILO, were not consulted or engaged in any significant way in the initial project design, although the project design was clearly informed by the experience and lessons learned from implementing the IN Pilot Phase in 2014-2016, as well as many other indigenous empowerment projects in the 11 target countries. However, the design and implementation approach allowed significant scope and flexibility for national and local level partners to adapt the approach to local conditions. Furthermore, through training and capacity building, the IN aimed to cultivate the capacity and agency of IP communities and networks to play a key role in planning, implementing and monitoring local and national level sustainable development planning.

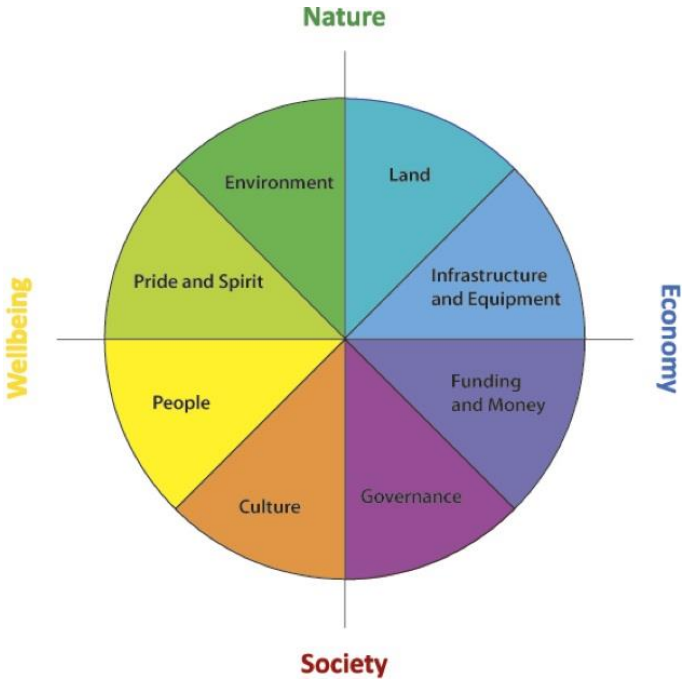
Pillars 1 and 2 have allowed indigenous peoples in the various countries to respond to the need to know their rights in a broad, deep, and well-founded manner, incorporate them into their agendas and life plans, and demonstrate to the State, companies and international actors, with evidence, the existing gaps to achieve compliance or gaps between these indigenous communities and the wider, national populations.

The Consortium's work on aligning the SDGs with the needs and priorities of IPs has been outstanding and has helped to make the IN approach responsive to stakeholder needs and priorities. However, there remains a fundamental misalignment between the paradigm of sustainability championed by the UN and encapsulated in the SDGs, which is often represented as a pyramid with economy at the top, society in the middle and the environment as the foundation, and indigenous conceptions of sustainability, which vary considerably, but tend to take a more holistic approach, often informed by a more retrospective worldview and emphasising less tangible 'wellbeing' aspects, such as language, culture, spirituality, connection to people (kinship) and place, and with respect for the ancestors and ongoing group cohesion often the key underlying principles. ie. How do we continue to function as a community with respect for the ways of the ancestors, whilst adapting to face the threats to nature, society and the economy. Many of the partners have already experience with developing and applying such methods as part of their toolkit for empowering IPOs and communities.

""I would argue that whilst the initial design of the Theory of Change and the IN Framework were top-down, I would argue that the approach was then adapted to the situation in each target country and participating community, simply because it was such a bottom-up process in the sense that the organizations, the implementation partners were working with grassroots organizations. So, by the virtue of the fact that they were participating, the fact that they were bringing out their specific concerns and issues, I think that is what ensured that the approach was adapted to the local context."

"Starting from the design, the design was really guided by the activities that were proposed by the partners at the country level, for example, MPIDO and ILEPA in Kenya, were involved in the design of the project, along with AIPP, Tebtebba, as well as partners in Nepal, Bangladesh, and Peru, basically the organizations that had been involved in the initial pilot phase between 2014-2016. I think what strengthened the ownership of the project by the different stakeholders, especially for us, our partners and the communities, was the flexible and collaborative approach to project management."

Figure 5: Example of a 'Sustainability Compass' according to Indigenous Communities in Northern Queensland, Australia



Source: The Sustainability Compass: Introduction and Orientation.
https://compassu.wordpress.com/who-uses-compass/community/

3.1.4 Ownership

Box 13: Key Findings: Ownership

- Consortium partners and IP stakeholders almost universally felt that the IN Framework and approach were highly useful to them, and many expressed a clear desire to conduct follow-up data collection and expand data collection to cover more communities.
- The sense of ownership of the IN framework, tools and web portal is weaker in the 3 Latin American countries and the Philippines than it is in the other 7 countries, possibly indicating 1) the IN in its' current form is more useful as an advocacy tool in countries with a relatively low level of legal recognition of the rights (or even existence) of IPs, 2) that the partners, IPOs and communities in these countries feel there are alternative tools available to them for planning and monitoring sustainable development activities, and/or 3) IPs in these countries are more cynical or suspicious of the government's commitment to IPs rights.
- National and local consortium partners and stakeholders had mixed feeling regarding ownership or the IN framework, tools and web-portal. On the one hand they felt that the framework and tools were very useful to them, and they were proud of the data and knowledge products produced, which they saw as belong to them and providing them with vital information to advocate for their rights. But on the other hand, most IPs remain unable to access data through the web portal.
- Several participants explained that: "*the data on the platform was supposed to be open, freely accessible, but there have been difficulties in accessing it, and many problems with the website"*
- Issue of ownership and use of data and knowledge products are still unclear – IWGIA claims that there were sufficient safeguards including a form of FPIC in the consultation process, and the right of communities to remove data from the web portal

All of the community and local implementing partners consulted as part of this evaluation felt that the IN Framework and approach are extremely useful and relevant to them, and many expressed an intention or desire to conduct follow-up surveys, expand surveys to cover more communities and continue their advocacy efforts based on IN data. They generally felt that the IN had helped them to better understand their rights and give them some important tools for advocacy, planning and monitoring. This indicates that many of the local partners and stakeholders had developed a sense of ownership over the overall IN approach, though most also feel constrained by lack of resources for further application of the approach. However, in most cases they also felt that ownership of, and particularly access to the IN Web Portal, remains problematic.

The sense of ownership of the IN framework, tools and web portal is weaker in the three Latin American countries and the Philippines than it is in the other 7 countries. Bolivia, Colombia, Peru and the Philippines have already had relatively strong protection of the rights of IPs in place under C.169, UNDRIP and national laws since the 1990s, but IPs in all four countries still suffer terrible human rights violations and are especially vulnerable to armed conflicts. Another potential factor is that most of the communities in South America and the Philippines had been exposed to somewhat similar participatory planning methodologies in the past, such as the development of Plan da Vida of Indigenous Life Plans. This may imply that the partners, IPOs and communities in these countries consider:

- The IN Framework and approach in its' current form is more useful as an advocacy tool in countries with a relatively low level of legal recognition of the rights (or even existence) of IPs;
- That IPOs and communities in these countries feel there are alternative tools available to them for planning and monitoring sustainable development activities;

- IPs in these countries are more cynical or suspicious of unfulfilled promises and wary of presenting, sharing or exposing their community information.

The approach used to build a sense of ownership of the process and data amongst IP communities involved preliminary consultations, training of local people as data collectors, and the involvement of local people in the data collection and verification, as well as ensuing discussions and activities from Pillar 3. Arguably even more important steps to create a sense of ownership was through follow-up socialization of the survey results and their use by IPOs and communities in planning, implementing and monitoring rights advocacy campaigns and sustainable community development activities.

> *"The other aspect of the ownership of the data by the indigenous community themselves, that is something that is yet to be realized by the partner organizations themselves, that is something that is yet to be realized in a way, the focal organizations have been playing a major role in terms of uploading data on the portal, and we've had many discussions amongst the consortium partners as to how this data can be more accessible and more controlled and that ownership from the communities can be achieved and intended in the whole conceptualization of the project. That is yet to be achieved."*

As one of the local partners in South America pointed out, "*appropriation is that they understand it, use it and see it as useful*" and that IN is not only applying the surveys but also using the web platform and advocating for IPs rights at the national and international levels using the information provided by the platform. Local stakeholders still find it very difficult to fully appropriate the IN, for several reasons:

- Management and operation of the IN requires a high level of technical skill as well as a good understanding of the content and meaning of the questions in order to "*translate it to their conceptions and understanding*",
- Most IP communities have very poor or no access to digital networks. "*Very few of us know how to handle this technology. We can hardly even access the internet, or have to travel far away to connect to a network, and even then it is usually very poor."* This makes it practically impossible for most IPOs and communities to access the web portal and upload or download data. Therefore, it fell on the national partner organizations, and in some cases regional organizations, to do most of the data checking, processing and uploading to the web portal.
- It is not really feasible for the IP communities themselves to take ownership and assume responsibility, but the regional indigenous organizations and mainly the national indigenous organizations must take ownership of the IN, and they must take responsibility for the data use, because the objective of IN (in part) is to do advocacy and that is one of the main roles of the national and regional organizations.
- In Africa and Suriname all parties found the data and products extremely useful for advocacy and planning, whereas in South America several of local indigenous organizations still do not see it as practical to develop their agendas of struggle. In addition, indigenous organizations need national strategic allies such as the Ombudsman's Office, and international ones such as international human rights organizations and the ILO, with whom they can work together on tools such as the IN results to carry out national and international advocacy as their main role.

Due to the above, the application of the IN requires financing and donors that contribute it in agreements with the organizations. The communities and organizations were clear that the survey data would be uploaded to the web platform and gave their free and informed consent for this; due to the low level of appropriation of the web platform (the data was uploaded by local partners), the interviewees in South America considered that the issue of ownership and use of data and knowledge products has not been discussed as a relevant issue; in Africa and Suriname the partners were themselves part of communities or had a high level of trust as well as familiarity with FPIC, and had no issues or concerns from communities about data usage. However, in South America a participant in the evaluation shared that, "*the data on the platform was supposed to be open, freely accessible, but there have been difficulties in accessing it, and many problems with the website*."

Indigenous Data Sovereignty (IDS).

The IN was working at the cutting edge of this emerging issue of Indigenous Data Sovereignty (IDS). The regional partners seem to be well aware of the emerging debates and developments on this issues (see box 14). Whilst it is beyond the scope of this evaluation or the capacities of the evaluators to explore IDS issues in any depth, overall, the IN project both responds to and raises a many of interesting and timely questions regarding IDS. According to

"Some arrangements were put in place regarding data security and to raise awareness amongst the communities about their rights to privacy or data sovereignty. Before any data could be gathered there had to be a session where the whole community was informed about the survey and free, prior and informed consent was obtained. In fact, through these meetings it was established that all those wanting to come into the community to collect data must first obtain free, prior and informed consent from the community members. And those wishing to make publications based of the community's data should request FPIC. I think that was important because it established the principles of how the data could be used. It was also up to the community to identify what sort of data they want to be uploaded in the online portal. For example, one of our partners in the Philippines, they did the whole data gathering but decided that some specific data that they had gathered, it would stay with the community and will not be uploaded in the portal. So, we always go back to the community, especially on the use of their data, because it must be up to them to decide if this data can be used for advocacy purposes outside their community, or not."

IWGIA the IN Framework and approach included a number of safeguards to protect the rights of IP communities contributing their data to the IN portal, including a FPIC process built into the original consultations with communities, follow-up review of the data by community members before it is published to the web portal, and the right of communities to request data be removed from the web portal at any time. However, once data is published on the web portal the community has little control of how it is used by third parties, and the right to remove data from the web portal cannot erase any publication which may have already been produced from that data.

Box 14: Issues of Indigenous Data Sovereignty (IDS)

In a world hungry for data and in desperate need of answers, the topic of data sovereignty is up for discussion.

The concept of Indigenous Data Sovereignty is a relatively recent one, although it relates to a much older issue regarding the extraction of knowledge resources from IP communities. It is defined as: "the right of IPs to own, control, access and possess data that derive from them, and which pertain to their members, knowledge systems, customs or territories." It is linked with the rights of self-determination and governance over their peoples, territories and resources as affirmed in UNDRIP and C.169. IDS recognises knowledge and data (as an expression of knowledge) as strategic resources and aims to provide a framework for the ethical use of data to advance collective Indigenous wellbeing and self-determination.

In July 2019 a workshop was held on "International Law, UNDRIP and Indigenous Data Sovereignty", which leed to the formation of GIDA, the Global Indigenous Data Alliance. In September 2019, GIDA released the CARE Principles for Indigenous Data Governance (Collective benefit, Authority to control, Responsibility, Ethics) as a set of minimum expectations for guiding the inclusion of IP in data governance. These were complemented with the FAIR Principles (Findable, Accessible, Interoperable, Reusable).

"Making data both CARE and FAIR creates space to infuse provenance, protocol and permissions across the data lifecycle in order to promote equitable outcomes and benefits from data access, use, reuse and attribution. Operationalizing the CARE and FAIR Principles for Indigenous Peoples' data requires tools to guide the inclusion of Indigenous knowledge within data systems."

Walter, M., Kukutai, T., and Russo Carroll, S. (2021) *The Indigenous World 2021: Indigenous Data Sovereignty*. IWGIA Blog: https://www.iwgia.org/en/ip-i-iw/4268-iw-2021-indigenous-data-sovereignty.html

3.1.5 Alignment with National Sustainable Development Planning Frameworks (NSDPFs) and ILO Development Frameworks / UN Country Level Development Assistance Frameworks and Plans

Box 15: Key Findings - Alignment with National Sustainable Development Planning Frameworks (NSDPFs)

- IN was aligned with NSDPFs and sought to expand the attention paid to IPs within the NSDPFs
- The NSDPFs for the 11 countries remain quite weak in terms of identifying and developing strategies, targets and indicators relating to IPs
- In several countries no reference is made to IPs at all (including Bangladesh, Kenya, Tanzania and Cameroon)
- Most countries mention IPs in the NSDPFs, but fail to properly identify, differentiate them from other "vulnerable" minorities, properly identify their issues and potentialities, and do not include any specific strategies, targets or indicators.
- The main exception was Cambodia, which has included clear identification of issues, strategies, targets and indicators, particularly in relation to IPs and communal land titling. (However, political elites seem to be working at cross purposes to the stated goals relating to IPs.
- IN can perhaps best be described as operating at the very margins of the NSDPFs, attempting to apply the ILO's normative approach to influence public policy debate and encourage policy makers to clearly define IPs and differentiate them from other minorities and vulnerable groups, and to include concrete strategies, targets and indicators which address the key concerns of IPs with the NSDPFs.

The IN project paid close attention to the current development context and official "*National sustainable development planning frameworks* (NSDPFs)[12]" in each of the 11 participating countries. Whilst necessarily attempting to position the IN projects within these frameworks and align its interventions with national development goals, the projects attempted to mainstream IP rights issues in local, national and international public policy discourse and thereby expand the scope and treatment of IPs rights issues in the NSDPFs themselves.

Regardless of the political concessions that had been made in a number of countries (most notably Bolivia, Cambodia and the Philippines), policy debates related to IPs rights remain highly contentious in all 11 countries, with many policy makers seeking to resist the implementation of existing laws, prevent IPs from achieving their rights or even roll-back existing laws. Furthermore, in several participating countries the political situation and public policy making environment is perhaps best described as "rapidly evolving," such as the ongoing federalization process in Nepal or the 2019 Bolivian political crisis, whereas the global public health crisis of 2020-21 fueled political instability globally.

In these diverse policy making contexts, the national development planning frameworks often gave scant attention to IPs rights issues. In several countries no reference is made to IPs at all (including Bangladesh, Kenya, Tanzania and Cameroon) whereas most countries at least mention IPs in the NSDPFs, they seem to do so in a purposefully limiting and obfuscating manner, such as by failing to adequately identify them or differentiate them from other "vulnerable" minorities, failing to identify any specific strategies to address IPs issues or indicators to measure impacts on IPs.

As such the IN can perhaps best be described as operating at the very margins of the NSDPFs, attempting to apply the ILO's normative approach to influence public policy debate and encourage policy makers to clearly define IPs and differentiate them from other minorities and vulnerable groups, and to include concrete strategies, targets and indicators which address the key concerns of IPs with the NSDPFs.

IN also gave the regional and national level consortium partners considerable scope to develop approaches and strategies which could advance the local and national public policy discourse and action in each country and carve out more space for greater inclusivity in national planning and policy making processes.

[12] In this context NSDPFs refer to a diverse range of documents produced by national governments to guide national development, in many cases responding to the UN's normative frameworks. These vary from country to country but usually include a medium and long-term National Development Plan, and nowadays increasingly also include National Action Plans of SDGs, Nationally Determined Contributions (NDCs) . This also includes the UN Development Assistance Frameworks (UNDAFs), Country Programme Documents (UN-CPDs) or Partnership Framework for Sustainable Development (PFSD) as well as the ILO's Decent Country Work Programmes (DWCPs).

In this manner the project sought to influence national legal, regulatory, planning and policy debates and actions to ensure consistency with each countries international commitments, as well as internally consistent with their own constitutional and legislative commitments, such as through the development of implementing regulations, building institutions and other actions to support the realization of IPs rights and the fulfilment of their development needs.

Alignment with Decent Work Country Programs (DWCPs)

A review of the Decent Work Country Programmes (DWCP) documents for Bangladesh (2017-21), Cambodia (2016-18 and 2019-2023), Kenya (2021-24), Nepal (2018-22), Philippines (2020-24) and Suriname (2019-21), which were the only countries participating in the IN Projects with a DWCP published on the ILO website at the time of the evaluation), as well as an older DWCP for Cameroon (2010-2015), indicates that the IN projects were generally not well aligned with the DWCPs, because the DWCPs were mostly very weak in relation to IPs. For example, in the case of DWCPs for Cameroon, Suriname, Nepal and the Philippines IPs are mentioned several times, but always in the context of marginalized or vulnerable groups (for example in Nepal IPs are listed together with seven other disadvantaged groups), with no specific provisions relating to advancing the basic rights of IPs, whereas in the case of the Kenyan DWCP IPs are not mentioned at all, but rather included within the category of "Marginalized and vulnerable groups and regions."

Box. 16: Nepal DWCP on IPs

A regulatory framework and guidelines are needed, and representatives of the government, workers and employers' organizations, both at national and local levels, require knowledge in relation to the implementation of the FPRW related laws and provisions. ***Special attention will be required to protect the rights of*** *those workers who are vulnerable to unacceptable forms of work, such as children, women, people in rural areas, Dalits,* ***indigenous people****, persons with disabilities, people affected by conflict or disasters, and those trapped in irregular foreign migration for work.*

ILO Nepal (2018) *DWCP Nepal 2018-2022.* https://www.ilo.org/global/about-the-ilo/how-the-ilo-works/departments-and-offices/program/dwcp/WCMS_674807/lang--en/index.htm

IN implementation partners rarely had any direct contact or support from ILO country offices during the project period, except for Banglaesh. The Bangladesh DWCP avoided using the term indigenous, instead following the government's classification of Tribal peoples and small ethnic groups and discuss about unfulfilled programs and privileges for Tribes and Ethnic Minorities. On the other hand, it does point out the need for "*concrete data …. to assess progress towards equal opportunities for these groups in the sphere of productive employment*."

Box. 17: Bangladesh DWCP on Tribes and Small Ethnic Group's employment

Inequality in access to opportunities in the labour market extends to other dimensions as well. Small ethnic groups and Tribal Peoples deserve attention in this context. These groups have suffered in the past due to violence and adverse resource situations. The government has previously indicated that it would provide special educational and employment privileges, ensure equal opportunities in all spheres of state and social life and help secure original ownership of property. There have been improvements in these spheres. Concrete data are however lacking to assess progress towards equal opportunities for these groups in the sphere of productive employment.

Challenges: A recent study reveals that the existing 5% quota provision for government jobs in certain cadres set aside for these groups is not being filled. Only 13.4% of the 'Quota' was filled on average. The study revealed an imbalanced representation of different ethnic communities in the Bangladesh Civil Service (BCS) cadre services. Government policy contains provisions for these groups. But progress has been often slow because the well-meant policies have not been properly implemented.

ILO Bangladesh (2017) *DWCP Bangladesh 2017-202.* ILO Country Office and Tripartate Partner in Bangladesh, Dhaka. https://www.ilo.org/global/about-the-ilo/how-the-ilo-works/departments-and-offices/program/dwcp/WCMS_655559/lang--en/index.htm

The singular exception to DWCP's in Asia was the Cambodian DWCP (2019-2023), makes numerous references to IPs including reasonably clear definitions of IPs, proposed strategy, outputs and indicators, which explicitly links issue of decent work with IPs communal land ownership and increased national voice and representation. At least by regional standards, this is a very progressive programme and represents a significant improvement from the previous Cambodian DWCP, which had only referred to IPs once and in the far more assimilation context - ie. *Outcome 3.2:*

Increased transitioning from the informal to the formal economy, particularly in rural areas, including women and indigenous people (DWCP Kingdom of Cambodia 2016-2018)[13].

Box. 18: Cambodian DWCP and Indigenous Peoples

Indigenous communities and other ethnic minorities: Indigenous communities in the highland areas are poorer than other sections of the population, with limited access to health and education services. Their livelihoods and land rights are vulnerable to economic land and mining concessions, hydropower dam development, land grabbing, deforestation, illegal logging and in-migration to the highlands.

Strategy on IPs: Address the needs of rights and particular needs of indigenous communities, who are among the most "left behind" in Cambodia, through (i) accelerated communal land titling processes, (ii) gender-responsive local livelihood promotion initiatives in selected communities, and (iii) strengthening the collective national voice of indigenous peoples through support for the establishment of a National indigenous Peoples Council.

Output 1.1.6: Increased decent work opportunities in selected indigenous communities though (i) acceleration of the communal land titling process, (ii) gender and climate-sensitive local livelihood promotion initiatives in selected communities, and (iii) strengthened collective voice as a result of the establishment of a National Indigenous Peoples Council

Indicators: Number of indigenous communities which have improved livelihoods as a result of decent work opportunities associated with communal land ownership and increased national voice and representation

Source: ***ILO Cambodia (2019)*** *DWCP Kingdom of Cambodia 2019-2023.* ILO and Tripartate Partner in Cambodia. Phnom Penh. https://www.ilo.org/global/about-the-ilo/how-the-ilo-works/departments-and-offices/program/dwcp/WCMS_711728/lang--en/index.htm

Based on this analysis it seems that most DWCPs do not pay sufficient attention to IPs' rights issues and do not yet reflect a right-based approach, instead reflecting the type of language and bureaucratic categorization used in the national discourse and development plans. In other words, the approach promoted and applied by the IN project partners in terms of works for and with IPs also for learning in terms for better reflecting the issues in DWCPs, taking into account ILO standard such as C169.

UN Development Assistance Frameworks (UNDAFs)

A review of UNDAF documents, also known as Country Programme Documents (UN-CPDs) in South America or Partnership Framework for Sustainable Development (PFSD) in the Philippines, revealed a very similar pattern of either ignoring IPs, failing to clearly define them, lumping them in with other minorities or vulnerable groups, and failing to identify specific strategies, targets or indicators to realize IPs rights and address their key concerns.

As with the DCWPs, the UNDAF for Cambodia is quite progressive, identifying IP land rights as a key national sustainable development issue and including strategies, targets and indicators.

The UN-Philippines Partnership Framework for Sustainable Development (PFSD) 2019-2023 discusses the situation facing IPs at some length, briefly mentioning inconsistencies between the Indigenous Peoples' Rights Act (IPRA) 1997 and "a number of regulations and laws governing natural resources," as well as mentioning a few other concerns, such as access to health-care and education. However, all of this discussion is framed squarely in the context of the conflict in Mindanao, between Government, Bangsamoro, Communist and Lumad (IP) forces, stating that: "Violence between insurgents, government forces and lumad groups, fueled by intensified resource capture by insurgents, mining and logging firms, has thus emerged as a "new vector of violence" in the region.[14]"

In South America – the UN CPD for Colombia only mentions IPs once, whereas the UN CPD for Bolivia is replete with references to IPs as well as regarding the need for monitoring systems to measure the impact of programs on IPs. This clearly reflects its national rebranding and declaration of itself as a Plurinational country in the 2009 constitution.

[13] *DWCP Kingdom of Cambodia 2016-2018*
https://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=&cad=rja&uact=8&ved=2ahUKEwjZjLeO7oD5AhU6RmwGHU_WCPMQFnoECA4QAQ&url=https%3A%2F%2Fwww.ilo.org%2Fwcmsp5%2Fgroups%2Fpublic%2F---ed_mas%2F---program%2Fdocuments%2Fgenericdocument%2Fwcms_562086.pdf&usg=AOvVaw3oST3yxWC6VVUdqRPeuDKr

[14] Reading between the lines the main strategy for dealing with IP issues still appears to be to crush the insurgents, including IPs if necessary, and bring them to the negotiating table. This shows continuity with the policies of Presidents Marcos and Aquino in the 1980s and 1990s, when heavy handed tactics were used to suppress Igorot insurgents in the Central Cordillera of Luzon.

The UN CPD for Peru on the other hand, it's in the middle of Colombia and Bolivia, mentioning IPs 10 times, but grouped together with other vulnerable peoples and with no specific measures to address their key concerns.

UN CPD Suriname (2017-2021) specifically mentions IPs a number of times, most specifically under – "*Output 3.2: Indigenous & Tribal peoples and coastal communities empowered to plan and carry out sustainable livelihoods activities that improve conservation of biodiversity and/or, combat the effects of climate change*." This is one of the few specific references to the important role of IPs in the conservation of biodiversity, ecosystems and natural resources included in any of the NSDPFs examined as part of this assessment.

Box 19: Philippines-UN Partnership Framework for Sustainable Development (or PFSD) 2019- 2023

Popular demand for peace is also needed on other fronts. Indigenous people (IPs) continue to struggle for their economic, social or cultural rights, including their complete control over their ancestral lands and territories, under the Indigenous People's Rights Act (IPRA) of 1997. Among others, a number of regulations and laws governing natural resources remain inconsistent with the rights of IPs as recognized under the IPRA. Further, IPs are often caught in the crossfire of the Bangsamoro and communist insurgencies (CPP-NPA-NDF), complicating their struggle further. For instance, IP lands and NPA strongholds coincide in eastern and southern Mindanao where many IP communities have been "left behind," without schools or access to health care. And while respect for IP ancestral lands has been advanced by the communist insurgents as part of their agenda, the frequency of lumad wars - conflict between lumad groups for and against mining with the involvement of communist insurgents—in the region has increased. Violence between insurgents, government forces and lumad groups, fueled by intensified resource capture by insurgents, mining and logging firms, has thus emerged as a "new vector of violence" in the region. By potentially reducing "the scale of violence associated with resource capture or inter- and intra-lumad violence," a final political settlement between the government and the CPP can have significant positive spillover effects on the promotion of peace and IP rights, therefore. A political settlement to the communist insurgency remains elusive, however.

UN-Philippines Partnership Framework for Sustainable Development (or PFSD) 2019-23. Pages:12-13
https://philippines.un.org/en/42381-partnership-framework-sustainable-development-pfsd-2019-2023

Overall there is clearly still insufficient attention paid to IPs in the NSDPFs. In most cases they are still characterized as poor, vulnerable and marginal, and the role they could potentially play in many key aspects of sustainable development, including peace building, sustainable production and consumption, conservation of terrestrial and marine biodiversity and climate change adaptation and mitigation are rarely mentioned in NSDPF documents, even those dealing specifically with issues relating to IPs. For example, the Philippines Intended Nationally Determined Contributions (INDC) 2015[15], which outlines the measures the nation will take to reduce greenhouse gas (GHG) emissions, only mentions IPs in passing and fails to identify the important role they have to play in ecosystem management and reducing GHG from the agriculture, forestry and other land-use sector (ALFOLU), or the critical issue of land and resource tenure, without which a "tragedy of the commons' situation will almost inevitably arise. The Philippines INDC Factsheet states "*the NDC upholds the importance of meaningful participation of women, children, youth, persons with diverse sexual orientation & gender identity, differently abled, indigenous peoples, elderly, civil society and faith-based organizations*" [16], thereby obfuscating the important role of IPs in this area.

Regarding Nationally Determined Contributions (NDC) Documents

A detailed review of the NDC documents for 10 countries in South and Southeast Asia (including Bangladesh, Cambodia, Nepal and the Philippines), which was conducted by AIPP and FPP under the auspices of the UN_REDD program in 2022, found that:

> *"With a few exceptions, Indigenous Peoples are invisible as rights-holders, knowledge-holders and agents of positive change in national climate policies. Instead, they are usually featured as victims of climate change, or participants and/or beneficiaries of climate change plans, projects and funds. None of the NDCs acknowledge that the land on which many of the policy efforts will be undertaken is under the customary landownership of Indigenous Peoples. And while a very few*

[15] **Government of the Republic of the Philippines (2015)** Intended Nationally Determined Contributions Communicated to the UNFCCC on October 2015. https://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=&cad=rja&uact=8&ved=2ahUKEwitlcGSooP5AhVBRWwGHSf-B0YQFnoECAIQAQ&url=https%3A%2F%2Fwww4.unfccc.int%2Fsites%2Fsubmissions%2FINDC%2FPublished%2520Documents%2FPhilippines%2F1%2FPhilippines%2520-%2520Final%2520INDC%2520submission.pdf&usg=AOvVaw2dSESxZG8it1BTbmintQfD

[16] Climate Change Office-Climate Change Commission, Republic of the Philippines (2019) Philippine Nationally Determined Contribution (NDC): The Filipino investment strategy for climate-resilient, low-carbon, and better normal society.

make a general reference to human rights obligations, including the rights of Indigenous Peoples, women, and persons with disabilities, none provide any detail on how protection of rights will be enforced."[17]

NDC Philippines - "*The NDC upholds the importance of ensuring ecosystems integrity and promoting the country's obligations on human rights and the rights of its indigenous peoples*."

Government of the Philippines (2021) NDC, 2021, page 2:
https://www4.unfccc.int/sites/ndcstaging/PublishedDocuments/Philippines%20First/Philippines%20-%20NDC.pdf

Another example is the Cambodia NDC, which explicitly states the government's aims to promote IPs land rights:

Government of the Kingdom of Cambodia (2020) NDC, 2020. Page 38:
https://www4.unfccc.int/sites/ndcstaging/PublishedDocuments/Cambodia%20First/20201231_NDC_Update_Cambodia.pdf

And the NDC of Cambodia includes an action to enable NDC implementation:

"*Enhance coordination and implementing accountability mechanisms to reduce climate change vulnerabilities of disadvantaged women and other marginalized groups such as ethnic minority women and men, people with Disabilities (PWD), youth, and the elderly*."

Government of the Kingdom of Cambodia (2020) NDC, 2020. Page 38:
https://www4.unfccc.int/sites/ndcstaging/PublishedDocuments/Cambodia%20First/20201231_NDC_Update_Cambodia.pdf

Finally, only one NDC—that of Nepal36—aims to ensure FPIC as part of its implementation of social safeguards:

"By 2030, institutional mechanisms and structures in place and adequate provision of budget to ensure social and environmental safeguards including Free, Prior and Informed Consent (FPIC); forest tenure and access to finance and technology for Local Communities, women and indigenous people."

Government of Nepal (2020) Second NDC, 2020. page 5:
https://www4.unfccc.int/sites/ndcstaging/PublishedDocuments/Nepal%20Second/Second%20Nationally%20Determined%20Contribution%20(NDC)%20-%202020.pdf

> *"In Nepal there are a number of policies and plans developed by the government on environmental sustainability, including NDC and REDD Strategy, national and local level Adaptation Action Plans. Particularly in the local adaptation plan, which is at the local level, led by the local government unit, there is an opportunity for IPs to have an influence, to have a say in these plans. At the national level there is also some capacity to influence government plans. For example, the Nepal Federation of Indigenous Nationalities (NEFIN) has a climate change partnership program and LAHURNIP is also involved at the national level. And there are small grants like the Dedicated Grant Mechanism (DGM) and the GEF Small Grants Programme, which have representatives to ensure IPs can access small grants for environmental sustainability. So, there is some awareness of the need to involve indigenous peoples in the whole process, and some opportunities for IPs to become more fully engaged. But even when the role of IPs and the value of their knowledge in tackling climate change in acknowledged, it is mostly just rhetoric. There was one document produced by the government, which was focused on indigenous strategy and indigenous knowledge, but issues of indigenous peoples' rights, and especially land and resource rights is not addressed. Without those basic rights there is no incentive for IPs to manage their land properly. We also need to document 'indigenous knowledge' and environmental management practices and implement projects which can clearly prove the link between indigenous peoples, their knowledge and environmental practices and the abundance of forests, animals and plants found in their territories."*

Even in the best-case scenarios, such as Bolivia and the Philippines, where the political situation has allowed for a much fuller recognition of IPs rights, the NSDPF generally have little by way of detailed identification of their issues and measures to address these issues or monitor progress. Furthermore, the language used to describe IPs and their circumstances, and the level of attention paid to addressing their concerns within the NSDPFs is also mirrored in the UNDAFs and DWCPs. Even in Cambodia, where the government has shown a great degree of willingness to adopt many of the international norms and standards relating to IPs and enunciate these in their NSDPF, there are still deep concerns that the words used in official documents and the strategies and programs put in place to recognize IPs land rights through Customary Land Titles (CLTs), are simply paying actually lip service to the international donor community and a distraction to conceal the fact that large areas of IPs land and resources are being grabbed through the granting Economic Land Concessions and other mechanisms and means.

In this context the IN Pillars 1 and 2 can perhaps best be described as working from within the NSDPFs of the 11 target countries, but all the while striving to carve out a larger space for the recognition and participation of IPs within the context of national sustainable development efforts.

[17] Bijoy, et al. (2022) "Nationally Determined Contributions in Asia: Are Governments recognizing the rights, roles and contributions of Indigenous Peoples? Regional summary of 10 country studies from Bangladesh, Cambodia, India, Indonesia, Malaysia, Myanmar, Nepal, Philippines, Thailand, and Vietnam. Asia Indigenous Peoples Pact (AIPP), Chiang Mai, Thailand, April 2022.
https://www.forestpeoples.org/sites/default/files/documents/Nationally%20Determined%20Contributions%20in%20Asia%20Overview%20-%20digital%20-%20Amended%2003June.pdf

3.1.6 Alignment with the ILO and UN Normative Frameworks on Indigenous Peoples

Box 20: Key Findings: Alignment with the ILO and UN Normative Frameworks on Indigenous Peoples

- The IN Pillars 1 and 2 were deeply rooted in the ILO and UN Normative Frameworks on Indigenous Peoples
- IN represented a bold, innovative and highly strategic effort to implement key elements of the UN's System-wide action plan for implementing UNDRIP and advancing understanding of, and political will to properly implement and monitor the framework.
- The IN Pillars 1 and 2 represented a modest, yet highly significant contribution towards fulfilling the articles of UNDRIP and WCIP-OD
- There is still room to expand and strengthen the framework by linking it with other the Convention on Biodiversity (CBD) and the Paris Agreements
- Country partners did not feel supported by ILO offices, even when the DWCP included or addressed IP , there is a perception of ILO offices having little awareness or knowledge or IP issues at the country level and great hope for stronger engagement, particularly to help IPOs develop linkages to other agencies and actors at the national level.

The IN Pillars 1 and 2 were developed in direct response to concerns that far too little was being done to assist or encourage nations to fulfil their obligations and commitments to IPs as articulated in UNDRIP, ILO C.169., WCIP-OD and other UN normative instruments. The IN Framework itself was firmly anchored on UNDRIP, C.169, WCIP-OD and Agenda 2030 / the SDGs.

All of the countries covered by the IN Pillars 1 and 2 have voted in favour of UNDRIP, with the exception of Bangladesh. Only Bolivia, Colombia, Nepal and Peru have ratified the ILO Convention No.169 (1989). ILO Convention 107 (1957) on Indigenous and Tribal Populations, remains in force under Bangladesh's laws, despite the fact that nowadays ILO C.107 is considered assimilationist and to have been superseded by ILO C.169.

All of the 11 countries have adopted Agenda 2030 / the SDGs, though they are at very different stages of implementation in terms of establishing policies, regulations and institutions required to oversee their implementation as well as integrating them into their policy and planning frameworks. Other key elements of the UNs normative framework which relate to the rights of IPs include the Convention on Biodiversity (CBD) and Paris Agreements on Climate Change (2015). (Refer to Annex 11: Adoption/Ratification of Key UN and ILO Normative Instruments relating to IPs)

The approach and actions taken under the IN Pillars 1 and 2 also clearly fall within the letter and spirit of articles 41 and 42 UNDRIP, in addressing all the articles of the Declaration within each agency's respective mandates.

Box 21: UNDRIP Articles 41 and 42

Article 41: The organs and specialized agencies of the United Nations system and other intergovernmental organizations shall contribute to the full realization of the provisions of this Declaration through the mobilization, inter alia, of financial cooperation and technical assistance. Ways and means of ensuring participation of indigenous peoples on issues affecting them shall be established.

Article 42: The United Nations, its bodies, including the Permanent Forum on Indigenous Issues, and specialized agencies, including at the country level, and States shall promote respect for and full application of the provisions of this Declaration and follow up the effectiveness of this Declaration.

United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) 2007

In relation to the WCIP-OD, the IN Pillars 1 and 2 directly responded to Paragraph 10, which calls for collaboration with IPs to conduct surveys, disaggregate data and develop holistic indicators for measuring the situation and needs of IPs. Furthermore, the implementation of the IN Pillars 1 and 2 also contributed to action on many of the other 39 paragraphs contained in the WCIP-OD.

Box 22: WCIP-OD: Paragraph 10 – Data and Indicators

We commit ourselves to working with indigenous peoples to disaggregate data, as appropriate, or conduct surveys and to utilizing holistic indicators of indigenous peoples' well-being to address the situation and needs of indigenous peoples and individuals, in particular older persons, women, youth, children and persons with disabilities.

Outcome Document of the World Conference on Indigenous Peoples (WCIP, 2014)

The design and implementation of IN Pillars 1 and 2 also directly responded to most of the elements the UN's *"System-wide action plan for ensuring a coherent approach to achieving the ends of the Declaration on the Rights of Indigenous Peoples (2015)."* Most notably it has a strong focus on element 3c. - Ensure that information is gathered and disseminated on the progress in implementing the 2030 Agenda for indigenous peoples – but it also represents a significant contribution towards most of the points under elements 2-6 of this plan.

Box 23 - System-wide Action Plan (SWAP) for ensuring a coherent approach to achieving the ends of the Declaration on the Rights of Indigenous Peoples (2015)

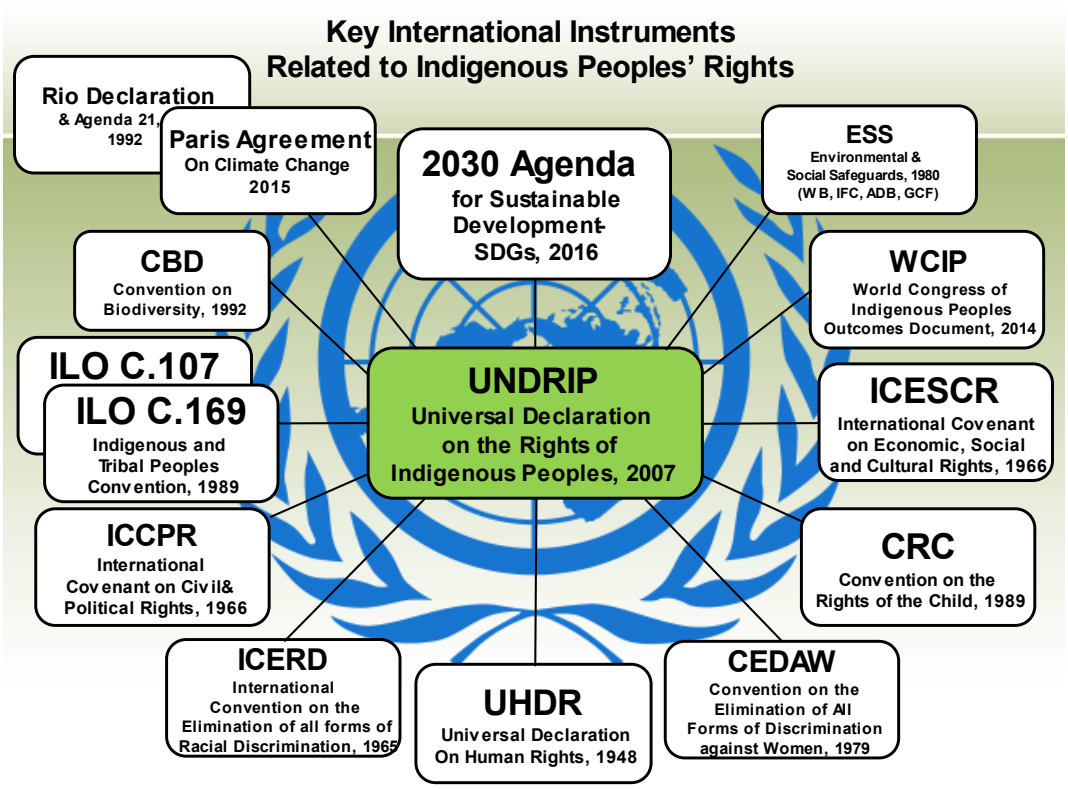
1. **Raise awareness of the Declaration on the Rights of Indigenous Peoples**
   a. Conduct a high-level awareness raising initiative
   b. Develop a succinct set of key messages based on the Declaration on the Rights of Indigenous Peoples
2. **Support the implementation of UNDRIP, particularly at the country level**
   a. Support national partners in reform and implementation of legal frameworks, policies, strategies and plans to further the Declaration on the Rights of Indigenous Peoples, through joint programming and other initiatives
   b. Support the mainstreaming of the UNDRIP and ILO C.169 in national development plans and in the Common Country Assessment (CCA)/United Nations Development Assistance Frameworks (UNDAFs)
   c. Promote the establishment or strengthening of consultative mechanisms and platforms of dialogue under the leadership of Resident Coordinators
3. **Support the realisation of indigenous peoples' rights in the implementation and review of the 2030 Agenda for Sustainable Development**
   a. Incorporate indigenous issues into programming to implement the 2030 Agenda and ensure such programming is consistent with the provisions of the Declaration on the Rights of Indigenous Peoples;
   b. Promote the participation of indigenous peoples in programmes, projects and other activities related to the implementation and review of the 2030 Development Agenda, including the participation of indigenous women, persons with disabilities, older persons, children and youth; and
   c. Where possible, ensure that information is gathered and disseminated on the progress in implementing the 2030 Agenda for indigenous peoples.
4. **Conduct a mapping of existing standards and guidelines, capacities, training materials and resources within the UN system, International Financial Institutions, and IASG members for the effective implementation of the United Nations Declaration on the Rights of Indigenous Peoples.**
5. **Develop capacities of States, indigenous peoples, civil society and UN personnel**
   a. Integrate indigenous peoples' issues into existing capacity development activities
   b. Develop the capacities of UN staff at all levels
   c. Capacity development for Member State officials
   d. Training representatives of indigenous people's institutions/organizations
6. **Advance the participation of indigenous peoples in UN processes**

Source: **UN IASG (2015)** *System-wide action plan for ensuring a coherent approach to achieving the ends of the Declaration on the Rights of Indigenous Peoples.* UN Inter-Agency Support Group on Indigenous Issues, New York and Geneva, October 2015. 32 pages.
https://www.un.org/development/desa/indigenouspeoples/about-us/system-wide-action-plan.html

However, by structuring the IN Framework using UNDRIP, C.169, WCIP-OD and the SDGs as its main anchor points, the projects were not only implementing key elements of UNDRIP, WCIP-OD and UN's System-Wide Action Plan (SWAP). In fact, the architecture of the framework was highly strategic in a number of important ways, such as:

- It supported the process of normalizing and localizing UNDRIP and other international human rights instruments at the national and sub-national levels.
- It provide fixed anchor points based upon existing commitments of the 11 target countries (except for Bangladesh), thereby lending credibility to the data collected and also making it more directly comparable with national and international level data.
- It enables communities, organizations and government agencies to measure the gap between commitments on paper and the actual realities facing IP men and women.
- Given that UNDRIP mirrors the key elements of other human rights instruments (see figure 6) by monitoring the implementation of UNDRIP, the IN Framework was simultaneously monitoring key elements of other many other human rights instruments.

Figure 6:



From the perspective of consortium partners the structuring of the IN Framework around UNDRIP, C.169, WCIP-OD and the SDGs was highly strategic:

> *"I think one of the most important outcomes was a much better understanding of IPs rights according to UNDRIP, C.169 and national legal frameworks, and how they're applied, In particular it gave an understanding of gaps in the rights and identifying where more work needs to be done to make sure the rights are applied in practice and consistently with national laws and international agreements, because they were often quite significant gaps. That was really useful at all levels. It helped local communities and organizations to understand and monitor their rights, it helped at the national level in terms of informing the governments about what role they can play, and at the international level it helped to provide more clarity about the situation in various countries, and greater appreciation of the importance of participation and consultation. That in turn contributed to greater overall coherence within the UN system's approach to indigenous rights issues. I mean governments may put laws in place, but if they're not being applied, how can governments, donors, the regional and national organizations and the local partners help to make those rights a reality."*

From the perspective of communities and local partners, the IN's approach to develop a community-based monitoring system and advocacy network, anchored to UNDRIP, C.169, other elements of the international normative framework on indigenous rights and the SDGs, made sense and was considered highly useful and strategic approach.

Both the local partners and the participating communities in most of countries consider that the project is very relevant and strategic because the IN "puts them in the perspective of the rights of Indigenous Peoples, allows them to clearly know the international regulatory frameworks on their rights and the SDGs, so the situation analyzes are focused on the fulfillment of rights, and in this way they can require the National Government to adapt its programs to the approach of the rights of IPs". The foregoing is very important considering that in most of the participating countries, IPs ' rights are not part of the constitutional order and, furthermore, that in countries like Cameroon, Suriname, Tanzania and Peru, they feel that "there is pressure to erase ethnic identity or make it invisible".

The consortium partners also made considerable effort mapping and conducting comparative and gap analyses of the key domains of UNDRIP, C.169 and the WCIP-OD and other elements of the international normative framework on indigenous rights, as compared to the SDGs and the national legal frameworks and NSDPFs. In several cases consortium partners were able to affect positive change in national laws, policies and plans based upon the commitments that their governments had already made through UNDRIP and other international instruments relating to IPs rights. For example, such as expanding the list of scheduled tribes in Bangladesh to include twice the number of IP groups, and securing citizenship rights for Baka people in Cameroon, and Bangladesh.

Given ILO's long history of engagement and innovation on IP issues, its past experience with similar IP empowerment projects, and its internal policies, action plans and work programs it seems highly apparent that the IN Pillars 1 and 2 were highly relevant to the needs and priorities of the ILO's constituents and entirely consistent with their internal policies and action plans. Conversely, despite nearly a century of working with IPs and major efforts by the ILO management and GEDI unit to mainstream IPs issues internally, IPs still appear to be something of "a round peg in a square hole" within the ILO itself. From an outsider's perspective it still appears as if there is some degree of siloing or mindsets fixed on more mainstream aspects of the ILO's work.

In the process of implementing the IN an issue arose whereby the ILO only had funding to allocate one staff member to directly support implementation of the IN in Bangladesh. In the other target countries support from the ILO country offices was largely lacking, as the ILO mission staff were generally too busy attending to their core duties (there are other examples such as Philippines and Nepal where the ILO country offices provide limited support).

From the perspective of the partners and stakeholders, for most of those interviewed, there was little contact with the ILO offices in the countries, and they feel that they were not a focal point to raise awareness or generate concrete support to address the problems of Indigenous Peoples with tripartite partners and other agencies of the ILO, UN and international agencies. In the opinion of African and South American partners interviewed, having the support of the ILO offices in the countries would have helped them to carry out more effective national advocacy work, mainly with government actors, large corporations and international financial institutions (IFI), which are involved in the development of megaprojects in indigenous territories.

According to one of the Regional Partner, it was expected that local partners IPOs and IP communities would advocate with human rights organizations, but it was not clear that they would do so with the tripartite constituents of the ILO; the foregoing was corroborated by another of the people interviewed, who stated too that:

> "*The Indigenous Navigator Initiative supports the development of the ILO's strategy for working with Indigenous Peoples to broaden the knowledge of governments and the constituents of the ILO on the scope of C.169 and, based on this, help public officials so that international instruments, including Convention 169, become instruments of public management, as a way to advance in the fulfillment of their obligations*."

Lastly, the tripartite structure does not really accommodate IPs. IPOs can and sometimes do raise issues or elevate cases of human rights violations through the trade union representatives, but they and other groups within the broader society have no direct representation within the ILO's tripartite structure. As such, the ILO country office representatives lack a systematic mechanism for engaging with – or being reached by – IPs in most locations, and IP issues can easily be overlooked or not prioritized. However, this is by no means unique, as no UN organization allows IPs' representatives to sit on their political bodies (assembly executive board or similar).

Ultimately, the project has shown that the ILO despite the limitations of its tripartite structure, is able to engage and support indigenous peoples, to bring together indigenous peoples with ILO constitution for policy dialogs. As the agency responsible for C169, the Could consider establishing regular dialogue and platforms with indigenous peoples at the national, regional and global levels.

3.1.5 Indigenous Navigator and the SDGs

Box 24: Key Findings: Indigenous Navigator and the SDGs

- IN was an excellent example of localization of the SDGs
- The SDGs have been adopted by all 11 countries and they are at various stages of nationalizing the goals, but none have made serious efforts to localize the goals and/or support or allow for community-based monitoring.
- The IN helped IPs/IPOs and organizations that work with them to develop a broader and deeper understanding about the SDGs and identify key gaps in the implementation of SDGs in relation to IP communities.
- It created an opportunity to discuss the SDGs with IP communities and organizations, to re-interpret language and concepts and adapt IN's approach to community-based monitoring of the SDGs so that it would fit into and support their agendas and work plans.
- IPs learned how the SDGs responded to their own needs, whereas previously implementation and monitoring of the SDGs had only been included as functions of the government.
- IN also helped to highlight / build linkages between other actors related to SDGS, both in civil society and government at different levels in each country.
- By structuring the IN framework and tools around the SDGs in combination with UNDRIP, C.169, WCIP-OD, etc. this allowed for comparability of IN data with national and international SDG monitoring data and lent legitimacy to the community-generated data.

In large part the IN Approach and Framework were developed in response to the crucial question: ***What can we do to make the SDGs work for indigenous peoples?*** In particular the IN's focus on the SDGs relates to observations that the implementation of the Millennium Development Goals (MDGs) between 2000-2015 had done relatively little to improve the living conditions and development status of IP communities, and in some cases had even contributed to further marginalization, as national development targets and large scale infrastructure development projects were prioritized over community needs and concerns. Based on the experiences with implementing the MDGs, IPs and IP rights organizations, as well as several UN agencies and donors, advocated for underpinning the Sustainable Development Goals with a human rights-based approach to development that emphasizes universality, equality, participation and accountability (see Box 26 regarding the lessons learned from implementation of the MDGs and Figure 7 regarding the underlying principles of the IN Project).

"Early in the project we conducted an analysis of the SDGs, and we even came out with a publication on the SDGs and indigenous peoples, to guide our interventions and to help orient the Navigator Framework. All of the SDGs are relevant to indigenous peoples, because they are all interlinked. But if you look at the targets, indigenous peoples are only referenced in two targets, the one on ending hunger, goal 2, and then on goal 3 on education. In the goal for ending hunger, that's where the land rights was mentioned. That is critical, because land rights cuts across goal 1 on poverty, cuts across health, and many of the other goals. Like combating climate change, biodiversity, and energy for all, so land rights are a central target. And also the target on 'education for all' is also critical. So those are the two most important aspects of the SDGs for indigenous peoples. And in the political declaration of the SDGs it also explicitly mentions that indigenous peoples should be able to participate in national, regional and global processes in relation to the SDGs. So amongst the SDGs' 17 goals and 169 specific targets, indigenous peoples are only referenced in two targets and the accompanying political declaration. But those references are critical."

The IN project was an excellent example of concrete action to localize the SDGs. The SDGs have been adopted by all 11 countries, who are at various stages of nationalizing the goals, but none have made serious efforts to localize the goals or support community-based monitoring. The IN is one of a handful of initiatives which supports

implementation of the UN "Roadmap for localizing the SDGs: Implementation and monitoring at the subnational level."[18]

The IN also helped IPs/IPOs and the organizations that work with them to develop a much broader and deeper understanding about the SDGs and identify key gaps in the implementation of SDGs in relation to IP communities. It created an opportunity to discuss the SDGs with IP communities and organizations, to re-interpret language and concepts and adapt IN's approach to community-based monitoring of the SDGs so that it would fit into and support their agendas and work plans. They learned how the SDGs responded to their own needs, whereas previously implementation and monitoring of the SDGs had only been included as functions of the government.

By structuring the IN framework and tools around the SDGs in combination with UNDRIP, C.169, WCIP-OD, etc. this allowed for comparability of IN data with national and international SDG monitoring data and lent legitimacy to the community-generated data.

Whilst all of the SDGs are important to the well-being of indigenous communities, ultimately SDG 16 – Peace, justice and strong institutions - is the most fundamental, because when state institutions fail to provide basic rights such as rights to citizenship, security of land and resource tenure, or basic law and order, then there is very little possibility of progress on the other SDGs. This was often reflected in the implementation of the IN project with many of the dialogues, knowledge products and pillar 3 projects funded focusing on issues such as citizenship (Cameroon), communal land rights (Cambodia), conflict resolution and peace dialogues (Philippines), and networking and institution building (Bangladesh and Nepal). It is also increasingly recognized that IPs have a very important role to play in relation to SDGs 13, 14 and 15, relating to climate action and protecting life on land and under the water. However, efforts to engage IPs in conservation and climate action remain limited and, in many cases have proven to result in marginalization of IPs as they are pushed aside to make way for conservation areas, climate projects and new or expanded modes of resource exploitation.

[18] **UN Global Taskforce of Local & Regional Governments (2016)** *Roadmap for localizing the SDGs: Implementation and monitoring at the subnational level.* https://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=&cad=rja&uact=8&ved=2ahUKEwi-6K3ZI6T5AhVFSmwGHYGEDMsQFnoECAYQAQ&url=https%3A%2F%2Fsustainabledevelopment.un.org%2Fcontent%2Fdocuments%2Fcommitments%2F818_11195_commitment_ROADMAP%2520LOCALIZING%2520SDGS.pdf&usg=AOvVaw0DsXfbRiUlcNmBWkCKOrhs

Box 26: Key Lessons Learned from the Implementation of the MDGs:

1. **A rights-based approach to development:** that emphasizes universality, equality, participation and accountability
2. **Address poverty in a holistic manner, and with a definition that goes beyond income -** "A lot of development interventions regard poverty as an economic issue, but for indigenous peoples poverty is about our land, our well-being, our spirituality, our dignity - and when these are affected then we regard ourselves poor." This means development programmes need to focus on the root causes of indigenous peoples' poverty, which vary for each community - but often relate to disputed access to land and resources.
3. **Find a balance between economic, social and environmental dimensions:** In the MDGs the focus was economic growth, but that has actually led to the displacement of indigenous peoples, and to a lot of resource extraction without our consent. "We need cohesive policy, an integrated approach using a human rights perspective, and not simply looking at economic growth as the basis for sustainable development."
4. **Inclusion must be a key principle -** Although the MDGs made inclusion a key principal, they didn't go far enough in consulting indigenous peoples on development programmes. "We are being seen as subjects, and we don't have any role in decision making, planning, implementation and monitoring of development programmes which affect us," Particular efforts are needed to include indigenous women in decision-making, even within indigenous institutions. "A lot of indigenous institutions are dominated by men, and the perspective of women as well as the recognition of their specific conditions are not taken into account,"
5. **Data disaggregation** - The surveys and questionnaires which set a baseline for development gains are becoming more nuanced, for example collecting information on gender and disability as well as age and location. "But we need to have ethnicity, an indigenous identifier - because without that how can we measure if indigenous peoples are taken out of poverty? If we look at the MDGs, a lot of countries said that they had reduced poverty by 40%. That's at the national level, but if you look at indigenous peoples, we remain 80% of the poor. Those furthest left behind should be part of the data, so that we know how to measure progress."
6. **Recognise IPs as a distinct group – and not only a vulnerable group.** "We are rights holders and development actors and agents - we have our sustainable resource management systems, we have our sustainable livelihoods," said Carling. "These are something that we can contribute - we have our traditional knowledge, and our own innovations, and they must be recognised."

Adapted from: **Carling, J., Ibrahim, H. and Oelz, M. (2017)** 'Development makes us vulnerable': Call for SDGs to learn from indigenous peoples. Blog, EU Capacity4Dev. https://europa.eu/capacity4dev/articles/development-makes-us-vulnerable-call-sdgs-learn-indigenous-peoples

Figure 8: Underlying Principles of the Indigenous Navigator

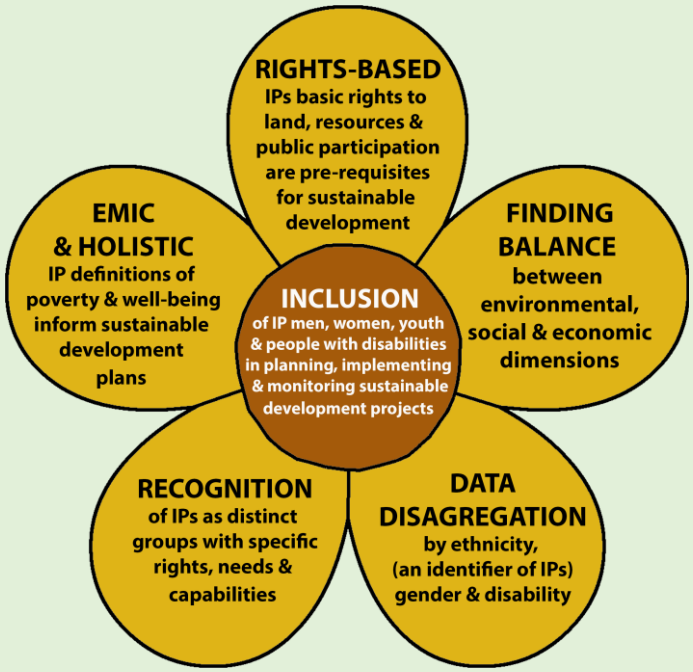


Figure 9: Indigenous Navigator Monitoring Framework and Key Tools

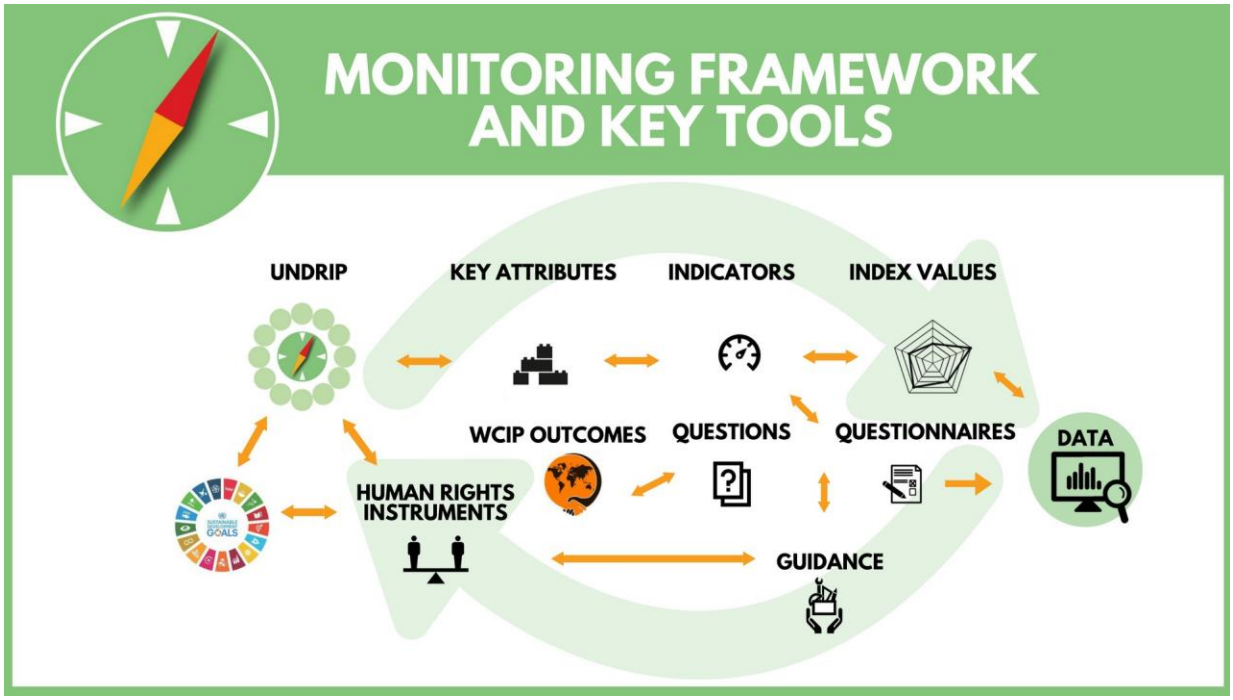
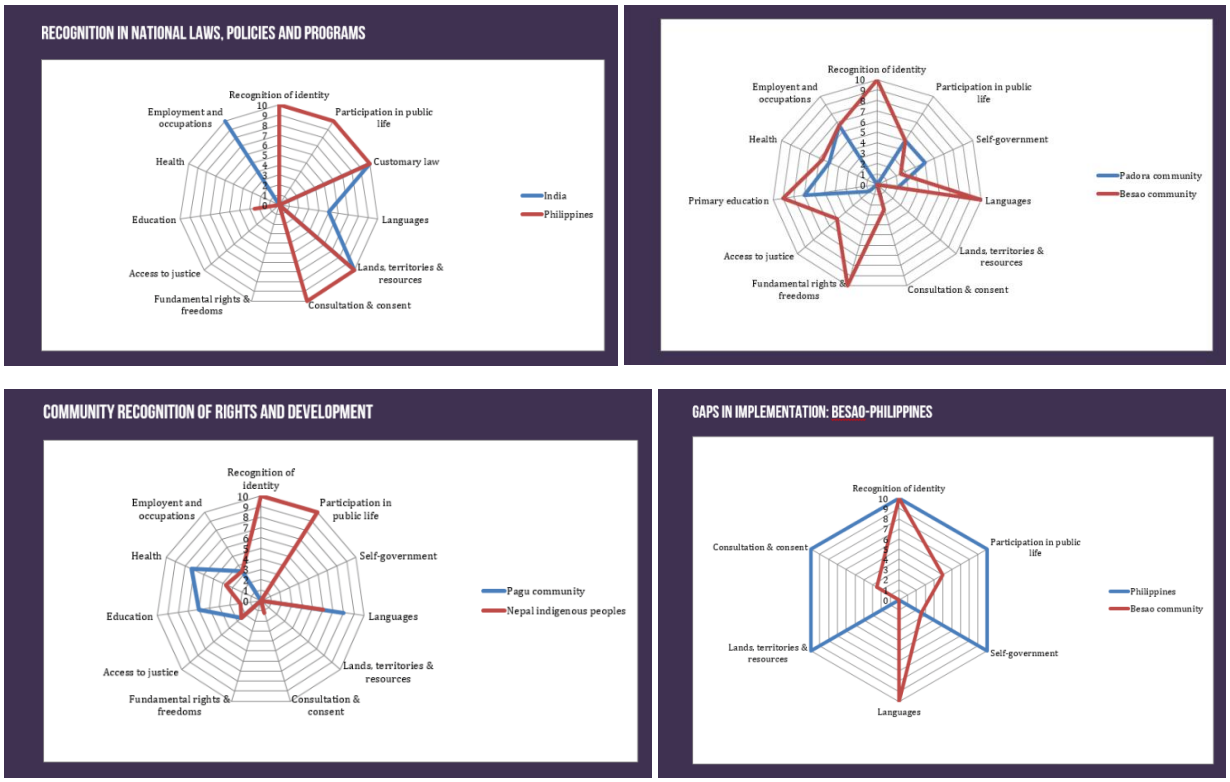


Figure 10: Indigenous Navigator Index Values Diagrams



3.1.8 Relevance to ILO Constituent and Donor Needs and Priorities

Box 27: Key Findings: Relevance to ILO Constituent and Donor Needs and Priorities

- The IN Pillars 1 and 2 were highly relevant to the needs and priorities of the ILO's constituents
- The ILO has been one of the UN agencies most actively engaged with IP rights and Empowerment for almost 100 years and is still the leading UN agencies with a mandate to advocate IP rights.
- As such the IN projects were highly relevant to the ILO's Mandate and built upon the work they had previous done under Pro-169 and other programmes.
- The IN Pillars 1 and 2 respond to key elements of the ILO "Strategy for Action Regarding Indigenous Peoples"
- The projects were also highly relevant to the EU/EIDHR Priorities
- However, IPs still appear to be a round peg in a square hole within the ILO – siloing or mindsets fixed on more mainstream aspects of work.
- The tripartite structure does not accommodate IPs

As discussed in section 1.5, the ILO has a long history of working to address indigenous rights issues. In 2015 the ILO developed a "Strategy for Action Regarding Indigenous Peoples"[19] through a consensus-driven process endorsed by its tripartite constituents. This strategy was updated in 2018. Its key elements are:

1. Promoting Convention No. 169 for rights-based, inclusive and sustainable development
2. Strengthening institutionalized dialogue, consultation and participation
3. Improving livelihoods and working conditions
4. Extending social protection
5. Addressing specific challenges faced by indigenous women
6. Closing the knowledge gap
7. Enhancing and strengthening partnerships

Furthermore, a review of the ILO's biennial Program and Budget (P&B) planning documents from 2016 through until the present found that these include the implementation of the "Strategy for Action Regarding Indigenous Peoples" as well as numerous other statements regarding protecting and empowering IPs, implementation and monitoring of the SDGs and the ongoing promotion of C.169. For example, in the ILO P&B for the biennium 2020-2021 section 175.D it states that at the country level, the ILO will support its constituents in: "*establishing or strengthening mechanisms, institutions and legislative frameworks for consultations with and the participation of indigenous and tribal peoples, and their economic empowerment, through the effective implementation of the Indigenous and Tribal Peoples Convention, 1989 (No. 169).*"[20]

Based on the preceding discussion and analysis regarding the ILO's history of engagement and innovation on IP issues, its past experience with similar IP empowerment projects, and its internal policies, action plans and work programs it is apparent that the IN Pillars 1 and 2 were highly relevant to the needs and priorities of the ILO's constituents and entirely consistent with their internal policies and action plans.

Conversely, despite nearly a century of working with IPs and major efforts by the ILO management and GEDI unit to mainstream IPs issues internally, IPs still appear to be something of "a round peg in a square hole" within the ILO itself. From an outsider's perspective it still appears as if there is some degree of siloing or mindsets fixed on more

[19] **ILO (2015)** *Indigenous peoples' rights for inclusive and sustainable development.* Policy document presented to the 325th Session of the ILO's Governing Body. ILO, Geneva. https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_412809.pdf, and **ILO (2018)** *Follow-up to the Strategy for indigenous peoples' rights for inclusive and sustainable development.* Policy document presented to the 334th Session of the Governing Body, ILO, Geneva. https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_646042.pdf

[20] **ILO (2020)** *ILO Programme and Budget for 2020-2021: Programme of work and results framework*. ILO, Geneva. Page: 36. https://www.ilo.org/global/about-the-ilo/how-the-ilo-works/programme-and-budget/WCMS_736562/lang--en/index.htm

mainstream aspects of the ILO's work. In the process of implementing the IN this issue arose. The ILO only had sufficient funding to allocate one staff member to directly support implementation of the IN in Bangladesh. In the other target countries support from the ILO country offices was largely lacking, as the ILO mission staff were generally too busy attending to their core duties (there are some other examples such as Philippines and Nepal where the ILO country offices were able to provide limited support).

Relevance and Strategic Fit with EU/EC Needs and Priorities

Since 1998 the EU has also supported action to address IP rights issues. This has included incorporating IP issues and concerns as a cross-cutting aspect of their approach to international development cooperation and human empowerment. Over the two decades the EU has increased their focus on IP rights and empowerment and promoted greater participation of IPs in EU processes. EU legislation has been expanded to incorporate Indigenous Peoples' rights, such as the 2017 Council conclusions on IPs[21] and the 2018 Resolution of the European Parliament regarding "violation of the rights of indigenous peoples in the world, including land grabbing"[22] as well as other recently passed resolutions which reiterate the EU's commitment to IPs. The EU also continues to be keenly involved in the UN for a dealing with IP issues as well as contributing to the work of various UN agencies dealing with IPs rights and empowerment issues. The EU has also been instrumental in the adoption of UNDRIP as well as the Convention on Biological Diversity, SDGs and numerous other international processes and instruments dealing with indigenous peoples. The EU's strong interest in IP issues also links with the EU's main priorities for the coming years, i.e. the European Green Deal and its Biodiversity Strategy, wherein the inclusion and full participation of IPs are strongly promoted.

Through the European Instrument for Democracy and Human Rights (EIDHR) funding instrument, the EU has become one of the main sources of small and medium sized grants supporting the work of many non-governmental organizations working on IPs rights issues, including IWGIA, AIPP, FPP, Tebtebba and several other consortium partners. For example, since 2010 the EIDHR has funded the Indigenous Peoples Human Rights Defenders (IPHRD) Network, which is administered by AIPP, as well numerous research, advocacy and communications work done by many of these NGOs. In fact, the EU together with SIDA, DANIDA and Norad collectively represent the lion's share of bilateral development assistance support for national and sub-national NGOs and IPOs working on IP issues today.

As such the IN Pillars projects are also considered to have been highly relevant to and consistent with the interests and priorities of the EU relating to the integration of human rights, including IPs rights, into all aspects of its external policies. The fact that the EU has already committed to fund the IN consortium to further develop and implement the IN Framework and approach is a clear indication that they consider these projects to be relevant and coherent to their work.

[21] **European Council (2017)** "*Council adopts conclusions on indigenous peoples*", Council of the EU Press release 15 May 2017. https://www.consilium.europa.eu/en/press/press-releases/2017/05/15/fac-indigenous-people/

3.1.9 Coherence of the Project Design and Theory of Change

Box 29: Key Findings: Coherence of the Project Design and Theory of Change

- The Theory of Change (ToC) and the Indigenous Navigator approach made sense and was adapted to the real needs and concerns of Indigenous Peoples and the countries.
- There were several flawed assumptions in the ToC, such as that IP leaders would have the skills, confidence, time and access to be able to influence public policy makers, and that public policy makers would be open to changing their minds
- The project's goals were very ambitious and some of them could not be achieved. The ambitious project design should be seen as bold and aspirational, and failure to achieve some of the goals should be expected.
- Training and capacity building needs were underestimated, especially at the community level in terms of knowledge of international regulatory frameworks and the technical management of computer systems.
- The ACM approach meant that the logframe and Theory of Change was not seen as a fixed set of targets but rather initial guidance which could be modified as circumstances changed in different countries.

The Theory of Change (ToC) and the Indigenous Navigator approach made sense and was adapted to the real needs and concerns of Indigenous Peoples and the countries.

Although the construction of the ToC of the project was not done with the participation of local partners, the interviewees understand it as the implementation of a universal tool to measure the progress of the countries in the implementation of IPs rights within the framework of UNDRIP and C.169, and the SDG goals and targets, an issue that was considered very important, especially in Bolivia, Colombia and Peru. In this sense, they consider that the IN is an important tool to strengthen the rights of IPs and demand from the states that the rights are not only recognized in national regulations, but mainly that they be applied and implemented in sub-national jurisdictions. In a very practical sense, the surveys have been very important both during the execution of the project and afterwards to:

i. Make diagnoses of the communities with a rights-based approach, applying the community survey, which has allowed them to "*order the information that is required inside the communities*";
ii. Have accurate and sufficient information on the fulfillment of rights according to international standards, applying the national survey; and
iii. Enhance incidence based on the information obtained from the diagnoses carried out with the surveys, as expressed by one of the interviewees, "*we understood that in order to advocate we need objective information, which we obtain through the surveys*".

According to those interviewed, the data produced by the surveys are important because they reflect the reality of the Indigenous Peoples, and they consider the information vital, "*even if it is not official*", because it allows human rights organizations and institutions to strengthen their work. Due to the above, the interviewees consider that these three steps, as part of the IN ToC, are key and useful for indigenous communities and organizations in favor of fulfilling their rights. The interviewees from the communities where the community surveys were applied, highlighted that the application has been an occasion for "*reflection and conversation*", for "*a closer and more effective dialogue in the communities*" about their situation and about their rights, from of their own conceptions of rights, which they feel are different from the conceptions of the institutions, because "*one thing, for example, is to have territory and have it recognized (it is reflected in the survey), and another thing is to be able to enjoy the territory, manage it autonomously and have food security, which is the true fulfillment of the right for the community*", which, according to the interviewees, is not reflected in the surveys and is what the states do not comply with. In Peru, e.g., they pointed out that with the score given by the national survey "*it seemed that Peru was better at complying with the rights of IPs than it really is, because it recognizes the rights and that generated discomfort in some communities*".

Box 30: Partners' Perspectives on the IN Project Theory of Change

"The logframe was well thought out, the flow is very logical, but when it comes to reality there are so many factor that affect, you know, the flow of change. So many things have not been achieved because of impeding factors. For instance, the capacity of the partners to engage local governments. Right! 'Use the data to engage the local government,' depends very much on the strength of the leaders on an individual level, and also the capacity of the indigenous political structure (IPS), and the indigenous peoples' organizations (IPOs), which can push the IPS or the other way around. In my personal observation a lot of our IPS have been weakened because of the imposition of state structures. For example, the local government has taken over a lot of the functions of the IPS, traditional leaders are sidelined in the political process. And if the leader is not strong enough to assert the IPS vis-à-vis the state structure, then you have a problem.

"I think that the whole conceptualization and the Theory of Change was well intentioned, but maybe in the implementation, or maybe in the whole conceptualization, failed to consider some of the realities of indigenous peoples, because there is a huge knowledge gap in terms of how these international instruments work, and we went into monitoring these international instruments, which was a bit difficult in the initial stage for the communities to understand, we don't even have enough vocabulary to translate this to the local dialect, and this process took a long time, especially for the long questionnaire, the tool was very intensive."

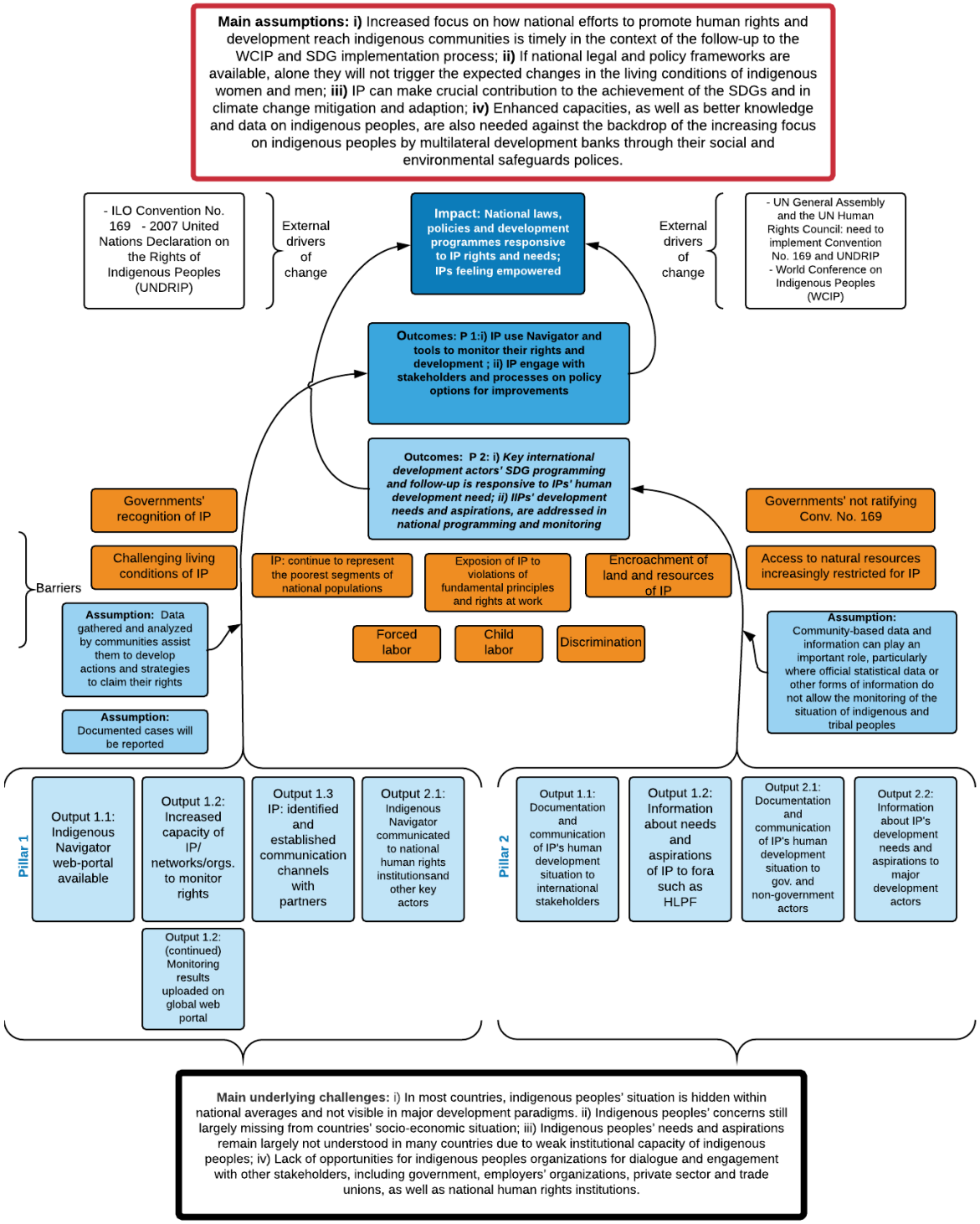
"When I started working on the IN I found the project to be rather innovative, it was quite interesting to see a situation where IPOs and IPs themselves are capacitated to be able to collect data on their own rights situation and I think this idea that IPs would be able to gather data about themselves is interesting because it also enhances their capacities to better understand the kind of rights that they're entitled to. So I thought hat the Theory of Change, working with different organizations in different parts of the World to capacitate IPOs and communities was rather unique."

"I remember showing the Navigator Project at the Permanent Forum (UNPFII). This was right at the very beginning, and we were showing how it would all work. There were big issues around the questionnaire, was it too detailed or was it not detailed enough? How could it be tailored to the different communities? Some wanted community answers, some wanted individual. There was an issue about whether indigenous women were being properly represented in this whole process, and how democratic and inclusive was it? So we worked through a lot of different issues.

Then there were issues around the data, and how that was being used, and then the database itself, there was a whole issue about that. It became a real dog's breakfast. But I think that we navigated through that and found a way forward that all the partners were happy with".

'We (the ILO) didn't have a lot of say in the design. So, would I have designed it differently? Possibly! But I think the elements were all very good.'

Figure 10: Indigenous Navigator – Reconstructed Theory of Change



Source: **Engelhardt (2018)** *Independent Mid-term evaluation of the Indigenous Navigator*. December 2018. Page 17.

3.1.10 External linkages

Box 31: Key Findings: External Linkages

- IN appears to be relatively unique amongst the many UN and other donor initiatives targeting Ips – IFAD's work on participatory land mapping and other support for IPLCs is perhaps the most similar program. The UN Local2030 – but this seems more targeted to local government than directly to communities.
- IN's international networking efforts were clearly undermined by the pandemic.
- ILO is also one of the founding and leading members of UN Inter-Agency Support Group on Indigenous Issues (IASG), through which it can share knowledge gained through implementation of the IN and learn from the efforts of the other over 42 UN and other international organizations that make up IASG to shine a light on some of the sociopolitical and demographic realities of IPs in the context of international, regional and national borders
- Linkages/networks were established with other UN agencies and bodies, - most notably the HLPF through the IPMG as well as with the UNPFII.
- Linkages with were made with other UN organisations (such as IFAD, FAO, UNEP) but these have not yet been capitalized on.
- There were no linkages established with the World Bank and other IFIs or Private Sector - Industry bodies
- Towards the end of the projects IN partners (IPMG) made contact with the CBD Secretariat regarding potential collaboration on implementation of the Aichi Biodiversity Targets (esp. target 18). This is a potentially highly strategic partnership which should be cultivated and the Aichi goals and indicators

The IN project appears to be relatively unique amongst the many UN and other donor initiatives targeting IPs. IFAD's work on participatory land mapping and other support for Indigenous Peoples and Local Communities (IPLCs) is perhaps the most similar program, whereas the UN Local2030 program also focuses on localization of the SDGs but this project is more targeted to local government than directly to communities.

IN's international networking efforts were clearly undermined by the pandemic, with a number of face-to-face partner meeting, attendance at international level forums, and exchange visits between countries forced to be cancelled due to the pandemic. However, despite this severe limitation, the IN still managed to build external linkages throughout the project period. Linkages and networks were established with other UN agencies and bodies, most notably the HLPF through the IPMG as well as with the UNPFII.

There were no linkages established with the World Bank and other IFIs or Private Sector - Industry bodies. However, it was pointed out by Shauna Olney, Former Head of ILO's GEDI Branch, whilst it is of crucial importance for IPOs, communities and networks to build linkages with the private sector, and in the case of Bangladesh they were engaged through the ILO's Tripartite structure, at least for the time being it was important for the IN to remain focused on a limited set of objectives, and there were other ILO and UN projects with a focus on IPs and engagement with the private sector running simultaneously.

One of the IN projects' main mechanism of engagement with the UN system and other international organizations was through the Indigenous Peoples' Major Group (IPMG), which has strong links with United Nations Permanent Forum on Indigenous Issues (UNPFII), the UN Economic and Social Council (ECOSOC) and the High-Level Political Forum (HLPF) on the Sustainable Development, which is the UN's main platform on sustainable development and it has a central role in the follow-up and review of the 2030 Agenda for Sustainable Development. This conduit allowed the IN to liaise with decision makers at the highest levels of the UN system and raise crucial issues arising from data collected on the ground. One of the major outcomes of the work of the IPMG was the establishment of the 'Right Energy Partnership with Indigenous Peoples.'

"At the global level, from the work of the IPMG, there was great interest on the 'just transition' from fossil fuels to renewable energy, but the discussions that have been happening were really focused just on the technical side of building solar farms, windmills, and, you know, they are all on indigenous territory. So, it was expressed that there is a need for a platform for IPs to be able to assert their collective rights in the discussion of the 'just' transition from fossil fuels. So the right energy partnership with indigenous peoples was established as an offshoot of the work of the IPMG, and it is now legally registered in the US and functioning independently from the IPMG. So, the Right Energy Partnership with Indigenous Peoples will act as advocates on energy, access to energy that they will be able to manage on their own, and also on campaigns that highlight the negative experiences of IPs such as mega-hydropower dams and windmill farms that are affecting their lands and their livelihoods."

Towards the end of the project, the IPMG made contact with the CBD Secretariat regarding potential collaboration on implementation of the Aichi Biodiversity Targets (esp. target 18). This is a potentially highly strategic partnership which should be cultivated and the Aichi goals and indicators

Regarding regional partners, IWGIA, AIPP, Tebtebba and FPP are all quite well-established NGOs with existing relationships with a number of international donors, NGOs and UN agencies and the IN contributed to such ongoing network building.

For most of the local partners it was extremely difficult to establish permanent links and networks with national and international organizations to improve project execution, advocacy efforts and to mobilize resources to expand empowerment activities and initiatives. However, there are many notable examples of strong progress or improvement in national level relationships and access of the IN partners to key government institutions in their respective countries. The interviewees from the three countries in Latin America consider that links in this sense were not achieved as part of the project, although support was created with other EU projects in the countries and, as one of them said, "*attempts were made to involve local governments and some nationals, and other human rights actors to support the execution of the projects*".

In Africa and Suriname, the partners were well satisfied with the links made and opportunities to further or continue their related activities, including advocacy, through the networks and entry points achieved as a result of the IN project. In Asia all of the partners reported that they had been able to expand their networks at the national level, and had achieved some important outcomes in terms of raising awareness and policy changes relating to IPs. However building networks at the international level was far more difficult for most of the partners, who have no prior experience or existing linkages with international organizations.

In Bangladesh, where the ILO was directly involved in project implementation, linkages were established through the ILO's government, private sector and labour union constituents to establish a broad network of working relationships with a range of national level institutions, and even a number of international organizations. This clearly demonstrates the value that can be added through the ILO's involvement in the IN at the national level, as they can leverage their existing networks. For example Kapaeeng Foundation and the ILO arranged a series of training workshops, discussions and dialogue-workshops with representatives from more than 30 indigenous organizations' and many different government agencies, NGOs, CSOs, and academia, including the NHRI, Bangladesh Bureau of Statistics (BBS), the Citizen Platform for SDGs, Bangladesh, and the Ministry of Chittagong Hill Tracts Affairs, to discuss and promote efforts to enshrine and align the rights of IPs with national commitments including the SDGs, UNDRIP, ILO C.169, WCIP-OD and the 7th Five-Year-Plan of Bangladesh Government.

'One of the things we did try to do was to link the various ministries and agencies within each country. For example, in Bangladesh, where we had a direct role, and that's where the ILO has some advantage, because we have the links with various ministries, so we could try to have a more holistic look at these issue across government silos. Whether you're talking to the Ministry of labour, indigenous affairs, agriculture or forestry, or the bureau of statistics.'

Box 32: Key UN Agencies Involved in Indigenous Peoples' Issues

International Labour Organization (ILO)

- ILO C.169 and C.107
- Various projects to support adoption and implementation of C.169 and UNDRIP

Food and Agriculture Organisation of the United Nations (FAO)

- FAO's work on Indigenous People/Traditional Knowledge and Biodiversity
- International Treaty on Plant Genetic Resources for Food and Agriculture (ITPGRFA)

International Fund for Agricultural Development (IFAD)

- Indigenous Peoples Assistance Facility (IPAF) - small grants of up to US$50,000 IP communities to improve their well-being based on their worldview and aspirations.
- IPs and Agro-biodiversity programs

Secretariat for the Convention on Biological Diversity (SCBD)

- CBD and Traditional Knowledge, Innovations and Practices
- Aichi Biodiversity Target 18 – IPs and biodiversity conservation
- The Tkarihwaié:ri Code of Ethical Conduct to Ensure Respect for the Cultural and Intellectual Heritage of IPs and Local Communities
- Akwé: Kon Voluntary Guidelines for the Conduct of Cultural, Environmental and Social Impact Assessment on sacred lands

United Nations Development Program (UNDP)

- UN REDD
- Various other projects and activities with a focus on IPs

United Nations Educational Scientific and Cultural Organisation (UNESCO)

- Man and Biosphere

United Nations Environment Program (UNEP)

- Various projects with a focus on IPs and environmental sustainability

United Nations Framework Convention on Climate Change (UNFCCC)

- Local Communities and Indigenous Peoples Platform (LCIPP)

United Nations Children's Fund (UNICEF)

- UNICEF and Indigenous and Minority Children

United Nations University, Institute of Advanced Studies

- UNU-IAS Traditional Knowledge Initiative

World Intellectual Property Organization (WIPO)

- WIPO Indigenous Peoples and Local Communities Portal

Source: **UN DESA:** Indigenous Peoples at the United Nations / Inter-Agency Support Group (IASG)
https://www.un.org/development/desa/indigenouspeoples/about-us/inter-agency-support-group.html

3.2 Effectiveness

Box 33: Key Findings: Effectiveness

- IN was highly effective in terms of building capacity and awareness among partners and key stakeholders regarding their rights under UNDRIP, C.169, WCIP-OD and the SDGs.
- The project's adaptive-collaborative management approach was highly effective, allowing the partners to pivot rapidly in response to the COVID pandemic.
- Relevant data about project implementation was systematically collected, collated, analyzed and documented at the local, national and global levels and was used to adapt the project's approach to rapidly changing circumstances.
- Project partners in various countries were able to influence public policy relating to IPs, including the inclusion of ethnicity in national census in Nepal and the Philippines, securing citizenship for forest-dwelling IP communities in Cameroon, increasing IPO participation in SGD forums in most countries, as well as the adoption of elements of the IN framework is other processes related for example to gender and minorities' development.

This section reviews the extent to which the intended results of pillars 1 and 2 have been achieved and the rationale for the projects performance. Whilst results varied across the different countries and the different outputs and outcomes, overall the project was assessed as being highly effective in relation to the objectives, expected results, products and activities proposed for Pillar 1 and Pillar 2, in all 11 countries.

Outcome 1: IPs in selected countries in Africa, Asia and Latin America use the IN framework and tools to monitor their rights and development and engage with strategic partners and processes.

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.

The original global web-portal, which was built during the pilot project, was upgraded in 2017-2018 to enable direct editing by Navigator staff without much IT support. The look of the website was redesigned and new content was produced, posted on the portal and social media and shared in Spanish, English and French. However, the mid-term evaluation identified many ongoing problems with the website, leading to a second redesign of the website in 2019-2020 with the aim of establishing a more sustainable global IN web-portal, using a more technological user-friendly platform, as well as a governance structure that gives a lead role to indigenous peoples themselves.

The Global Web-portal is currently functional and includes country specific pages where data, reports, and publications produced using IN data can be accessed. However, for many of the partners and most of the stakeholders it is still very difficult to access the IN Web Portal to upload or download data, and some of the partners still feel that the Web portal has limited value to them and local stakeholders.

Output 1.2: Indigenous peoples' networks and organizations 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

Regarding output 1.2, the evaluators found that the IN project has contributed, in some locations quite significantly, to building the capacity of IP communities and their networks of allies to understand and defend their rights according to UNDRIP, C.169 and other international agreements and national laws and policies, by providing training and opportunities to engage with local and national government and other key stakeholders.

During 2017-2018, inception workshops were conducted in each of the target countries with active participation from IPOs, networks, leaders and community members. Trainings on the IN frameworks and tools were conducted throughout the project period with a total of 669 indigenous women and 767 indigenous men across the eleven target countries. The training, along with the tools and guidance materials developed laid the groundwork for a successful data collection effort.

Box 34: Community-Based Data Collection Activities Supported by the Indigenous Navigator

The Indigenous Navigator Framework, including the questionnaires, analytical tools, training and guidance materials played an important role in building capacities. During the course of the project, more than 200 IP communities participated in data-collecting efforts, resulting in 150 community questionnaires being uploaded to the IN Web Portal, of which 137 have been validated and published online. This includes: Bangladesh (25), Bolivia (18), Cambodia (4), Cameroon (35), Colombia (5), Kenya (6), Nepal (8), Peru (17), Philippines (2), Suriname (12), Tanzania (5). The community questionnaires provided data relating to the rights and development situation of approximately 279,000 people in total.

The process of data collecting itself has had an empowering effect on many of those involved, especially indigenous youth and women, who often played important roles in implementation at the local level. It was also empowering for many participating IPs to engage with key government agencies and other stakeholders, to present the data and discuss their needs and aspirations with key policy makers.

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

Networking and alliance building was seen as one of the key strengths of the IN Project. During 2017-2018 alliance building workshops were conducted in several countries, enabling the representatives of IPOs and communities to identify key stakeholders and build strategic partnerships. Networking and alliance building activities continued throughout the project period, though this was hindered by the Covid-19 pandemic, with each of the national level partners responsible for working with their local allies and IP communities to develop and implement effective engagement strategies. The results ultimately varied across the 11 countries, largely due to shifting political dynamics, but overall the progress made in this regard was very strong in South America it was considered that although the project made it easier for the participating indigenous organizations to meet and contact possible strategic partners for their advocacy action in the countries, these links were not consolidated. People interviewed in Africa, Asia and South America felt that the inter-country exchanges had been useful but that there was insufficient opportunity to develop relationships or really draw on the lessons and experiences from other countries in their region. They noted the useful role of the regional partners in sharing information from other countries and IPOs during monitoring visits.

Outcome 2: Key actors for rights-based development use the IN framework and data

Progress was made overall, albeit more limited in South America, in raising awareness about of IN among key stakeholders, including government institutions, national human rights institutions, etc. At the international level considerable interest was also generated, through organizing and participating in events such as the UN General Assembly and High-Level Political Forum. Ongoing interest in the IN by other agencies, and with the EU, suggests that the IN framework will continue to be used, with some further development support.

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 UN system, statistical offices and synergies with related processes maximized.

Information on the IN framework, tools and results, and its relevance for SDG monitoring, was shared through a number of UN and other international forums, which has generated significant interest and credibility. Information about the framework and results was also shared with many government agencies, including NHRIs, agencies responsible for IPs, and national bureaus of statistics (NBS), resulting in some significant policy changes, such as the inclusion of disaggregated data on ethnicity (a key identifier of IPs) in census data in Bangladesh and the Philippines, and the partner organisations being recognized as valid contributors or data for NBS in Kenya, for example.

On the one hand, local partners / indigenous organizations have used the results of surveys and monitoring, as inputs for reports, documents, and agendas that they have prepared with strategic partners, such as the Ombudsman's Office, the CIDDHH, the rapporteurs of the UN, and in cases such as Bolivia and Colombia, Suriname, Tanzania, Kenya and Cameroon, with local and national government actors. Whilst in the South American countries, many interviewees said they did not know if the development actors, national human rights institutions, or the UN system, are directly using the framework, approach, and data of the Indigenous Navigator hadgreater traction and appreciation by sub-national and national agencies in African countries, with examples of it being utilized for diverse purposes including related to climate, gender equality and national plans.

Pillar 2

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

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

The IN project made a lot of progress in regards to documenting and communicating the human development situation of IPs in the 11 countries. However, in many cases engagement with national, regional and international processes for monitoring SDG implementation remains very difficult for IPOs and communities themselves. Most of the country-level interviewees are not clear about the progress in the use of the IN at the international level, including the data and other information from the indigenous communities and organizations that have been uploaded to the web platform, as well as the reports and documents prepared with IN data and information, which have been presented to international development actors. However, in the results matrix of the project managed by IWGIA, the contributions of the IN applied in the participating countries are mentioned, linked to the official documents presented by IPMG in the HLPF. For example, in 2019, the Report "Perspective of indigenous peoples on the current status of the implementation of the SDGs in Latin America and the Caribbean", and in 2020, the Report "Indigenous peoples and COVID-19: challenges in achieving the Sustainable Development Goals, a perspective from the indigenous peoples of Latin America" demonstrate the data use in international forums. Other examples are at the national level, such as the reference to IP problems in the reports prepared in the framework of the Voluntary National Reviews (Peru), the inclusion of a section on land rights for the first time in the National 5 Year Development Plan in Suriname, and the listing of IN partners as recognized non-state actors eligible to contribute data to the National Bureau of Statistics in Kenya.

Op1.2: The HLPF that oversees the follow-up and review of the SDG implementation at the global level, as well as key international development actors, are informed about indigenous peoples' needs and aspirations in relation to key SDG goals and targets related to human development

The Indigenous Peoples' Major Group (IPMG), with support from the IN project, conducted sustained advocacy in the HLPF and other high level UN forums, and managed to increase the participation of IP representatives in relevant processes relating to the SDGs. Effort was made to ensure that indigenous women, youth and persons with disabilities were adequately represented in such meetings. The IPMG ensured that IPs' representatives participated in the HLPF meeting, which took place online in July 2020, and were supported to contribute their needs, concerns and opinions to the discussion. This involved the preparing reports, briefs and position statements to raise awareness of the key gaps in implementation of the SDGs vis-à-vis IPs rights. These efforts appear to have been effective both in terms of raising awareness at an international level, as well as building the confidence and skills of the IPs involved. However, much more still needs to be done to keep the issue of IPs rights in the international spotlight, and to broaden the opportunity to participate, so that benefits can be experienced more widely.

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-government development actors in the selected target countries.

The IN partners were very successful in documenting the development situation of IPs, with over 40 IN publications produced using community data covering a diversity of issues (see annex 2 for a full list of the documents produced through the IN project). Efforts to communicate such information and knowledge products to government and non-government development actors were planned and implemented on a country-by-country basis. In many of the 11 target countries a process of dialogue with key government agencies commenced in 2019, but after the Covid Pandemic struck these had to be moved online or were conducted as radio program, etc. Many small but important outcomes were achieved in terms of policy changes or galvanizing action, but much greater and ongoing action is required to ensure that IP issues stay on the agenda at the level of national institutions.

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.

Throughout the project implementation period consortium partners and their local partners continuously tried to share and engage with a range of development actors. These efforts appear to have been most successful in Bangladesh, where the ILO had a direct role in project implementation, whereas in other countries, where the national partners and local stakeholders usually lacked networks to enable them to make contacts with UN and other international development assistance agencies, there was less success. Networking and alliance building efforts expected from the project were also very negatively impacted by the COVID-19 pandemic.

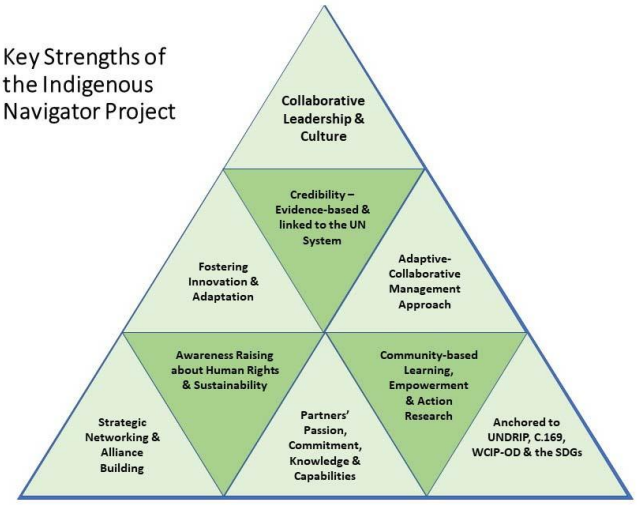
In general, the interviewees consider that the level of effectiveness of carrying out the project in relation to the objectives and results proposed was good in the all countries. Despite the fact that it was not possible to consistently consolidate the 'use' of the IN-web portal, there were many diverse and important applications for the data at local, sub-national and national level, and the degree of ownership and satisfaction at the level of participation of indigenous communities overall was high. Some interviewees stressed that "*access to both upload and download information was complex*" and the problems presented were not resolved adequately and completely during the execution period of the project. In this sense, the interviewees are not clear whether development actors (governmental and non-governmental) from the countries as well as international actors have access to data and publications (as an open platform) and do not know if they are indeed using them as GINI had intended or expected. The evaluators did not interview government actors or other intended or possible users of the IN data.

> *"I think one of the most important outcomes was a much better understanding of IPs rights and how they're applied, and in particular an understanding of gaps in the rights and identifying where more work was needs to be done to make sure the rights are applied in practice and consistently with national laws and international agreements, because they were often quite significant gaps. That was really useful at all levels. It helped local communities and organizations to understand and monitor their rights, it helped at the national level in terms of informing the governments about what role they can play, and at the international level it helped to provide more clarity about the situation in various countries, and greater appreciation of the importance of participation and consultation, which contributed to greater overall coherence within the UN system. I mean governments may put laws in place, but if they're not being applied, how can governments, donors, the regional and national organizations and the local partners help to make those rights a reality."*

3.2.1 Key Factors Affecting Success

A range of factors have been identified as contributing to the success of the IN Projects, as outlined below. Many of these aspects are discussed in greater detail in other sections of the report.

Figure 11: Key Strengths of the IN Project



Strengths

1. **Adaptive-Collaborative Approach:** The multi-partner consortium involving 20 international, regional and national level partners, who in turn work with an even larger number of local allies and IP communities, gave the consortium access to a broad network of IPOs and IP communities and a deep pool of knowledge and experience, as well as enabling peer-to-peer learning and knowledge sharing on a global scale.
2. **Collaborative Leadership and Culture:** The leadership and culture of the IN consortium appear to have been one of the key factors leading to success. From the feedback provided there was a strong culture of mutual respect, consultation and trust, which permeated the consortium and supported effective collaboration. The foregoing was added to the previous knowledge among the regional and national partners and the trust and credibility that they had before the indigenous organizations and communities, which greatly facilitated the implementation of the project. As expressed by one of the Regional Partners, "*the national counterparts have shown a very high commitment and without that commitment it would have been very difficult, they have had good initial contact with the indigenous communities with whom they have worked and there is a level of trust with them, because they have worked with them since before the project*".
3. **Partners' Passion, Commitment and Capabilities:** Whilst the consortium partners came from a wide variety of cultural and institutional backgrounds and had very different levels of capacity, they all shared a deep passion and level of commitment to fight for IPs rights, and they each contributed their own unique skills and knowledge. They committed themselves to carrying out the project with full commitment, often drawing on additional (internal) resources where needed, and with satisfaction at the ownership that resulted from high level of community participation in the village level activities.
4. **Networking and alliance building:** All of the consortium partners came into the project with their own networks and alliances in place ranging from IP communities and IPOs, NGOs, government agencies, through to the highest levels of the UN system. The IN actively sought to build, expand and capitalize on these networks and alliances.
5. **Fostering innovation and adaptation:** The IN Project did an excellent job of fostering innovation and adaptation amongst the project partners and the allies and stakeholders. In particular, the partners were challenged to translate and adapt all of the tools and training materials and develop locally appropriate aids, strategies for engaging with government and advocating for policy change, as well as locally appropriate responses to address the issues arising.
6. **Anchored to UNDRIP, C.169 and the SDGs:** By building the IN Framework in relation to UNDRIP, C.169, WCIP-OD, national laws and the SDGs the approach was able to link IPs rights and sustainable development issues and aspirations with national and international legal frameworks and provided a firm basis for advocacy efforts.

7. **Awareness Raising:** The IN also helped to raise awareness amongst IP communities about their rights and the sustainable development agenda, which most of them had not heard of before, and supported localization of the implementation and monitoring of the SDGs.
8. **Credibility – Evidence-based & linked to the UN System:** By linking community-based monitoring activities with the ILO/UN via the SDGs and the web portal, it lent credibility to the data being collected by communities as coming from credible sources and methodologically valid.
9. **Alliances created by local partners with development actors in the countries** such as the Ombudsman's Office, public control entities, Human Rights commissions, national Statistics agencies, the Inter-American Court of Human Rights (CIDDHH) and the UN rapporteurs, for the preparation of reports and documents based on data and information of the IN. The capacities and resources of local partners, to present reports and documents prepared with IN information to governmental and non-governmental development actors, target groups and public opinion, such as radio, visual, written, and virtual media, forums and workshops were also instrumental to the results achieved.
10. **Community-based Learning, Empowerment and Action Research:** Last but by no means least, the engagement and mobilization of IPOs and IP communities to conduct community-based data gathering, planning and monitoring activities, validate their data, reflect on it and then be able to follow through to the Pillar 3 activities, provided skills, motivation and in many cases, unprecedented empowerment and sense of pride in underserved areas/communities, for example in Tanzania and Kenya.

Weaknesses

1. **Insufficient budget for the number of partners and countries involved in the project:** The budget was very small for a project with such broad geographical reach, number of partners and socio-political complexity. Many important activities, such as training, translation, data collection, processing and administration, etc. were either un- or under budgeted. Consequently, the partners and stakeholders had to find significant additional resources to implement many activities and some of the planned activities could not be implemented.
2. **Insufficient allocation of resources for training, capacity building & knowledge sharing:** Training and capacity building needs were significantly underestimated in the project design, and consequently the partners, allies and stakeholders were forced to find their own resources to bridge the gaps in training and capacity building needs.
3. **Dependence on external funds & tech resources:** The IN remains dependent on external funding, at least until its ownership and hosting 'identity' questions are resolved. The web portal in particular will require ongoing funding for maintenance and development. Most of the allies and stakeholders lack technical skills to process or upload data, so the national or regional partners are burdened with feeding the website.
4. **Weak ownership of the Web Portal & Tools:** Many of the national partners felt that the web portal was of limited to them and in some cases were critical of the questionnaires, analytical tools and other elements of the approach. Such sentiments seem to be particularly strong in the 3 Latin American countries and the Philippines, whereas the other countries in Africa, the rest of Asia and Suriname had a more positive understanding of how they could utilize the IN processes and the information they had generated, irrespective of the portal.
5. **Insufficient support from ILO Country Offices:** The ILO could only find sufficient budget to support one field officer in Bangladesh, whereas in most other target countries the ILO staff were largely preoccupied with their core duties or had no responsibility for, or involvement with the Project. In those countries where ILO country offices did play a more active role, partners reported that it was much easier to access a wide range of national and international level stakeholder institutions.
6. **Insufficient focus on gender, equality & indigenous peoples living with disabilities:** The IN Framework's overall approach to indigenous women and indigenous people living with disabilities remains weak. The questionnaires do not allow the collection of disaggregated data to monitor the relevant GEDIN indicators, and the guidance materials and training do not give clear guidelines on how to address these sensitive issues within IN proceses.
7. **Insufficient focus on environmental sustainability:** The IN tools do not highlight the importance of the role of IPs on climate, biodiversity and pollution, which would allow raising the status and rights of IPs as well as their traditional ecological knowledge. Data generated, including community needs and priorities which overlap significantly with environmental issues, but the IN does not elaborate options for advocacy and action needed to support communities in these areas or to link them to actors with whom they could collaborate.

Opportunities

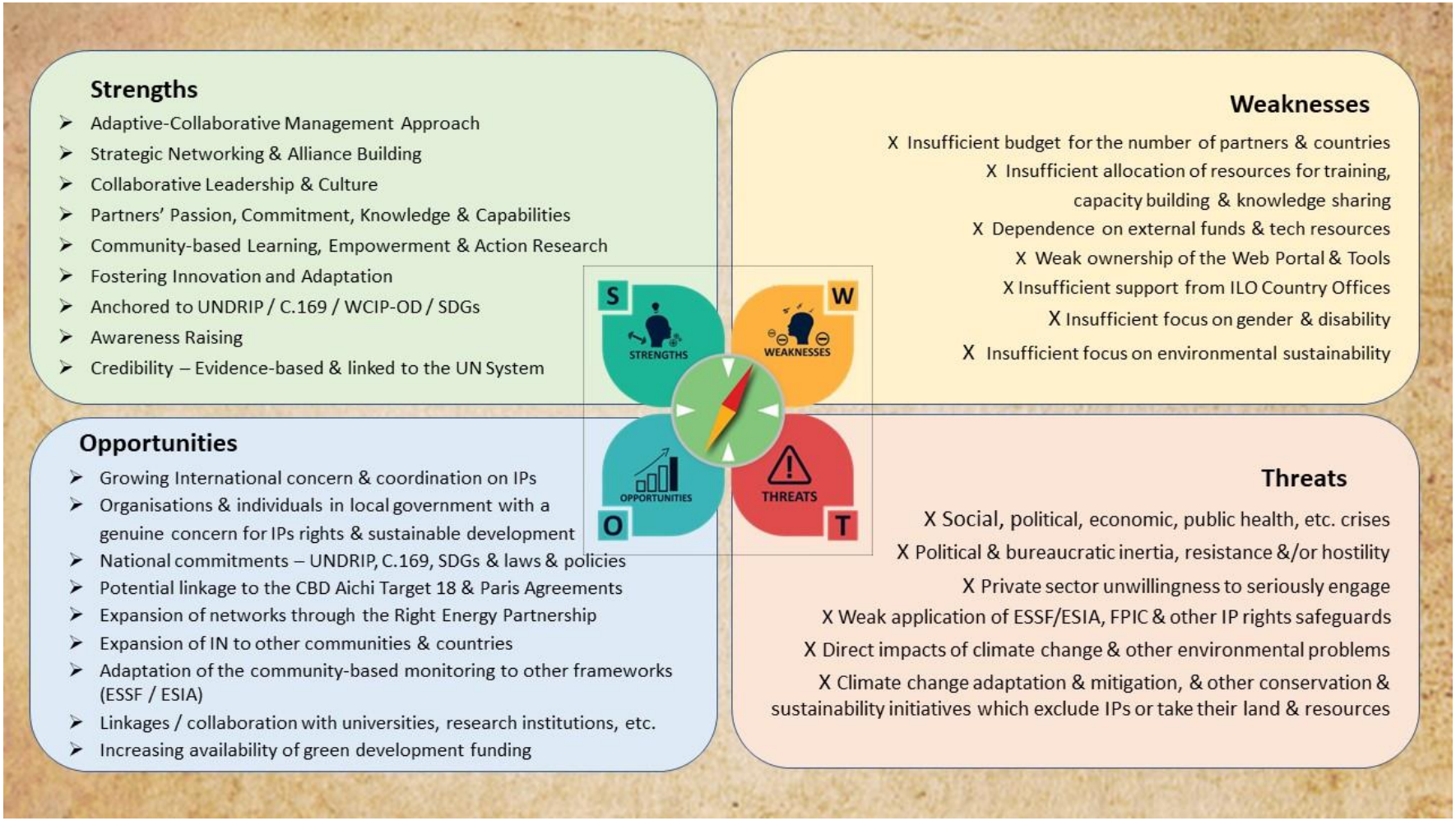
1. Growing International concern and coordination on IPs
2. Organisations and individuals in local government with a genuine concern for IPs rights and sustainable development
3. National commitments – UNDRIP, C.169, SDGs and laws and policies
4. Potential linkage to the CBD Aichi Target 18 and Paris Agreements
5. Expansion of networks through the Right Energy Partnership
6. Expansion of IN to other communities and countries
7. Adaptation of the community-based monitoring to other frameworks (ESSF / ESIA, for example)
8. Linkages / collaboration with universities, research institutions, etc.
9. Increasing availability of green development funding

Threats

1. Prevailing norms are hard to change - corruption, collusion, nepotism, land- and resource grabbing, systemic discrimination, etc.
2. Social, political, economic, public health, etc. crises / shoks
3. Political and bureaucratic inertia, resistance and/or hostility to indigenous interests
4. Private sector unwillingness to seriously engage
5. Weak application of ESSF/ESIA, FPIC and other IP rights safeguards
6. Direct impacts of climate change and other environmental problems
7. Climate change adaptation and mitigation, and other conservation and sustainability initiatives which exclude IPs or take their land and resources.

> *"In terms of the strengths, the fact that there was this bottom-up, collaborative approach that was a major strength, and the fact that you're directly working with communities and IPOs through the consortium partners, I think that was a key factor which led to great project outcomes.*
>
> *And another major strength was that it was evidence-based. Information was being collected to create knowledge, to create information, which would give evidence as to what would be required to change."*

Figure 12: SWOT Analysis



3.2.2 Capacity Building and Knowledge Sharing

Box 35: Key Findings: Capacity Building and Knowledge Sharing

- IN had a strong focus on capacity building and promoting knowledge sharing among partners and key stakeholders, but this relied heavily on local partner initiative and was not consistently or sustainably implemented throughout the project.
- Capacity building needs were underestimated in the original project design, but internal resources of the ILO, and the regional and national partners were reallocated to meet the most important needs.
- Respondents almost universally felt that the training and capacity building aspects of the project were amongst its most important aspects, particularly awareness raising on IPs rights.
- Knowledge sharing was promoted through regional and national meetings, national and international forums and, in many cases, spontaneous exchanges between the implementing partners and between leaders of the participating communities, on the knowledge and experiences they were having with the project.

The GINI had a focus on capacity building and promoting knowledge sharing among partners and key stakeholders, it initially underestimated the training and capacity building needs and therefore training and capacity building were under-budgeted. Ultimately the IN relied heavily on local partner initiative to meet the training and capacity building need, and the approach was not consistently or sustainably implemented throughout the project.

At the beginning of the Project, training workshops were held in each of the 11 target countries, focusing on the use of the IN Framework and understanding of the tools, and particularly on the specific application of the basic IN Questionnaires. There was an assumption that the IP communities would be able to understand these materials fairly easily, and would then be able to conduct survey using the IN questionnaire with the support of the national partners and their allies. However, understanding the IN Framework was dependent on the IP communities having a basic understanding regarding their rights according UNDRIP, C.169 and other international agreements, and the national legal frameworks of their own countries, as well as an understanding about the SDGs as well as what monitoring is and what purposes can it serve. Many IPs are unaware of these issues; for most of them they are very exotic concepts which are hard to relate to their worldview. It thus requires much more than simply translation into the local language, but also translation into concepts and metaphors which are meaningful to them.

For example, Bolivia and Peru, it was not considered that in order to apply the tools it was necessary for the communities to know their rights, international regulations and national regulations, which does not happen in almost any of the participating communities. It was also noted that, for example, in addressing the aspects of GEDIN "*it is different how they are handled in the non-indigenous [populations] and they fell short to understand and see how to handle these issues and what is needed to work on that vision*."

In some of the African countries, however, the partners' approach from the outset was to simplify the tools and translate them, as part of the training activities with the indigenous community enumerators, and this was considered a point of flexibility and assumed as part of the project approach to localizing the tools to the selected communities' contexts. Since these were technical, quantitative tools, extensive, complex and specialized questionnaires, and the use of virtual channels, it was necessary to have prior technical preparation, adapt the materials to the conditions of the populations (translation into their own languages, conceptualization of topics and contents according to the particular situations of the peoples and organizations, their own cultural visions and values, and "accommodate them to the language of the people"), and also adapt the application of the tools to connectivity problems in the territories.

Similarly, in Asia the partners' approach was to translate and develop materials to bridge this crucial gap, often drawing from their existing toolkits of training and awareness raising materials as well as their experience. They also sought to integrate the IN approach and framework into their existing programs and provided a lot of additional training. Training in bookkeeping and basic project management was required to help the local communities manage the activity funds and small sustainable development grants they received. For example, in the Philippines Tebtebba sought to integrate the IN Framework into its Community-Based Monitoring and Information Systems (CBMIS)[23], whereas CIPO and their allies bundled the IN activities together into their overall program of securing CLTs and empowering communities through a wide range of training, capacity building and small project support. This actually demonstrates that a degree of ownership over the tools was achieved in many countries.

In this sense, training and capacity building needs were not properly identified and planned at the beginning, nor were they evaluated during the project, and financial resources or time were not allocated to properly develop the capacities required for implementation, nor for the subsequent exchange between partners and between communities, of knowledge and experiences of the development of the project that would allow them to replicate the learning and good practices. According to the people interviewed, "*this was not an intentional activity*". The partners of the three countries in South America feel that the need to develop capacities had to "*be answered on their own, with their own resources, and without being foreseen*", to the extent that the project activities were being carried out. Conversely the partners in Africa feel that the project allowed them flexibility to determine what steps and activities were needed to build capacity for the project activities, and saw the project products, such as data and processes such as workshops and advocacy strategies based on data, as forms of capacity building that were new and welcome in each of their national (and in some cases, sub-national) contexts.

In terms of creating synergies between the partners and the international partners was planned, there were many actions not taken. For example, the participation in the High Level Forum of IP in Denmark, 2017; affiliation to the Main Group of IP -IPMG- and the regional meeting of IWGIA partners in Latin America in Bogotá, 2018, was an action that was not developed during the project nor was it maintained after it ended. However, carrying out the project activities was an occasion for spontaneous exchanges, "*in their trips and meetings*", between the implementing partners and between leaders of the participating communities, about the knowledge and experiences they were having with the project. Likewise, help such as the table sent by IWGIA, describing what it was and what was expected with each activity, facilitated the implementation of the Project. Capacities built for advocacy and engagement with national level processes, particularly but not limited to SDGs, were considered by partners (in Africa and Suriname) to have been a strength in the project design and the implementation, as evidenced by the significant results achieved in terms of ongoing partner involvement in national level forums and recognition of the IN data validity by key agencies such as some national bureaus of statistics.

Knowledge sharing visits were also conducted during the early phase of the projects, with IP community members in Cambodia recounting the time she and several other IP community members went on a study tour to the Philippines, where they had the opportunity to meet with Tebtebba and other NGOs working on IP rights

> From Suriname, for example, VIDS explained, "*an important thing we could do was the training of IP village leaders by IP leaders, not by outsiders. Those with a lot of experience were training other newer leaders, this also made them interact, and confirmed their belief that they can do it themselves, so important to have this exchange, between villagers and between leaders, its very important in their development journey; its not usual that they gather and not easy for them to come together, e.g. from south. In the IN project i was possible to bring them together and exchange ideas and exp on how to manage the village and do things better. I think this was one of the important things, not just to the government, with the advocacy, this was important, but also the internal exchanges were intensive and very valuable*".

[23] **Tebtebba (2018)** Enhancing Indigenous Peoples' Development through Community-Based Monitoring and Information Systems (CBMIS) Manilla, Philippines. 318 pages. (Including a case study from the Indigenous Navigator Project implemented by ILEPA in Kenya) https://www.tebtebba.org/index.php/resources-menu/publications-menu/books/60-enhancing-indigenous-peoples-development-through-cbmis

in the Philippines, as well as visiting and learning from IP communities working on the IN and other projects and campaigns. This type of peer-to-peer learning is one of the most effective ways to promote knowledge sharing and the cross-fertilization of ideas between otherwise quite isolated IP communities. Furthermore, it helps build strong and sustainable relationships, and provides a huge amount of motivation and is overall a very mind-opening experience for many IPs. Unfortunately, the Covid-19 pandemic prevented similar exchange visits or study tours during 2020-2021. The IP community representatives consulted in Cambodia and the Philippines felt that such exchanges and study tours were really valuable and that longer exchange visits of 1-2 months would be more productive and also minimize the overall carbon footprint involved in international air travel.

Knowledge sharing between the various regional and national consortium partners was also a very valuable aspect for peer-to-peer learning. A number of opportunities for partners to meet face-to-face and share their knowledge and experience were planned during the early phase of the project, but do not seem to have been implemented due to budget constraints. However, opportunities to meet and share knowledge and experiences virtually were important, especially after the Covid-pandemic struck. It should be remembered that between the 20 partners involved in the IN there is a vast pool of knowledge regarding IPs around the World, and furthermore they can draw on a veritable ocean of knowledge through their local allies and IP communities. So every opportunity should be taken to promote peer-to-peer learning and knowledge sharing.

"In my opinion knowledge sharing was one of the weaknesses. During the pilot phase we had an assessment meeting in London, where all of the country level partners could meet and exchange ideas and experience. But in my recollection, during the second phase, with more country partners, there was no opportunity for everybody to meet face-to-face. I know there were plans to hold such a meeting, but there were budget limitations. I think that was the main factor, then later of course, when Covid came in, it was no longer possible for us all to meet except online. So it wasn't intentional, in fact, it was a clear lesson learned from the pilot phase, that it would be good to have an inception meeting with partners, and second is to have an inter-learning exchange."

At the local level the regional and national partners and their allies developed, adapted and applied a range of appropriate training materials and participatory training approaches. In future it would be worth exploring whether peer-to-peer training and participatory action research approaches, such as Farmer Field Schools (FFS) or similar approaches can be adapted to support community-driven scaling up of the IN Approach.

Another interesting training activity supported by the IN Project in collaboration with the ELATIA Elephant Trust, was an online training workshop on *"Enhancing the Use of Social Media for Advocacy*" which was conducted over four 3-hour sessions with the aim of strengthening communications and advocacy works at various levels of both the Indigenous Navigator and ELATIA partners, not only in Kenya and Tanzania, but also across all 11 countries, amplifying their different self-determined and sustainable development programs and activities while pursuing better visibility of indigenous peoples in various social media platforms.

"I got more insights about social media and these are very important tools to reach our communities. I am very motivated to implement the things I learned."

"One of the key reasons that video performs so well on social media is because it's an easy way to tell a story. Before you start creating content, first, you must have a plan on how you will go about your social media videos,"

"The Navigator Framework gave us really useful tools, and the data produced was fantastic. Much of the data used to produce the 30th Anniversary Report for C.169 was collected through the Navigator, and it really helped to shift the conversation at the international level, with some new, and you know quite troubling data, but data which I think helped us to move forward in a positive way. You know I cite that report all the time."

3.2.3 Adherence to work plans and time frames

Box 36: Key Findings: Adherence to work plans and time frames

- In general the projects followed the original work plan, though the adaptive-collaborative management (ACM) approach, which permeated the project, allowed the consortium and its stakeholders to reassess the situation, change course and adjust the ToC and workplans during implementation.
- Given the large number of different organizations involved in the project, and the fact that the national partners were underfunded, delays were inevitable. But overall, the management and the partners were able to work together to minimize delays and communications issues.
- Communication of change seems to have been good – with feedback from partners communicating their needs / issues and the ILO and regional partners supporting them to find ways to move forward.
- Many planned activities were not implemented and some of the planned outputs were not achieved, but this is understandable given the highly aspirational goals included in the original project design / ToC, unforeseen effort required on training and capacity building and the impact of the Covid-19 pandemic.

In general the projects followed the work plans and timeframes for implementation. The approach to project management was adaptive-collaborative, which allowed the regional and national partners considerable scope to develop their own work plans based on their knowledge of local conditions, and to adapt or modify their work plans to respond to opportunities and threats as they arose. This enabled the consortium and its stakeholders to reassess the situation, change course and adjust the ToC and workplans during implementation.

Given the large number of different organizations involved in the project, adaptive-collaborative approach and the fact that the project was chronically underfunded (which meant that project staff often had extremely heavy workloads to deal with), delays were inevitable. But overall, the management and the partners were able to work together to minimize delays and communications issues.

Communication of change seems to have worked effectively, with feedback from partners communicating their needs / issues and the ILO and regional partners supporting them to find ways to move forward.

Although many planned activities were not implemented and some of the planned outputs were not achieved, this is understandable given complex and rapidly evolving socio-political contexts that the each of the country programs was operating in and the highly aspirational goals included in the original project design / ToC.

Furthermore, the unanticipated effort required on training and capacity building and the impact of the Covid-19 pandemic also necessitated reassessment and adaptation of the workplans and schedules, which overall was done judiciously by the national and regional partners.

3.2.4 Management of Contingencies and Response to the Covid-19 Pandemic

Box 37: Key Findings: Management of Contingencies and Response to the Covid-19 Pandemic

- The Covid-19 Pandemic prevented many of the international level activities from being implemented
- It also affected the IN in different countries in different ways. For example the Philippines program hit hard by lockdowns, whereas its impact was much less extreme in Cambodia, Bolivia, Colombia and Peru.
- Overall, it was an opportunity to respond, as part of the project's actions, to the situations generated by these unforeseen events in the indigenous communities.
- Widespread initiative by IN partners to adapt interventions, such as translation and adaptation of national Covid-19 information for IPs, and use of information from indigenous communities to influence policy responses in some areas.
- During 2021 several countries used online dialog workshops about IPs and sustainable development based on data collected through the IN, such as the 5 part Dialogo web conferences in the Philippines and similar programs in Colombia and Peru, as well as radio programs and other forms of remote engagement, whilst less than perfect, helped to keep the discussion alive during the pandemic

The Covid-19 Pandemic affected the different countries involved in the project in different ways, but overall its impact was significant, with many of the activities planned for implementation during 2020-2021 suddenly becoming unimplementable in their originally planned form, and requiring the IN Consortium to pivot and adapt to an unprecedented set of circumstances.

Perhaps the most hard-hit country was the Philippines, where Tebtebba and was conducting a training workshop at the moment strict lockdowns were imposed, but in most countries it suddenly became impossible to implement many of the activities in the workplans, at least not in their originally intended form.

"Before the pandemic there was a lot of face to face training – Training in financial management and bookeeping was really crucial, so our indigenous partners could manage the funds provided for community-based activities under pillars 1 and 3. These trainings went online during the lockdown, but not everybody has the means to join online training and its never as effective."

"Our work in the Philippines was impacted very severely. In fact, we were just 1 day into a 4-day IN training workshop when the government declared the Covid-19 lockdown. We really had to scramble to get everybody back to their home villages, many of them catching the last internal plane flights for many months. In fact one training particpant was stuck in Manilla for three months. Even if he was given permission there were no flights or ferries to take him back to his home island. So we had to find him accommodation and provide assistance so he could do even basic things like go to the bank or buy food. It was a really difficult situation which affected the whole nation in many different and unpredictable ways."

The consortium responded well to this situation by rapidly reassessing the situation and adapting the workplans accordingly. The national partners' intimate knowledge of the situation on the ground, and the adaptive-collaborative approach to project management allowed the IN consortium to adjust to the rapidly unfolding crisis, viewing it as an opportunity to respond, as part of the project's actions, to the situations generated by these unforeseen events in the indigenous communities. All face-to-face activities, including meetings, workshops, training, monitoring visits, etc. had to be shifted online, which limited the participation of many of the IPs. For many of the project partners it also allowed more time for partners to consolidate much of the work that had been carried out prior to the pandemic, such as processing and analyse the data already collected and developing a large number and range of knowledge products based on the community-generated data.

Examples of the widespread initiative by IN partners to adapt interventions, include the translation and adaptation of national COVID information for indigenous populations, and use of information from indigenous communities to influence policy responses in some areas. For example, there was a report presented by IPMG at the HLPF on Indigenous Peoples and COVID-19 in Latin America, and the campaigns against the COVID-19 pandemic in Bolivia, whereas similar reports on the impact of Covid-19 on IPs were also produced in Bangladesh, the Philippines and at the global level.

Similarly, the presentation of projects supported by Pillar 3 to mitigate the effects of the pandemic on community health, such as the medicinal plant project of the Quechua People in Peru. In Suriname, the project under VIDS was quick to "redesign" part of the project activities to become a health communication project, supporting the government response and ensuring timely and appropriate information delivery to the indigenous population.

"When COVID 19 hit, luckily we had the opportunity to adjust the remaining budget, many activities could not happen as people could not meet. We very much appreciated the flexibility of the funding, to do what was needed at the time. The partners' ownership and commitment, and the communities, meant that the awarenesss campaigns on pandemic etc, and translation of material to local languages, not national language, facilitating indigenous women and low literacy groups could access information and guidance… and then we could link tis to the framework on SGDs on health and education".

Overall, whilst the Covid-19 pandemic, lockdowns and other restrictions clearly had a major effect on the project implementation and outcomes, the IN consortium did an excellent job of reassessing the situation and adapting their approaches and workplans to the situation in each country, such that the project was still able to achieve most of its goals.

"The data gathered with the Navigator tools actually were quite helpful during the pandemic, because they had valuable data to share in terms of reporting the real situation in the village. For instance, how can you implement the basic health and safety protocols? Like water, how can you wash your hands if you don't even have potable water? In many communities they don't have access to clean water. So how can you maintain a healthy environment to be able to mitigate or avoid the infection? But of course, on the other hand our communities are less exposed to the centres. They are safer in a way. And they also have their indigenous quarantine systems and protocols also, when the pandemic occurred. So they held rituals and there were ceremonies they felt they needed to conduct. They imposed the quarantine, so that anybody coming back into the community had to self-isolate for a number of days".

"One unintended effect was that they rejuvenated the practice of indigenous health or wellness practices. So the use of herbs, the use of rituals, prayers and ceremonies. You know these things combined were really very helpful for the communities, because in a way it strengthened and made the community more cohesive. It was like, 'we have nobody to depend on except ourselves, and the knowledge that we have. And therefore we have to recall and relearn what our ancestors knew.' They went back to the basics of indigenous wellness systems. Everyone was feeding that back to us, that the pandemic was an opportunity for us (IPs) to transfer the knowledge to the next generation."

3.2.5 Monitoring, Evaluation and Learning

Box 38: Key Findings: Monitoring, Evaluation and Learning

- Overall, the IN's MEL system was practical, useful, efficient and effective.
- The ILO put in place, managed and monitored implementation agreements with each of the regional and national level consortium partners.
- Relevant data about project implementation was systematically collected, collated, analyzed and documented at the local, national and global levels was used to adapt the project's approach to rapidly changing circumstances.
- Most of the consortium partners felt that the IN's MEL system was robust and useful and did not place too much burden on the national level partners.
- The results monitoring matrix made it possible to clearly see the achievements by expected result in the different periods of project execution, in accordance with the established indicators.
- The matrix was managed by the ILO. National and regional partners provided narrative reports based on their workplan, implementation schedule and actual activities and results. These reports were collated by the ILO and shared with the donors and all consortium partners. Obtaining reports from so many different partners in a timely manner was not always possible, but overall the system was considered manageable.
- A external mid-term evaluation (MTE) was conducted and the IN management and partners acted on the findings.
- The targets and objectives were highly aspirational and contingent on many externalities.
- Insufficient resources were allocated for monitoring, so national partners assumed it with their own resources.
- In Africa, and South America, the partners reported that the routine monitoring visits by Tebtebba and IWGIA were very useful, as they went together to the remote areas and actively discussed all aspects of project activities and felt supported both technically and in terms of administration. The national partners in Bangladesh, Cambodia and Nepal also found the monitoring visits and the partners meetings conducted by AIPP to be highly useful in tracking their progress and comparing it to others.

Overall, the design and application of the IN projects' MEL system was practical, useful, efficient and effective. Relevant data about project implementation was systematically collected, collated, analyzed and documented at the local, national and global levels was used to adapt the project's approach to rapidly changing circumstances.

The partners felt that the indicators used in the results monitoring matrix were useful in helping them to track their progress and were generally considered to be Specific, Measurable, Achievable, Relevant and Time-bound (SMART). However, given that many of the targets and objectives were highly ambitious and contingent upon the alignment of many externalities, the achievability of some of the targets was questionable. However, the use of such aspirational goals seems appropriate in this context, as the project seeks to harness the passion and commitment of their partners and stakeholders. As such, the "failure" to achieve certain project targets or goals is not interpreted as a failure to make progress towards the larger development objectives. Essentially the partners were experimenting, trying different approaches to achieve their goals, and sometimes it did not achieve what had been hoped for, yet had significant positive outcomes, both intended and unintended, as explained throughout this report.

The MEL matrix was managed by IWGIA. National and regional partners provided narrative reports based on their workplan, implementation schedule and actual activities and results. These reports were collated by IWGIA and shared with the ILO, donors and all consortium partners. Obtaining reports from so many different partners in a timely manner was not always possible, but overall the system was considered manageable.

The matrix was managed by IWGIA, who prepared the global report for the ILO based on the information provided by the local partners of each country in the format for the narrative report sent by IWGIA, which the partners filled out according to their schedule. and work plan. However, the local partners stated that the project did not foresee resources to carry out monitoring at the country level, so they assumed it with their own resources.

- Most of the consortium partners felt that the IN's MEL system was robust and useful and did not place too much burden on the national level partners.
- The results monitoring matrix made it possible to clearly see the achievements by expected result in the different periods of project execution, in accordance with the established indicators.
- A external mid-term evaluation (MTE) was conducted in December 2018 and the IN management and consortium responded effectively to the key findings.

The project did not allocate sufficient resources to carry out monitoring at the country level, consortium partners assumed it with their own resources. In Africa, the partners reported that the routine monitoring visits by Tebtebba were very useful, as they went together to the remote areas and actively discussed all aspects of project activities and felt supported both technically and in terms of administration. The national partners in Bangladesh, Cambodia and Nepal also found the monitoring visits and the partners meetings conducted by AIPP to be highly useful in tracking their progress and comparing it to others.

Similar to many other aspects of the IN pillars 1 and 2, the MEL system was undermined by the Covid-19 pandemic and lockdowns, as it became practically impossible to conduct monitoring visits from March 2020 through until the end of the project, whereas even this evaluation itself was undermined by ongoing difficulties involved in international travel, which meant that the evaluators were only able to visit project sites in Cambodia.

"Monitoring should have been given more resources also, particularly to support the community itself to be monitoring the progress of the initiative. What I mean is, they should be monitoring the changes happening in the community, even yearly, so they can also conduct a yearly update of the data, and because it's also an opportunity to re-assess and for innovation, to think of new ways to address old problems. And for the Philippines, I guess it's not really monitoring, but it is in a way, because you want to monitor how the partners were using knowledge, how they were applying the skills they learned in training workshops, for example in financial management. In a way it's not so much monitoring that we need to do, but rather mentoring. We should stay there for a month after we trained them on financial management, so we help them do the regular bookkeeping, help them decide how to account for each transaction, all these little things really help. We really needed much more time and resources to mentor the people after training them".

"Monitoring of the whole project was actually fine, but what we really needed was much more mentoring and coaching, which helps to reinforce the training and allows us, and the participants themselves, to monitor and evaluate how effective training and capacity building activities really were. That's what we really need in order to build a more sustainable result. But in the Philippines, there was just me, managing the program and working with 8 communities spread across the archipelago. So how could I spend weeks or months mentoring and monitoring in that way?".

"In terms of the reporting, I think the major challenge was that reports had to be completed at the local, national, regional and international levels and the results from these reports had to be complied into the results matrix. This meant that any delays in reporting at the lower levels would impact the timeliness of reports and completion of the results matrix at higher levels. So given the multi-layered partnership, there were often delays in reporting as each level had to wait for inputs from their partners. This affected the narrative reporting, completion of the results table and financial reporting. And with regards to planning and financial disbursements, it also worked the other way around, as delays in presenting plans to higher levels, and delays in getting responses or receiving disbursements were sometimes frustrating and presented some real management and coordination challenges. So managing the reporting and administration really took a lot of time and resources."

3.2.7 Management and Governance

Box 39: Key Findings: Management and Governance

- The project was an outstanding example of Adaptive-Collaborative Management (ACM) in action.
- The project management demonstrated an outstanding capacity to effectively and efficiently coordinate, administer and backstop project implementation across three regions globally and in highly diverse countries.
- The ACM proved crucial in managing the direct impacts of the Covid-19 Pandemic as it enable the project to quickly pivot with the national partners developing new strategies regarding their response to the pandemic and lock-downs.
- The regional partners also demonstrated a strong capacity to effectively and efficiently coordinate and administer the country level projects and backstop national and local partners.
- According to the local partners interviewed, the relations between the ILO, regional and national level consortium partners in each country were characterized by great understanding, respect, and trust.
- Some partners observed that "the consortium and the various levels in the project took a lot of time in decision making" and that a better model for some types of decisions should have been possible.
- Many instances of bottlenecks or delays in approvals and reporting processes occurred. However, this was unavoidable given the diversity and complexity of the partnership, and management arrangements were streamlined and delays were minimized during the later stages of implementation.
- The leadership and culture of the IN consortium appear to have been one of the key factors leading to success.

The approach to the management of the IN project was an outstanding example of Adaptive-Collaborative Management (ACM) in action. The consortium partners were numerous, came from many different countries, cultural and institutional backgrounds, and possessed a diverse range of knowledge, capabilities and networks. Furthermore, each country and community involved in the project exhibited different social, political, economic and environmental conditions, and different levels of recognition of IPs in law and in practice, which in turn were subject to unpredictable processes of change. The IN project's proactive strategy also required the partners to experiment and innovate whilst simultaneously monitoring and responding to any opportunities or threats as they arose. All of these factors combined to make a highly diverse, complex and evolving project context, which necessitated a management approach allowing the regional and national partners, local allies and stakeholders to develop their own strategies and workplans, and continuously adapt these to changing circumstances.

The administrative requirements of the EU, including the structuring of the grants according to Pillars 1 and 2, as well as Pillar 3 (managed separately by IWGIA), and the sharing of administrative functions between the ILO, IWGIA and the other project partners were complex. This, combined with the need to administer and monitor numerous sub-grants to regional and national partners, who in turn were responsible for disbursements of activity funds to allies and stakeholders, added many further layers and silos of administrative complexity.

Overall management and administration of the IN was shared between ILO and IWGIA, whereas each of the regional regional partners (AIPP, FPP, IWGIA and Tebtebba) were responsible for supporting a number of national level partners to develop, implement and administer their own country and local level strategies and workplans. In order to help guide the project strategy at the global level a steering committee was established. Whilst most of the partners felt the steering committee was responsive to their needs and concerns and provided useful guidance, some felt it took too long to get decisions or guidance from the steering committee, resulting in missed opportunities.

The strengths of the projects' adaptive-collaborative approach to management and governance relate well to the key indicators of organizational resilience as depicted in the "Resilient Organizations Benchmark Tool" (see Figure 13).

Figure 13 – Indicators of Organizational Resilience

Source: ResOrgs resilience benchmarking tool. https://www.resorgs.org.nz/our-services/resilience-benchmarking-tool/

Most notably, all of the interviewees described the leadership and culture of the consortium as being of great understanding, mutual respect, trust and unity of purpose. For example, the partner organizations in Bolivia, Colombia and Peru explained that:

> "*IWGIA was always willing to clarify and resolve the difficulties that arose, there were no complaints or differences of opinion, the questions or doubts that were raised were answered or discussed*."

At the beginning, IWGIA was also adjusting to the form of management because they were not 'owners' of the project but rather implementers, and there were no quick or definitive answers to the problems they posed; there were changes in IWGIA staff, and that made it somewhat difficult at times; nevertheless IWGIA was always very responsive, and the partners have all had a lot of communication and coordination with the current coordinator.

Similarly, the African consortium partners found the consortium members' support to be very helpful, for example in Kenya, ILEPA highly appreciated the support from Tebtebba. The partners in Bangladesh, Cambodia and Nepal were also highly appreciative of the support and guidance they received from AIPP throughout project implementation, especially opportunities for all of the national partners to meet and discuss and compare strategies. ILO leadership was generally applauded too. Nevertheless, some partners observed that the consortium and the various levels in the project took a lot of time in decision making.

Another possible contributing factor to the success of the project management was the relatively high number of highly accomplished indigenous women in positions of leadership within the consortium, including Joan Carling (Co-Convenor of the IPMG), Helen Tugendhat (Forest Peoples Programme), Karem Escudero (ONAMIAP, project coordinator), Bernice See (Tebtebba – Philippine Project Head), Robbie Halip (Tebtebba – Africa Regional Head), and as well as Brigitta Ferring and Sille Stidsen (DIHR) and Shauna Olney (Head of ILO GEDI), and many others down to the community level. This is likely to have contributed to the respectful and consultative culture within the consortium.

In reality, the management and governance of the project and the partnership was, no doubt, a much messier affair than it seems from the evaluators' perspective. No doubt there were many points of disagreement or times when people were extremely frustrated with delays involved in waiting for funds to flow down, or for reports to percolate up through the layers of the consortium. Yet it is evident across all regions that the leaders and the partners of the consortium did a remarkable job, working together in diverse, difficult and changing circumstances, to deliver solid results whilst fulfilling the complex project management and administration requirements of the UN and EU institutions.

Whilst there many instances of bottlenecks or delays in approvals and reporting processes due to the complex partnership arrangements, this was unavoidable given the number of countries and organizations involved in the project and overall there were managed very well.

Opportunities for all the international, regional and national partners to meet and share knowledge and experience were limited due to budget constraints and the COVID-19 Pandemic. Ideally there should have been at least two or three opportunities (ie. at the beginning, middle and end of the project) so that all of the consortium partners to meet and build stronger relationships, compare experiences, share lessons learned and most importantly to seek greater commonality and unity of purpose and approach.

Stakeholder Opinions relating to Governance and Management of the Indigenous Navigator

"In terms of project management it was a big stretch, in the sense that it involved a lot of collaboration, which required a huge amount of coordination and dialogue. The different partners, who also had their sub-partners, all had different approaches to implementation at the national and local levels. So sometimes there could be challenges with the management and collaboration with so many partners, but that is something which is bound to happen when you have such a project with so many partners spread out across some many countries".

"In terms of governance of the project, we had the steering committee, that provided the overall strategic direction, but their sessions were based on what our country partners and what the communities would identify as their arising needs and priorities that need to be addressed. I think it was an effective approach to guide the overall project"

"….it's quite an undertaking to be able to do that with the sort of limited funds that we had, and in that sense I feel it's quite remarkable that the project achieved what it did."

"Perhaps the easiest way to manage a project is top-down, limiting the scope and blindly following a predetermined workplan, even if the activities and targets don't really make sense. Maybe that is the easiest approach, but I don't think it is truly effective, at least not with projects with a high degree of socio-political complexity. That certainly wasn't our approach to managing the Navigator. If the activities in the workplan don't make sense, then we're not going to do it. I mean it needs to be meaningful for the people on the ground, otherwise why are we there? I think that's always our objective, making sure that there is ownership and collaboration, and yes, sometimes things change along the way, and that's ok, as-long-as we keep learning and striving to improve."

"The IN Project started in 2017, in June. During 2017-2018 I think that there were a lot of the bottlenecks, particularly when collective decisions needed to be made. But I think these were mostly straightened out during the early years of project implementation. There were problems with consensus building and with everybody pulling in their own direction. Many partners also struggled with the admin and reporting. But in 2019 we all started to pick up and everything became much smoother. The decision making, planning, and of course looking at the future of the IN Consortium itself, it was all managed in a kind of collective way, with more autonomy for each of the partners. I think that is what we've become, or are moving towards."

"We all made a lot of effort to avoid delay, but it was complex and took a lot of resources; for me it was a complex process; it was long, separate grant administered, etc. I think we can do a better model".

"In Kenya we had two national partners, ILEPA and MPIDO. During the pilot phase of the IN Project it was MPIDO taking the lead and ILEPA was one of their partners. In the current phase of the project, it was discussed within Tebtebba that it would be good to also give a chance to ILEPA to take the lead in project implementation to also help them build their capacity. So it was discussed with ILEPA, but I think there have been some communication gaps with MPIDO regarding the decision. But we had a number of visits in Kenya to discuss that with the two partners. Some members of the Tebtebba management team also travelled with me to troubleshoot partnership issues in Kenya. It's been challenging for ILEPA to have taken the lead, but I think that they were excellent in handling concerns being raised, addressing them at the country level. But from start to end there's been some challenges in the partnership between these two indigenous organizations. But they were both able to implement the project base on their workplans and the expected results. So, they did not let these partnership issues get in the way of them being able to achieve strong results."

3.3 Efficiency

Box 40: Key Findings on Efficiency

- The IN was highly efficient in terms of impact and outcomes from the resources allocated. It achieved remarkable results with a budget of just $3,350,000 spread across 11 countries, which is a fraction of the funding routinely allocated for less complex projects in single countries.
- The administration of the project was generally very good.
- Project funds were well managed by ILO through the regional partners, who disbursed funds to the national partners based up formal funding requests.
- The activities were very precise, and although the budgeted resources were few and limited, the project allowed flexibility for the partners to adapt and adjust their spending within some activities, which was highly appreciated and considered rare and very good practice. This flexibility built ownership at the national and local level, and is considered one of the key reasons why the project overall could achieve excellent results with limited funding.
- The project under-budgeted for training and capacity building, MEL and other activities at the national level. National and local partners had to take up the slack, which they were generally willing to do (though not necessarily happy about) because the project activities were deemed to be in their own interests, i.e. aligned with their own organizational needs and objectives.

The IN projects were managed in a flexible yet efficient manner. The management of the project posed a number of management challenges, including coordinating the implementation and administration of a highly complex project, with a total of 17 regional and national consortium partners in 11 countries and 3 international partners (ILO, DIHR and IPMG), in a context which was intended to be adaptive and collaborative, with a very small pool of funds and some somewhat ambitious targets.

Clearly the large number of consortium partners and the adaptive-collaborative approach to managing them entailed a trade-off in terms of efficiency, yet the approach pursued by the ILO and IWGIA towards management of the IN appears to have done a good job of managing project resources quite efficiently whilst also allowing each of the regional and national partners a good degree of autonomy and scope to adapt the approach and activities to meet local needs and aspirations. This flexibility is a good practice which demonstrates that with autonomy and trust, passionate commitment and competence of partners, funds can be effectively utlised with less prescriptive project designs. Conversely, as typically seen by evaluators and experienced by communities and local partners, projects with overly prescriptive and 'locked' activity designs create frustration and limit the potential impact, especially at the community level.

"One of the things that I think was important is, when we designed our program and budget for each of the units and for the whole (GEDI) branch, we tried to do a strategic budget where it was not just that this is Navigator money. I mean, IPs rights were a major and ongoing focus of the whole branch, not just this one project. So the money that came from Navigator was combined with internal funding and from other sources and used strategically. A lot of times we were doing things by bubble-gum and sticky-tape, but I think it was much more effective because we put the money together to use for one outcome, rather than splitting the available pool of funds into separate budget lines for the Navigator and other activities relating to IPs rights. So I think we [also] ended up contributing quite a bit from our internal budget and resources, particularly in terms of staff time. For example, some of the contract for the ILO's IN Project Officer in Bangladesh was covered by our regular budget, with several other sources of funding used to fill in gaps along the way. Anyway, we tried to do that, and I think the EU ended up getting pretty good value."

Some of the funds allocated to the national partners were in turn allocated to IP communities to enable them to carry out surveys and other activities, and consequently the national partners had to invest more of their time and resources into training IP community members in book-keeping and budget management, to ensure that these funds were used efficiently and properly accounted for.

Perhaps the most important driver of project efficiency was the deep commitment felt by all of the consortium partners to empower IPs, which meant that when they were faced with funding gaps, they generally dug deep into their own pockets, or gave freely of their own time to bridge the gaps.

For some interviewees from South America, "administration work was very exhausting because you had to fill in squares and squares of the budget and be very careful about what was charged to Pillar 1 and what to Pillar 2, even later to Pillar 3, but IWGIA always provided explanations that we could understand"; "On the part of the ILO there were delays in the disbursement of funds at the beginning, but IWGIA resolved it by transferring of its own resources". "Administrative capacity of IWIGA was critical to deal with ILO and EC requirements, and to bridge that for partners". "Tebetebba was doing its best to inform us and have monitoring meetings, going through the budget processes etc. in working meetings, it was open. It was very useful for us. They play a direct role, enhancing our capacity as they are [experienced handling] big grants with EU and ILO etc".

3.3.1 Allocation of Resources

Box 42: Key findings on Allocation of Resources

- The allocation of resources was generally good, with the exception of under-budgetting for capacity building activities.
- Each of the national partners was allocated a portion of the project funds and were given considerable scope regarding how those funds would be used to implement activities at the local and national levels.
- Not enough resources were allocated to training and capacity building in the original project design, but the ILO and the partners were able to reallocate sufficient internal resources to bridge the gap.

Whilst the project budget was relatively small, the consortium partners seem to have found ways to share this modest pool of funding between 20 consortium partners and make it stretch across 11 countries and around 200 participating IP communities.

The budgets for pillar 1 and 2 of the Indigenous Navigator show that around 36% of the budget was allocated for Pillar 1 (1,200,000 EURO), whereas 64% was allocated to Pillar 2 (2,150,000 EURO). Pillar 1 appears to have been under-funded, and in reality, significant in-kind support had to be found from all of the partners, their allies, IPOs and the IP communities themselves, who contributed their labour and other resources to fill in the gaps left by funding shortfalls.

"Training and capacity building needs in IP communities are huge, almost insatiable. There are never sufficient funding and resources to meet the needs and desires of IP communities.".

"For us the flexibility of the budget lines was really important, it gave us and our partners a lot of control over how the project would be implemented locally. The budget lines were really more general and it was left to the partners at the country level to identify activities that they're going to implement, especially advocacy activites that they plan to implement based on their country context and needs and priorities. Of course in terms of allocation of the budget, it was partners who identified how that allocation will be used in the different activities that they will be implementing. Aggregating the data is, of course, a different matter. It was ILO who were doing the consolidation of the data from the navigator, but citing specific data from communities, that requires FPIC of the community concerned".

Considering that the activities which were considered most impactful from the IN project were the training, capacity building and data collection activities (especially in combination with the small development projects managed under Pillar 3) it seems that better value for money could be achieved by allocating a larger percentage of the funds to grassroots activities. However, funding for the strategic networking, alliance building and knowledge exchange activities at the national, regional and international levels (which were mostly covered under Pillar 2) is also important, and such activities are often quite costly due to high travel and accommodation costs. A significant investment has already been made into the IN Web Portal, and ongoing funding will be required to continue developing, uploading data and maintaining the IN Web Portal. Some of the national partners, especially in Latin America and the Philippines, have questioned its value to stakeholders at the national and sub-national levels, and especially IPs themselves. On the other hand, the IN Web Portal may be a crucial element in giving legitimacy or credibility to the community-generated data. As such, further consideration regarding the utility, optimal architecture and sustainable funding options is needed.

3.3.2 Disbursements and Budgetary Management

Box 43: Key Findings: Disbursements and Budgetary Management

- The budget for the IN Project Pillars 1 and 2 were extremely small, particularly the budget for Pillar 1, which covered most of the activities at the local level, including training, community-based data-gathering and community-led advocacy.
- A significant, though unquantified, additional financial and in-kind resources had to be found from within the ILO's GEDI Branch and from most, if not all, of the consortium partners as well as from many stakeholders.
- There were delays in submitting and approving financial request, disbursement, etc. during the early years of the project. However, as the partners gained more experience with the financial systems and requirements, it became much easier for the national partners to manage and report on their budgets and the flow of disbursements and financial reports became much smoother.
- Overall there were no significant complaints raised by the project partners about financial management including disbursement. In the case of Tanzania, where MPIDO queried the selection of ILEPA as the lead partner, where MPIDO also has significant experience and management capacity ,they also acknowledged that it can be good capacity building for different organisations to take the lead and have increased financial responsibility, provided full transparency is required between partners.

As has been stated multiple times already, the budget for the IN Project Pillars 1 and 2 were extremely small, particularly the budget for Pillar 1, which covered most of the activities at the local level, including training, community-based data-gathering and community-led advocacy. As such quite significant, though unquantified, additional financial and in-kind resources had to be found from within the ILO's GEDI Branch and from most, if not all, of the consortium partners as well as from many local implementation partners.

Within the budgets for Pillars 1 and 2 there were funds allocated for each of the partners according to the various budget lines, and they were required to report back on the use of funds according to the budget lines and in accordance with EU financial reporting requirements. However, representatives of the ILO, IWGIA and the other partners reported that it was quite challenging to meet the EU's strict financial reporting procedures, particularly given that in practice there was not always a clear distinction between what was being funded under pillar 1 or 2, what was being funded through parallel channels (some of the partners found they could combine some

activities funded by other donors to achieve cost savings and make budgets stretch further), and what they had to find from their internal resources or as in-kind contributions from their local allies and stakeholders. As a result, during the early stages of project implementation the ILO, IWGIA and other regional partners had to provide a lot of support to the national partners to assist them with dealing with both the financial and progress reporting challenges that the project posed. The national partners also made disbursements to support implementation of specific activities by their local allies and stakeholders, which in turn often necessitated the provision of training in basic bookkeeping skills to ensure that the IP communities and IPOs could properly manage and account for their expenditures.

Due to the complex nature of the financial management system and the unfamiliarity of most of the national partners with the EU's systems and requirements, as well as the multi-partner management arrangements, there were delays in submitting and approving financial request, disbursement of funds, and financial reporting, which tended to snowball during the early years of the project. However, as the partners gained more experience with the EU's systems and requirements, and particularly after the conclusion of Pillar 1 in 2020, it became much easier for the national partners to manage and report on their budgets and the flow of disbursements and financial reports became smoother. In Tanzania, MPIDO noted that the lead partner was ILEPA but that it was not clear how that decision had been reached or what transparency was required. There appears to have been some tension in this arrangement, but MPIDO also acknowledged that it can be good capacity building for different organisations to take the lead and have increased responsibility, provided there is transparency. Working in different areas of the country and with different responsibilities indicates a clear division of labor, however this case underscores the importance of how the project set up and governance systems are monitored, to ensure smooth, constructive relations within a country partnership, to achieve project goals.

3.3.3 Multi-Partner & Multi-Stakeholder Coordination

Box 43: Key Findings on Multi-Partner & Multi-Stakeholder Coordination

- The project pursued a highly collaborative multi-partner / multi-stakeholder approach which involved coordination and consensus building between many partners and stakeholders spread across more than a dozen countries and four continents. This involved quite complex, flexible, and challenging coordination and management arrangements.
- The project established a hybrid model, with the somewhat hierarchal structure of the core consortium's partnership arrangements providing the structure necessary for effective project management, whereas each of the national partners was responsible for facilitating the emergence of self-organizing decentralized networks, which could flourish organically with support of the core consortium and the IN framework.
- The hybrid approach to multi-partner collaboration and coordination and decentralized multi-stakeholder dialogue and engagement were crucial to project success across multiple countries and represents an important contribution to the realization of SDG 17 – "Global Partnership for Sustainable Development."

Multi-stakeholder dialogue and engagement were central elements of the IN approach. The IN consortium itself was a multi-stakeholder partnership, which involved consensus building and coordination between a total of 20 international, regional and national level consortium partners. In turn each of the national partners also established numerous local level partnerships with indigenous communities, IPOs and other supporting organizations, with whom they shared funding, resources, knowledge and responsibility for implementing the project based upon shared interest in the approach and potential outcomes. The local and national level partnerships also used community data generated through the IN framework to engage a wide range of local, national and international organisations and government representatives in policy dialogue, where possible seeking common-ground for collaboration, to advance the rights of IPs and in particular their rights recognition under law, and their right to self-determined development in their own ancestral territories.

Clearly the coordination and management of such a broad coalition of disparate and geographically dispersed partners and allies was at times unwieldy and presented serious challenges in terms of efficiency of project management. However, by delegating responsibility for project implementation and seeking to maximize the autonomy of each of the national and local level partners, the project established a hybrid model, with the somewhat hierarchal structure of the core consortium's partnership arrangements providing the structure necessary for effective project management, whereas each of the national partners was responsible for nurturing the emergence of self-organizing decentralized networks, which could flourish organically with support of the core consortium and the IN framework. Overall, the value that the multi-partner collaboration and multi-stakeholder engagement brought to the project was a crucial element of its success, and the hybrid approach of providing structure in the form of the IN consortium and IN Framework whist encouraging local agency was outstanding. (refer to section 3.2.7 Management and Governance for a deeper discussion of the IN project's Adaptive-Collaborative Management approach).

Networking and multi-stakeholder dialogue and engagement efforts were strong in all countries, though the response by policy makers varied depending upon many local contingencies. Many respondents opined that greater engagement could have been achieved at the national and international levels had the ILO country offices played a more direct role in advocacy and networking / partnership building efforts and considerable ongoing effort is still required to grow, consolidate and sustain these networks.

For example, in Nepal the regional partner (AIPP) and national partner (LAHURNIP) built a broad-based coalition of 10 national indigenous and human rights organizations and 22 indigenous communities. This coalition used community-generated data to engage key government agencies and bodies in policy dialogue leading to the formation a national Indigenous Coordination Committee, including LAHURNIP and six national government agencies responsible for IPs in Bangladesh. . Furthermore, they found that it was possible for IPs to engage with local government and push for bottom-up policy change because there was an alignment of interests in the context of federalization and governmental reform (see section 2.6.2 – Indigenous Navigator in Nepal).

In Bangladesh the Kapaeeng Foundation and ILO built a broad community-based coalition encompassing 40 IP communities and 30 IPOs, including the Bangladesh Indigenous Peoples Forum (BIPF) and the National Alliances of Indigenous Peoples in Bangladesh. Data collected through Pillar 1 was used to as the basis for discussions and dialogue-workshops that brought together representatives from many different government agencies, NGOs, CSOs, and Academia, including the Ministry of Chittagong Hill Tracts Affairs, National Human Rights Council, Bangladesh Bureau of Statistics and other sectoral ministries and agencies, as well as civil society organizations such as the Citizen Platform for SDGs, and the Centre for Policy Dialogue (CPD), to discuss and promote efforts to enshrine and align the rights of IPs with national commitments and development plans (see section 2.6.1 – Indigenous Navigator in Bangladesh).

In Cameroon, OKANI Network, also serves as the secretariat for the Gbabandi Platform, an advocacy network for indigenous forest-dwelling peoples, including 12 IPOs representing indigenous Baka and Bagyeli peoples. Using community generated data OKANI and their partners engaged a broad range of stakeholders in dialogue regarding IPs rights and development situation, including IPOs and community representatives, the central government, mayors, CSOs, the National Commission on Human Rights technical agencies and financial support organizations, etc. The main focus of these dialogues on the real situation of citizenship of the indigenous peoples of Cameroon's forests. Based on these policy dialogues and with funding support provided through Pillar 3 the OKANI Network and their local partners worked with the administration to secure birth certificates and citizenship rights for IP communities.

At the international level, the IPMG has spearheaded the establishment of the Right Energy Partnership with Indigenous Peoples (REP), an indigenous-led, multi-stakeholder partnership with the goal of increasing renewable energy systems that respect human rights and leveraging the leadership of indigenous communities to develop solutions. Since its establishment in 2018 the REP has used contributed to high level dialogue on global energy transition policies and the necessary safeguards and participation of IPs.

In conclusion, the IN project's hybrid approach to multi-stakeholder dialogue, engagement, collaboration and partnership was outstanding and represents an important contribution to the realization of SDG 17 – "Strengthen the means of implementation and revitalize the Global Partnership for Sustainable Development."

3.3.4 Funds Leveraged & In-Kind Contributions

Box 44: Key Findings: Funds Leveraged & In-Kind Contributions

- Beyond the bridging grant approved by the EC/EIDHR in 2020, the IN Consortium was unable to leverage any additional funding to support project implementation.
- On the other hand in kind contributions from regional and national partners, their networks and many IP stakeholders appears to have been significant and a testament to how valuable IP communities felt the project was to them.
- Almost all national partners commented that the expectations of in-kind contributions were high and that they had not anticipated how stretched their teams would be to fulfill the project activity requirements.
- Trying to find balance or "the sweet spot" between giving too much or too little support to partner organizations may have been a challenge based on the design, but was dictated to a large part by the overall limitations of the project budget.

Whilst additional funds were secured to support other elements of the IN, beyond the EU bridging grant in 2020, the Consortium was unable to leverage any additional funding to support project implementation.

Representatives of the ILO and many of the partner organizations reported that they were forced to find additional internal funding, or synergies across budget lines, to cover key gaps, such as most of the wages for staff working on the project, translation cost, training costs, etc. On the other hand, in kind contributions from regional and national partners, their networks and many IP stakeholders appears to have been significant and a testament to how valuable the partners and IP communities felt the project was to them.

Partners, the community and other parties contributed positively to IN activities, although there was no specific in-kind contribution required by the project. In many cases partners complained that the level of in-kind contributions that they had to make to ensure the project could be implemented locally was really asking a huge amount of them, not least because the target populations are often in remote and difficult to access areas, community consultation processes often require extended iterations, and engaging national actors to visit and join in field visits takes more time and money than was generally available. The local implementing partners considered that they made important contributions to the realization of the project activities, such as:

- In personnel for planning, monitoring, evaluation, communication, and support
- Preparing and translating training and communications materials
- In administrative expenses and management time of the organization
- In convening and logistics support to carry out assemblies, groups, workshops, meetings, and forums
- In equipment and facilities of the participating communities and organizations
- In food, "*in addition to the premises and hospitality for events, communities contributed their food crops*"
- The mobilization of people from the communities to the places of assemblies, workshops, and meetings, which they did by their own means.

Trying to find the "sweet spot" between giving too little or too much financial support to local partners is difficult. Many aid projects treat local partners like cut price sub-contractors who they can demand unrealistic results from. On the other hand, giving too much financial and material support can contribute to internal conflict, dependency on external funding, and may lead to the collapse of local organizations when the funding ceases. In this case it appears that the unplanned reliance on in-kind contributions for partners and stakeholders in Asia and South America especially, was deemed acceptable to most but was bordering on too much for some, though it is not clear to what extent other potential partners may have declined to participate for financial reasons.

Arguably, had the ILO (and possibly the EU) been more engaged at the national level, there may have been more opportunities to achieve funding through various other projects/sectors and agencies, to support IP and IN related activities at the national/regional) level. The project has not really attempted this and it is a missed opportunity.

3.3.5 Risk Management

Box 45: Key Findings on Risk Management

- The IN consortium identified, managed and monitored various project related risks, though it is not clear how systematic or holistic the approach was or how well it was implemented at the global, regional, national and local levels of project implementation.
- A set of social and environmental safeguards were developed, particularly to help communities with the planning and implementation of small projects under pillar 3, and measures were put in place to protect data security and IPs knowledge property rights.
- There appears to be no information publicly available on the IN website or elsewhere relating to the IN consortiums approach to risk identification, management and monitoring, and it is not clear how systematic or holistic the approach was, or how well and consistently it was implemented at the global, regional, national and local levels of project implementation.
- Key political, logistical and safety risks were identified and mitigations were in place, although risk management was not a major feature or focus of the project monitoring system.
- The Covid-19 adaptation in particular was extremely effective response under this project.
- Environmental and social safeguards were not overtly applied except for FPIC, and the project partners were not aware of a formal project grievance redress mechanism. There were no significant negative impacts arising as a result of poor risk assessment, monitoring and mitigation apparent to the evaluators

A planned and controlled approach to managing project risks is an important element of project management. Developing skills, knowledge and organisational processes in this area will lead to a range of benefits for any organization, both to protect their staff, partners, consultants, volunteers, stakeholders and other to whom they may be considered to have a duty of care, but also to respect and protect the rights and wellbeing of communities, prevent or minimize environmental harm and protect the organization itself from legal or reputational harm. Moreover, organisations (or consortiums) which can demonstrate that effective risk management measures are in place, have increased chances of being selected for funding, under the various EU and other bilateral and multi-lateral funding schemes, because good risk management also alleviates risks of adverse public sector reactions towards the donor when things go wrong.

Working with indigenous communities in all of the IN project's 11 target countries involves a plethora of risks. These can be broadly divided into

- **Health, safety and security risks:** Given the fact that indigenous rights remains a very contentious and politically sensitive issue in most of the countries where the IN Project implemented, there were many health, safety and security risks involved in implementation of the IN project, ranging from risks of illness, accidents and natural disasters through to risks of intimidation, harassment, imprisonment and violence towards project partners, allies or stakeholders, or risk of being caught in a conflict area or unrecognized war zone; and
- **Environmental and social risks** – Risks of doing harm to the environment community with special attention required to identify and plan mitigation measures relating to IPs, women, people living with disabilities and other potentially vulnerable people or groups. Environmental and Social Safeguards (ESS) are the most widely used tools to identify and manage environmental and social risk and include requirements for FPIC

as a core element, though FPIC and other ESS elements are not always implemented in good faith (refer to section 3.1.2 – Environmental sustainability for more discussion on ESSF and FPIC).

- **Data privacy and knowledge rights risks** - In the modern context social risks also include risks regarding data privacy and intellectual property rights, which are particularly difficult issues for most IPs to comprehend, let alone defend (refer to section 3.1.4 Ownership for more discussion regarding indigenous data sovereignty).
- **Project Implementation Risks:** Risk of low/non-participation or veto by national government agencies, including risk of ineffective advocacy by partners due to existing or imposed obstacles to access for project partners; and risk of low/non-participation or lack of support from IPOs and communities (for diverse potential reasons);
- **Reputational risks** – These are risks of doing harm to the reputation of the organization or project, with the main mitigation measures being ensuring that adequate procedures for the management risks have been established, implemented and documented (ie. that the duty of care can be shown to have been fulfilled).

All of the regional and national partners are accustomed to working in indigenous communities in remote and often dangerous areas, on politically contentious issues. As such they have developed deep situational awareness regarding the types of risk they face as well as strategies risk mitigation, but no doubt they have also come to accept a relatively high level of risk as they go about their work. In the context of the Indigenous Navigator it is important to ensure that robust risk identification and management frameworks are put in place and made publicly accessible.

The evaluators were informed by IWGIA and some of the other regional partners that appropriate measures were put in place to identify, manage and monitor the various risks posed to personnel, the environment, communities and their knowledge and data, with FPIC as its core element. They said that this was particularly important in relation to the small projects planned and implemented as part of Pillar 3, where there were higher concern and sense of "duty of care" regarding potential negative impacts on the environment, community members working on the project or the community as a whole. The evaluators did not obtain copies of any documentation relating to the IN consortium's approach or framework for risk management, though we take in good faith that reasonable steps were taken to manage the various risks, and to the best of our knowledge no significant negative impact arose from the project.

However, there appears to be no information publicly available on the IN website or elsewhere relating to the IN consortiums approach to risk identification, management and monitoring, and it is not clear how systematic or holistic the approach was, or how well and consistently it was implemented at the global, regional, national and local levels of project implementation. Given that the IN Web portal provides other information regarding how the IN approach can be applied by other organizations, the lack of guidance regarding a holistic risk management approach.

These issues were discussed [mostly at the consortium-donor level?] and less so at the national level. It was understood or assumed that the national partners know their national and target community contexts well and were able to manage the risks.

The risk mitigations identified and addressed through the project design, including the choice of partners and the flexibility provided them, went a long way to minimizing and managing such risks. The monitoring of these risks was not an obvious or stand-out feature however it was included in the routine reporting formats. Further discussion of risks at the country level would have added to the task burdern of project partners but arguably also provided additional preparedness and mitigation, as well as being an opportunity for capacity building around donor requirements.

Environmental and social safeguards were not clearly or strictly applied, with the exception of FPIC which is well understood by all partners as indigenous rights is at the centre of their respective missions. As with the risk identification at country level, noted above, the use of safeguard instruments would have provided some additional risk management benefits and capacity building for those involved but also added layers of complexity in monitoring and reporting burden.

Box 46: Duty of Care

All organisations have a legal and moral obligation to provide a standard of care to safeguard employees, and those acting on behalf of the organisation, from a reasonably foreseeable risk of harm.

Essentially, duty of care means ensuring that appropriate mitigation measures and support are in place to prevent and respond to incidents and that all staff are adequately informed of the risks and the corresponding mitigating measures.

Duty of care obligations are not restricted to contractual relations such as those between employer and employee. Organisations also have a duty of care towards those who are acting on behalf of the organisation, such as independent contractors, consultants, volunteers, dependants and official visitors.

To meet your basic duty of care, you must:

• **Know the risks** – organisations must be able to demonstrate that they have identified and considered all foreseeable risks related to a particular location or activity. Risk assessments must be regularly updated and documented.

• **Establish mitigation measures** – organisations must take all reasonable measures to manage risks. Comprehensive, up-to-date plans, procedures and mechanisms must be in place and adhered to in order to address the risks that exist in a particular location or associated with a specific activity. Adhering to local community standards allows you to demonstrate that you are aware of what is considered common good practice among other NGOs in the area you are working in.

• **Develop emergency plans** – detailed plans, measures and assistance must be in place to respond to emergency situations involving staff, regardless of the location.

• **Ensure informed consent** – staff must understand and accept the risks they face and the measures in place to manage them. There must be a process in place to document their understanding of the risks and their role in managing them. However, such documents will not provide a legal waiver in a court of law.

• **Raise awareness** – staff must receive detailed, up-to-date information and guidance, and in many cases training, related to the risks that they are exposed to.

• **Provide appropriate support** – organisations must have appropriate support and insurance in place to assist staff affected by an incident.

Duty of care responsibilities apply equally in both high- and low- risk environments. However, it is expected that organisations take even greater responsibility for staff working in higher risk situations. It is recognized that not all risks can be removed, particularly in high-risk environments.

Therefore, a lot of weight is placed upon the 'reasonableness' of actions, and on staff being provided with the information needed to make an informed decision about the residual risks they could still be exposed to.

Bickley, S. (2017) *Security Risk Management: a basic guide for smaller NGOs*. European Interagency Security Forum (EISF). https://www.universal-rights.org/wp-content/uploads/2019/10/2157-EISF-June-2017-Security-Risk-Management-a-basic-guide-for-smaller-NGOs.pdf

The main safeguard oversight (gap) that should have been addressed was the existence of a grievance redress mechanism (GRM), whereby participating indigenous communities and other stakeholders would be informed of recourse and contact details for the project regional partners, and ILO/EU, in the case of any misconduct or other grievance or concern, for example related to the national partners' conduct or the project activities more generally. Despite this gap, there do not appear to have been any negative impacts arising as a result, or of the generally low profile of risk assessment, monitoring and mitigation aspects of the project management. Project partners explained to the evaluators that the IP communities' own governance systems provide a complaints or dispute resolution process, however as an overall ILO/EU project safeguard, an additional layer for information and disclosure purposes should have been better established.

The mitigation of risks arising from Covid-19 and the resulting adaptation of project activities/resource use was highly effective, as elaborated in section 3.2.4 of this report.

3.4 Progress Towards Impact

Box 47: Key Findings on Progress Towards Impact

- The project made solid progress on all four of the strategic objectives of Pillars 1 and 2 and created meaningful impact for the national partners and IP communities, albeit for a short duration and with many outstanding needs as yet not addressed.
- The increased awareness by IP communities of their rights and development status, and of the realm of national and international commitments including the SDGs, has been a significant impact noted in all regions.
- Advocacy and engagement with national institutions, in particular national planning authorities, human rights commissions and statistical agencies were significantly increased as a result of the Project, and the profile of IP communities based on IN data was raised and, in many cases, included in SDG reporting platforms.
- The documentation of pilot activities was improved considerably, and many different national and thematic reports were developed based on IN data.
- Links between monitoring and tangible outcomes for IPs were strengthened through the roll out of community projects (under Pillar 3 – no additional funding sources were secured).
- The IN Web-portal, tools and training materials underwent a major overhaul, though there are still some issues to be resolved.
- Additional resources and flexibility were provided to promote innovation, replication and scaling-up.

The IN project made solid progress toward impact on the high-level or strategic objectives (SO), namely:

Pillar 1: ***Improving indigenous peoples' access to justice and development through community-based monitoring.***

- SO-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; and engage with relevant stakeholders and processes with a view to identifying policy options for improvements.
- SO-2: Key actors for rights-based development use the Indigenous Navigator framework, approach and data.

Pillar 2: ***Promoting IPs' human development and social inclusion in the context of implementation of the 2030 Agenda for Sustainable Development.***

- SO-1: Key international development actors' SDG programming and follow-up is responsive to IPs human development needs and aspirations, as reflected in UNDRIP and C169.
- SO-2: IPs development needs and aspirations, as reflected in UNDRIP and C169, are addressed in the context of government and non-government actors' national programming and monitoring in selected target countries.

Measures of impact for the Project objective were considered though reflection on the changes in development status and the situation facing indigenous communities now compared to five years ago. Although not a direct attribution, it is valid to consider whether the contributions from the IN project have some influence or help change in the wider context, from both the perspective of national partners with direct experience in the indigenous communities and with their governments, and the perspective of regional partners and multilateral organizations operating at the global level and with international institutions. Feedback from various actors was diverse, with many appreciating the opportunity to reflect on the bigger picture in their respective countries, and others adamant that they cannot clearly define how much the situation of the communities has improved in the last five years as a result of the project. Some even pointed out that it was 'presumptuous' to ask, because the project (especially the Pillars 1 and 2), had a very short-term and with few resources, so changes are difficult to measure, especially over the long-term, and the limited scope did not address all drivers of poverty, oppression and abuses faced by indigenous populations.

Box 48: The views of Partners regarding Progress Towards Impact

Most respondents shared positive views regarding whether the IN project had contributed to improved or worsening situation for IPs, as well as some specific achievements in terms of progress towards impact. However, many also expressed more pessimistic opinions and some felt that considering the small scale and short duration of the project it was not really possible to attribute any significant changes to the project. The changes related to the IN objectives are well expressed in the voice of the project actors, as follows:

"Some communities saw for the first time that they have rights"

"The communities had already carried out exercises to formulate Life Plans and that is why they used data to specify their situation, and adjust the Plans; the survey reinforced information they were aware of and reiterated that they have rights that are recognized by the State, and they concluded that they are limited rights because in practice they do not have the opportunity to experience full enjoyment of their rights, because of violence or because of the poverty in which the State itself submerges them, e.g., although they have their own territory, they must be workers on neighboring farms."

"The gap in the implementation of rights was evidenced despite their legal recognition, which is key to reinforcing the organizations' agendas; It was the opportunity to talk about the SDGs, fit the language and monitoring of the SDGs into the agendas of indigenous organizations; they saw how the SDGs responded to their needs, when only until now is the follow-up to the SDGs being included in the state agenda; The data from the IN survey was used for the alternative country report on the rights of Indigenous Peoples and Compliance with ILO Convention 169, which is carried out by the Indigenous Coordinator with other NGOs"

"The project was an opportunity to develop actions with a regional and national impact, such as the preparation of the 19th Session of the Universal Periodic Review (UPR-19), with data and information from the IN surveys, in alliance with about 7 organizations from the Highlands and the Coalition of Organizations from the Human Rights Civil Society that brings together 32 indigenous organizations and human rights institutions in the country". "The project led the peoples of the one region to reaffirm their decision to continue moving as a territory to indigenous autonomy; the participating indigenous organizations pointed out that the IN helped them make this decision that they now share with another region, which also participated in the project, so that they also began the process to enter territorial autonomy". "With the forest protection project to guarantee water, supported by Pillar 3, the municipal government took the idea of replicating it, including it in its management agenda, and took measures such as flow measurement, identification of micro-basins and the selection of forest protection areas". "The project led to the reopening the Observatory on the Rights of Indigenous Peoples, which had closed due to difficulties, decided to reopen it based on the 'community survey' that they adapted and continue to adapt, they are in the second adaptation, reducing its size (in axes/themes) to have it as an institutional tool and that organizations can continue using it to monitor compliance with the rights of Indigenous Peoples"

"The project helped make visible at the national and international level the resistance and efforts of indigenous organizations against the violations of the rights of mother earth with the extractives' economy; At the local level, the project helped to discuss indigenous rights with the municipal governments"

"The project installed capacities to generate data on the communities"; "It gave the communities the opportunity to articulate the concept of law with reality, and operationalize it in the international framework of Indigenous Law, with several questions that allowed us to see in practice the fulfillment or not of that right, e.g., the right to intercultural education: how it should be operationalized, how it could be seen if it was fulfilled, what is the scope of that right, what it could do with the questions of the survey, that is why it is key to continue exploring it as a methodology for make the rights that are so ethereal objectifiable"; "They learned more about the 2030 Agenda and it was the opportunity for authorities and leaders to learn not only the technical aspects of the tool but also about the rights of peoples"

"The IN project left important tools for both the national organization and the regional and community organizations, such as the 'community survey', 'the matrix for monitoring the guarantees of the rights of indigenous peoples and Good Living of the communities´, ´access to the NI website´, in addition "the communities positively value the learning that the development of these projects leaves them". "The project helped us build ´indigenous rights safeguard strategies in the midst of the armed conflict´, ´national articulation mechanisms to monitor the guarantees of peoples´ rights´, ´alliances for action with strategic partners from other national and regional indigenous organizations, academic institutions, the church, the national government, public control entities and international organizations´, ´the public policy on the process of reincorporation of ex-combatants within the framework of the Peace Agreements and the SDGs, built in the workshops facilitated by the NI´, ´the Political Committee made up of national and regional indigenous monitoring organizations to follow up on the agreements reached in the National Development Plan "Pact for Colombia" 2018-2022 on strategies and policies of the indigenous peoples for the fulfillment of the SDGs in accordance with the 2030 Agenda, included in the ethnic chapter of the plan"

"I don't think the last 5 years have been particularly good for IP in Cameroon and Suriname, especially with the pandemic, the fears and stresses place on them have placed more pressure on them; with the supply chain pressures coming, we are going to see more issues with the land claims, already not recognised and the supply chain volatility goes up and land becomes more valuable and countries have more pressure on land, it becomes more difficult for countries. One impact of IN has been increasing profile of IP issues at the national level, closer access now to policy decisions, compared to before, both for OKANI and VIDs. this became stronger over the course of the Navigator. I think things are going to get harder and it's really, really important for IP that want to use global platforms to engage with national government, need to focus on biodiversity and climate change, rather than [predominantly] human rights and land rights. I think IN can do this, it needs to increase its modules"

"The last few years, compared to much longer before, we can see some improvements in many domains, the IP leadership is growing and being affirmed at the Cameroon level, and the leaders can have a real activism and protecting rights and communities in a real sense; the IPs can be seen more and more progressing in the political realm, at least at the local level, there are certain communes that have IP leaders in their advisory; there are several [stakeholders who are now], considering IP interests more actively and consciously, across various zones, so there are advances, and this is a model in the right direction, where we will see cumulative improvements in many areas. In the project time frame there were a lot of changes in interrelationships between IPOs and with levels of admin; its more noticeable today thanks to the IN, we could affirm and open the space between us with dialogue; we are actors, not just the government that leads and invites us, but the IPOs who take initiatives and engage proactively"

"In the last 5 years, the situation of IP has not improved. When it improves in one area, then it gets worse in another. Overall, it's getting much, much worse. It looks like many indigenous households are sinking deeper into poverty, despite approaching the end of the SGD period and very little has changed in their lives. ...they don't care at all about the rights of IP; we see a lot of displacement and brutality caused by development projects, no prior consent, no consultation, subjecting people to extreme pain, suffering and poverty; it's also contributing heavily to destroying the livelihoods of people, and government, and is not doing anything to assist people with the impact of drought. When people lose assets, it's difficult to come back again and recover ... the situation is getting worse. We continue to see serious conflict about natural resources. government is doing extractive industry, hydropower projects, where the government wants to put in highways where people are using land, they push them away without any consultation or alternative. The situation is really getting worse. There are examples where human rights commission and courts and making decisions on IP cases but they are not being implemented"

"The trend is sliding; the use of law and criminalisation to target and silence HR defenders, trend increased in states to be bolder in disregarding their obligations. At the same time, the situation facing IP is evolving in some ways improving in recognition (e.g. Glasgow, more recognition on platforms on climate and adaptation, discussion of different types of challenge IP face and the targetting of IP women and violence faced) there is more visibility, and maybe not related to the project, and they are still invisible in many ways. The project provides tool to translate and share their experiences, sometimes duty bearers don't like this and do disregard it, but we see more evidence documented and more information generated, and that is a good thing. In Nepal, there is IN data and an assessment that looked at the development policy and identified here IP need are being identified and addressed. This may be [an] intended and unintended outcome of IN. The challenge is that our coverage is only about 280,000 in survey across 11 countries, 164 community surveys published and 300 communities represented. But this is much smaller than what we need. Sensitization of various national actors, to IP issues, and where IN partners engage and patriciate, is meaningful. Alternative reviews of reports on SGDs, this realizes the capacity improvement and is a platform of changes. Its hard to say how IN is contributing but it's important to note that the foundational aspect, and the way it is used in unexpected ways".

"There were several important impacts. I think the most significant impact is that the IN has become a tool to educate, to raise awareness about the rights of indigenous peoples on the ground. That has really been very revealing, when we were doing the data gathering, using the Navigator Tools, and for a lot of communities that's empowering. Just knowing that they have rights over their resources, the right to education, and all their other social and economic rights. It's really empowering for communities, so I think that needs to be continued. The second big impact is, with the integration with the SDGS and this work also highlights, not only that indigenous peoples are being pushed aside, but also that they have a lot to contribute. Like our practices of sustainable resource management, traditional knowledge, our deep concern for our ancestral lands, and all that. It offers a different way, a different perspective. I think that's also important.

"And finally, the issue of building partnerships and networks. The collaboration of different actors from the local to the international level is another really important impact. In that regard I'm really worried about the ILO pulling out, because they're the only UN Agency in the consortium, and many of the linkages to the UN System and other international organization still depends a lot on their involvement. They really played a critical role in making bridges and opening doors, as well as outreach to state actors and the knowledge products they produced really gave more visibility to the issues of indigenous peoples in relation to human rights and sustainable development. They were certainly most useful for guiding and informing our efforts through the IPMG."

"Communities in Bangladesh are using their what they learned through training and capacity building provided by the IN Project to sustain their activities, especially building relationships with the stakeholders, like government and other agencies. They have built really strong relationships and achieved important outcomes. For example, in 2010 the government passed the small ethnic communities cultural act, but it only recognized 27 indigenous ethnic communities in Bangladesh. But after the communities collected the data and used it to lobby and negotiate with the government, in 2019 they included 50 indigenous communities in their list of minority ethnic communities. This is a really great achievement, which is very important for those communities who can now improve their access to rights under the act.

And another thing is, now in Bangladesh a national census is going on. The project partners spent a lot of time discussing and lobbying the Bangladesh Bureau of Statistics. As a result, this is the first time that the census has included the names of all 50 indigenous communities, so we can disaggregate the data according to ethnicity and get a better picture regarding their demographics, poverty rates, participation in education, and so on. This is a really big breakthrough for IPs in Bangladesh. And they've also developed a really good relationships with the Citizen's Platform on SDGs and other development actors also. And the communities have also benefitted through building good relationships with local government. That's why they have started to access the government facilities as well."

"For me, the biggest impact is the empowerment of the communities. The realization that they can implement projects on their own, based on their needs and priorities. They had to go through the whole process of training on how to use the tools, then using the tools to do the data gathering, and then analysing the data on their own, based on information that came out. And then from the data identifying their needs and priorities, making a plan and a proposal, and then implementing that project. I think that was very fruitful for indigenous communities. The comments of one indigenous woman in Kenya was 'usually it would just be researchers coming, gathering data about their communities, and then nothing happens.' This time around they were able to see some results based on the information that they were able to collect and analyse themselves. So, they saw the importance of data, of information and how it could make a change to their community. So, I think that the way it was designed, especially the inclusion of pilot projects which the community could implement is a good approach. Because at the end of the day there is something tangible, something the community can see and benefit from. They own the process and they own the project that they are implementing."

"In some countries it's not only our country partners who are using the IN tools, there are others who have also expressed interest and are using the UN tools to collect data in indigenous communities. As of now, the data collected is only representative of a handful of indigenous communities from 11 countries where we've been working. I think it's 31 communities in Cambodia, 12 in Nepal and 25 in Bangladesh. Even at the national level it is only a fraction of the indigenous communities. So hopefully the IN tools will increasingly be adopted by others also, to assist other indigenous communities to start monitoring their rights. In a sense it needs to be much more comprehensive, more representative of many communities in many countries before it's true potential for driving dialogue about IPs rights and as a sustainable development planning tool can be fully realized. Data from a handful of communities from a handful of countries gives us a tantalizing peek into the situation of some indigenous peoples, but it is nowhere near the full story."

3.4.1 Implementing Recommendations of the Mid-Term Evaluation

Box 49: Implementing Recommendations of the Mid-Term Evaluation

- Overall the IN Project's project management and consortium was able to effectively address the key recommendations from the mid-term evaluation, including adapting the approach and reallocating resources to address the key recommendations of the mid-term evaluation. For example: coordination and communication was improved with the replacement of focal points within ILO and IWIGA, review and restructuring of the web portal, and with the community projects under Pillar 3. The project did not, however, develop a clear exit strategy.
- The regional and national partners were able to improve the quality and develop more strategically focused approaches to the implementation of the pilot projects.
- The range, quality and volume of knowledge products produce based on IN data and the experience of implementing the IN itself rose dramatically from 2019 onwards.
- IWGIA and DIHR worked closely together to redesign the IN web portal, making it much more user-friendly (though there is still room for improvement), and the various IN survey instruments and analytical tools were reviewed and improved, with additional training and guidance material developed.
- Through the roll-out of community-based sustainable development grants under Pillar 3 (with some additional, though modest funds from other sources), the IN was able to establish a clear link between data collection and tangible outcomes in the minds of the stakeholders. This linkage between monitoring and evaluation and concrete action is very important because it empowered communities to take actions based on priorities aligned with the development data they had produced, and provided a practical demonstration of a community-based adaptive-collaborative approach to sustainable development.
- Whilst the partners were not able to secure substantial additional funding (other than the bridging grant from the EU/EIDHR), the ILO and regional partners were able to reallocate internal resources in a more strategic manner to give partners more flexibility to experiment and replicate good implement practices learned through the pilot activities.

The Mid-Term Evaluation[24] of the IN Pillars 1 and 2, which was conducted in December 2018, highlighted several issues, including:

1. That human and financial resources were spread too thinly across 11 countries, thus undermining the quality and documentation of pilot projects.
2. That the link between data collection and tangible improvements in the livelihoods of indigenous peoples remained largely unproven.
3. That the IN website, tools and approach were unclear and required further testing, analysis and clarification.
4. That there was 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.

In response to these findings the projects management and consortium partners made a number of changes in focus and approach.

[24] Engelhardt, A. (2018) Independent Mid-term evaluation of the Indigenous Navigator. Independent Midterm Evaluation Report conducted on behalf of the IOL EVAL unit. December 2008.

In response to the first issue, it was considered unfeasible to reduce the geographical scope of the project half way through implementation, so instead and greater emphasis was placed on improving the quality and documentation of pilot projects, with some reshuffling of internal resources to achieve these ends. Ultimately the partners reported that they had become more strategic in their approach and improved the quality of the training, survey, advocacy and other field activities after the mid-term evaluation. Furthermore, the range, quality and volume of knowledge products produce based on IN data and the experience of implementing the IN itself rose dramatically from 2019 onwards.

Through the roll-out of community-based sustainable development grants under Pillar 3 (with some additional, though modest funds from other sources), the IN was able to establish a clear link between data collection and tangible outcomes in the minds of the stakeholders. This linkage between monitoring and evaluation and concrete action is very important, not only because it rewards communities for their involvement and voluntary contributions of time and other resources in the IN surveys, but also, and much more importantly, because it provides a practical demonstration of the adaptive-learning cycles which are the basis of various adaptive-collaborative approaches to sustainable development and resource management (ie. Adaptive Collaborative Management - ACM, Participatory Learning and Action – PLA, Participatory Action Research – PAR and many other variations).

In response to issues with the IN Web Portal and tools and guidance materials, IWGIA and DIHR worked closely together to fully redesign the web portal to make it more user-friendly, whereas the various IN survey instruments and analytical tools were reviewed and improved. A number of additional studies and comparative analyses were conducted to strengthen the links between the IN data and the key indicators used for monitoring the implementation of UNDRIP, C.169 and the SDGs, and additional training and guidance materials were developed. Overall, there was a very marked improvement in quality and user-friendliness of the IN website, tools and approach as a response to the findings of the mid-term evaluation. However, there are still some issues with the accessibility of the web-portal for most national partners and local level stakeholders, and ongoing improvement to the web portal should be a priority.

The Project did not provide clear guidance to partners on the exit strategy or wrap up and planning of next steps at the country level, as discussed further in Section 3.5.4. Whilst the ILO and the regional consortium partners were not able to secure substantial additional funding (other than the bridging grant from the EU/EIDHR), they were able to reallocate internal resources in a more strategic manner to give partners more flexibility to experiment and replicate good implement practices learned through the pilot activities.

> *"I think we addressed the issues raised in the mid-term evaluations reasonably well. Certainly, the issues with results monitoring and documentation of the pilots were resolved, the website issue was dealt with, though I believe there's still room for improvement, and the roll out of small grants, mostly through the Pillar 3 funding managed by IWGIA, helped to make tangible links between data collection and action. In terms of leveraging more funding, we didn't get that, but we certainly used our own funds and tried to be as strategic as possible, so that we were reinforcing what was happening. So at least from an ILO perspective we were relatively strong at addressing those issues."*

These changes in the focus and approach of the projects in response to the recommendations of the mid-term evaluation were not always clearly visible to all the partners, however many aspects of the project implementation described indeed reflected changes that were recommended by the mid-term evaluators, and spelt out by regional Partners, for example:

> *"In 2018 there were problems with the platform, and the mid-term evaluation recommended stopping further development of the platform. This led to a bridge grant, to cover 2020-2021 at €1 million, to address continuity and fix issues with the portal (redesign). The synergy, related projects, are the bridge grant and pillar 3, meant to bring results back to the communities, as well as build capacity for national level advocacy. For stakeholders, especially community and local partners, it's one project, not different pillars. Within the EC grant there was an extension that allowed us to support local level advocacy with partners in SE Asia and South America; advocacy structure we added on about traditional occupations, (re ILO), SGD achievements, specific issues, e.g. dialogue on territorial autonomy and self-determination".*

3.5 Sustainability

Box 50: Key Findings on Sustainability

- The IN Project is reasonably replicable but there is insufficient information documented or available regarding the process of adapting and implementing the IN approach to the local context.
- In most cases external funding would be required by partners (IPOs) and communities that wish to replicate the IN approach.
- The community-generated data collected under the IN project is expected to influence each country's medium and longer-term development strategies and policies, and their implementation, in a manner that is more inclusive and reflective of indigenous peoples' rights, conditions and development needs.
- By raising the visibility of IPs and highlighting their role in the fight against climate change and mass extinction, the IN approach can potentially contribute to national and global efforts on climate change.

The IN Project is reasonably replicable, given that the tools, surveys, and guidance documents have already been developed and are freely available to public users, as tools for rights monitoring and as a tool for planning and monitoring sustainable development activities in IP communities. However, there is insufficient information available regarding the process of adapting and implementing the IN approach to each local context and in most cases external funding would be required by communities that wish to replicate the navigator or elements of it.

The community-generated data, the knowledge products produced based on that data, and the related advocacy and dialogue initiatives, are expected to fill gaps and lack of disaggregated data on indigenous peoples that have been identified as important needs by the majority of governments of the pilot countries. On this basis, the project and the use of the Indigenous Navigator beyond the project duration is expected to influence each country's medium and longer-term development strategies and policies, and their implementation, in a manner that is more inclusive and reflective of indigenous peoples' rights, conditions and development needs.

The data and knowledge generated by the project will be available to target groups but also widely disseminated to policymakers and actors in the development process more generally, at least at the country level. Regional exchanges and influencing across borders (i.e. neighbouring or near-by countries), particularly in Africa and South America, has not been optimal and is therefore unlikely to generate sustainable changes at the regional level as yet. The outputs of the project will reinforce the continuing enhancement of the Indigenous Navigator framework, the global web portal and the Navigator's use by increasing the number of indigenous communities, researcher and development practitioners. In addition, indigenous peoples' communities are particularly affected by the effects of climate change while they also play an important role in the context of climate change adaptation and mitigation. By raising the visibility of indigenous peoples and their role in the fight against climate change in public policy making and by contributing to securing indigenous peoples' livelihoods, traditional occupations and improved socio-economic conditions and sustainable economic activities, the project will contribute to national and global efforts on climate change.

Specific arrangements were not applied to ensure the continued use and development of the IN framework, tools, web portal, knowledge products, and knowledge sharing and advocacy networks, and some partners are unsure about the continuity of funding for the next phase of IN work under this Project to strengthen or create more enduring positive outcomes. On the issue of sustainability, one regional partner stated that "*sustainability will depend on how the communities want to work with this data and with capacity building; it has to do with your own commitment to use this data and your right to self-determination; but it is difficult to demand something from them because they are not given more funds*".

Box 51: The views of Partners regarding Sustainability

"The communities do not have the capacity, by themselves, to continue applying the NI tools, they need the support of the national organizations and the consortium. In addition, they want to know what happened at the national and international level with their responses to the survey".

"For national organizations the tools are very useful, and they will continue to apply the community survey, but the communities require a minimum technical capacity that not even the district organizations can give them, because they do not have that capacity either", "the project did not leave national alliances constituted".

"They are discussing the possibility of supporting organizations to continue generating information at the national and local levels with the IN surveys, for the territories and to feed the web".

"The project did not focus on articulation for advocacy, which would have been very important to support, from organizations such as the ILO in the country, the commitment to the use of IN by government actors".

"When [indigenous] citizens can generate official data, then its quite a shift. If we can create this appetite and open this window, then this data must be consistently generated. How we can sustain the generation of the data, is an important thing".

"Most significant is as a tool for raising awareness of rights on the ground, that is empowering for them to know they have rights to education, their resources and social eco rights. I think that should continue . The second thing is the engagement and integration with SDGs highlights that IP are being pushed aside but also have a lot to contribute with our sustainable NRM and traditional knowledge. We are at a different level and perspective on sustainable development and this is important. And finally, the issue of building partnerships, collaboration between actors is another important element. Despite good progress in some areas, the situation is not yet improving everywhere yet, like in Cambodia they wrote to me that they need financial support to put up a group of lawyers to weaken the community land rights law...so its going the other way, and more support on important activities is needed.".

"We are looking forward to some continuation, especially as Pillar 3 activities have motivated people , e.g. on languages, to have follow up. Advocacy doesn't stop but its good to have broaden the scope and see what we can do next in the future to have a bigger impact. Not sure if we [can yet]] do any advocacy with the private sector, to talk with them, we have to deepen this, especially in the light of alot of extractive companies with big impacts, getting in touch with them to inform them about FPIC, for example. We had a project within IN on engagement of women and had meetings and dialogue with the Indigenous women, government bodies and private sector and NGOs, it was a one off, at that meeting it was very clear that everyone wanted a continuation of these groups coming together, to talk with each other. The set up was in a village suffering land grabs and it was very tangible, to see the impact of that and having the possibility of dialogue and building understanding for companies why consultation was needed; one time doesn't solve anything, but do make it a norm. to see the impact on the community and talk about it was very good to do."

"nationally we are in a better rapport, we can now estimate that 30-40% of forest communities' children are registered and have recognized citizenship; there is huge tranche who are not; nationally we felt the partnership between organisations, the CSOs and government agencies /ministerial who have seen us an interesting/valid partner, esp for decentalised /commune level activity, to help reach the communities, especially the children who are often moving around, its a breath of fresh air for some admin agencies to have support to how to do this; the national agency invited us officially to join in some meetings, including on IP so its important to[now have better] access in that system. ON SUSTAINABILITY, we can continue to engage with the IPOs and the govt ministries, as we can talk to them, we should be able to go to a next level, for e.g. with adults to exercise their rights, with ID cards and birth cert, for over 15s to be able to vote and learn their civil options, so for youth its also important to have their papers, we have worked 0-15 so now we can look how to go beyond that - why not passports? some people next to or in national parks, on borders, who need to have legitimation[of identity] to engage, and dispute, on questions of borders, for marriage, and various rights to be exercised as adults".

"Once an administrator understands well, its good, then they move, then we have to recommence to explain to them and engage them, so our work will continue".

"In order to have an effective impact on national governments and ensure that real solutions are proposed and implemented to the problems of indigenous communities evidenced in the IN, it is necessary that organizations such as the ILO, the UN and the EU change their perspective and consider the organizations of the Indigenous Peoples as leading actors in the decisions, and not as executors of what is decided for them, and that they establish direct bilateral relations with the organizations of the Indigenous Peoples, so that they support them in making joint decisions with national governments on policies and programs for effective compliance with their rights and the SDGs" .

"The impact of ILO pulling out is the only UN agency in the consortium, so I hope they will continue to support us, they pay a critical role in bridging and outreach to states and their knowledge products gave us more visibility as IP with HR in development. ILO should continue to provide support because it matters. The use of the data and the use of IN for thier products is also very useful. For the EU we expected them to step up the funding so navigator would cover more countries, but the budget is the same so it will stretch things thinly, there won't be more depth in the existing countries from the project".

"Regarding sustainability, as I've said, that really depends upon local capacity. The indigenous communities are the foundation of the navigator, yet in many cases they lack the many of the capacities they need to assert their rights and develop their communities. But capacity building does not happen overnight, I would say five years is not enough, maybe ten years, working with a community, for their organizations to become really strong. I mean, considering the state of knowledge, capacity, skills, it takes a lot of time and investment. You know it's easier to train the professionals, but if you want to have an impact you'd better go to the community. We did that with the Navigator, we trained some young indigenous professionals how to process the data, so that they could do the updating, but now they all employed somewhere else. They are not really interested in working for the community, and the community cannot update the data for themselves. Unlocking the capacity of IP communities is the key, and capacity-building needs to be continuous. But Tebtebba has an ongoing relationship with the communities. They will work with the communities to sustain and build on the gains from the IN Project. But as you know, funding and resources are always limiting factors."

"One of the biggest achievements in Nepal was the inclusion of a number of indigenous development aspirations were included in the National Five-year Development Plan. So that creates real opportunities for indigenous peoples to sustain their efforts for development on their terms.

The second thing is a number of local government policies which address different aspects of indigenous development issues. Another this is that when we recommended different indigenous community development projects under Pillar 3, in some areas the local government co-funded the projects, and so they were supporting the activities of the indigenous navigator on the ground. So, we've been exploring ways that indigenous community sustainable development projects, which were planned using community-generated data, can be funded by local government and other sources. So that is an important part of the sustainability strategy.

The third sustainability strategy is that we, LAHURNIP, together with AIPP, IWGIA and other partners have been trying to assist the donors to continue to support the Indigenous Navigator. We are all very committed to working with these communities, and the IN Project has really helped us to develop our approach and networks. The important thing is to support and encourage the communities to continue the initiatives they've started, and that needs more time. So that's basically our strategy, that's what we're doing".

"Regarding sustainability, I think that linking the data into the national system will be very important. Like the National Planning Commission, or the Bureau of Statistics, that is very important, and we have initiated this, but we still have a long way to go. At the very least we need to build the capacity of communities to collect data at the local and national level and link that data with the national governments' development planning processes. The good thing is, at the moment in Nepal, because of the Federalization process, the local levels of government are fairly approachable and open using the data collected by the indigenous communities. Through such use of community-data at the local level we hope that this will be mainstreamed and adopted into local government planning, and even nationalised through the federal system."

3.5.1 Sustainable Partnerships

Box 52: Key Findings on Sustainable Partnerships

- IN has contributed to strengthening the capacity of the partners and stakeholders and there is a high probability that in several of the project countries, they will continue to collaborate on issues relating to IPs-rights and empowerment, gender empowerment, inclusion and non-discrimination.
- The consortium partners have both the intent and the capacity to continue developing the IN Framework and approach. They have secured further funding through the EC/EIDHR to continue with the next phase of the project, but sustainable financing to ongoing upkeep of the web portal (or multiple national web portals) as well as further data-gathering and community projects is needed.
- In many cases the strategic relationships with key government agencies built through the IN project appear likely to continue to develop in the future. Given the changing political landscapes and government personnel mutations, the bulk of the effort for engagement may fall to the IPOs who often have high commitment but limited human and financial resources.

As has already been discussed in some detail in other sections of this report, the IN consortium was built upon the strength of passion and commitment as well as the existing networks and alliances of each of the partners from the international to the local level, and most of the interviewees agreed that the IN has contributed to strengthening the collaborative capacity of the partners and stakeholders and strengthened the networks and alliances. As such it seems certain that they will all continue to collaborate on issues relating to IPs-rights and empowerment, gender empowerment, inclusion and non-discrimination.

The partners have both the intent and the capacity to continue developing the IN Framework and approach. They've secured further funding through the EC to continue with the next phase of the project, but sustainable financing to cover the ongoing upkeep of the global indigenous navigator web portal (or multiple national web portals) as well as further community-based data-gathering and community projects will be required.

In many cases partners built strategic relationships with key government agencies. The strength of such partnerships and networks varies, but in many cases it appears that relationships developed through the IN will continue to develop in the future. For example in Kenya and Suriname, partners have been invited to platforms and can be expected to continue the new relationships and in some cases, serve as advisors to government-led commissions, ensuring the interests of IPs remain in the discussions at national level. Nevertheless, given the changing political landscapes and government personnel mutations, the bulk of the effort for engagement may fall to the IPOs who often have high commitment but limited human and financial resources.

There are no formal arrangements in place to sustain the partnerships; the project did not phase out or exit as such, and the absence of ILO officers active with project partners in most countries also leave the impression of some void at the end of the project. The upside is that the partners have strong and ongoing relationships with the country level partners, so the dialogue will continue regardless of the project continuation, but a following phase is greatly hoped for. More capacity building support is needed to sustain the partnerships and the approach to sustaining partnerships between IPOs and national/sub-national governments, and to develop strategies and relations with the private sector, labour orgs and other UN agencies and development partners, so that the IN may be better known, used and even integrated or replicated in other sectors and areas. Similarly, relationships at the regional level should be strengthened, with more structured capacity-buiding approaches.

"There was a lot of discussion with the partners. I mean the one that I was involved with the most probably was around the website itself and the use of the data. It took a lot of time to work through all the issues to the satisfaction of all the partners. But that is what the ILO is about. We've always been about consulting, consensus building and making sure there's broad ownership. That's the way we function, it's in our organizational DNA."

3.5.2 Sustainability of Project Outcomes

Box 53: Key Findings on Sustainability of Project Outcomes

- In general, partners and stakeholders feel that the IN web-portal, data collection tools and approach are extremely useful.
- There are strong hopes and excellent potential for ongoing support to use the IN to generate important information:, to broaden IP community data sets, to influence national policies and improve rights and development for indigenous peoples in the existing project areas and beyond, which is necessary in order for countries achieve the SDGSs.
- Most national level partners and IPOs / IP communities feel that they have not yet acquired sufficient capacity and funding to continue this work by themselves
- On the issue of sustainability, one regional partner stated that "sustainability will depend on how the communities want to work with this data and with capacity building; it has to do with your own commitment to use this data and your right to self-determination; but it is difficult to demand something from them because they are not given more funds".

Most regional, national and local partners and stakeholders interviewed feel that the IN Framework, data collection tools and overall approach are extremely useful to them, as it had informed them about their rights and given them tools to use to collect data and use it in advocacy and sustainable development projects. Furthermore, many expressed high hopes and displayed excellent potential to continue using the IN Framework, tools and approach to conduct further community-based data collection, planning and monitoring activities, and to influence local and national policies and programs to secure the rights and improve the development status of IP communities in the existing project localities and other communities and countries where IPs are being left, or pushed, behind. The data generated has enabled IP and their organisations to engage with government agencies and participate in the dialogues, and to some extent, influence policies that affect their development directly, and which contribute to government's targets for SDG results.

However, some national partners and most local partners (IPOs and communities) feel that they have not yet acquired sufficient capacity or resources, especially funding and networks, to continue this work independently. It should be remembered that most IPs are subsistence farmers, pastoralists, fisherfolk or forest dwellers who even when trained, do not have a lot of spare time for data gathering, even if they can see the long-term benefits. On the issue of sustainability, one regional partner stated that "sustainability will depend on how the communities want to work with this data and with capacity building; it has to do with your own commitment to use this data and stand-up for your right to self-determination; but it is difficult to demand something from them because they are not given more funds".

In terms of sustainability, the IN Web Portal remains the weakest link, as it will require long-term funding to cover the costs of hosting, maintenance, development and data entry and it remains unclear which organization is willing and able to act as the host in the long term, and where funding would come from. Furthermore, in order for the web portal to be truly effective it needs to be more accessible to IPs and other national and local level stakeholders. Several partners suggested that a web portal should ideally be established at the national level in each target country, using the national and where possible local languages. However, this also has important cost implications. Furthermore, should the management of the web portal be entrusted to an organization without the capacity to manage it properly there will be a high probability of failure, and if it is entrusted to a government agency, such as the national bureau of statistics, national council of Indigenous peoples, or NHRI, there is a risk that the community-based process could become at best outdated and standardized, or at worst, coopted or corrupted to serve bureaucratic and political agendas. In such scenarios, it

may be robbed of much of its transformative power and potential for local innovation, if proper systems for participation and verification are not put in place with those institutions too.

Regarding tangible outcomes in terms of government policy reforms, regulations or programs, it is fair to describe the history of many IPs as being full of empty promises and vulnerable to the prevailing domestic political winds. As such, all advances in terms of legal and regulatory recognition of IPs rights and policies and programs that support indigenous empowerment must be considered as precarious and reversible rights. On the other hand, once laws and regulations have been enacted it is not always straightforward for governments to retract such laws and regulations, and each policy and program that is adopted by the government creates precedents and opportunities for IPs to stand-up for their rights and demonstrate their potential.

Similarly, the tangible improvements in the rights and wellbeing of indigenous women and men that were achieved across different localities in the 11 countries are by no means secure and are quite likely to be reversed if IPOs, communities and their allies are not constantly vigilant. However, by primarily investing in capacity building, networking and alliance building, informing IPs about their rights, and reminding governments about their responsibilities under national and international laws, the project has contributed significantly to strengthening their capacity to defend their rights and hold on to the improvements in wellbeing which have been achieved.

Regarding replication, the IN website contains the basic information required to replicate the IN approach, including the national and community questionnaires, training and guidance materials and explanatory information about the framework and methodology. The IN was also trialed amongst Saami communities in northern Scandinavia in 2022 and apparently CSOs and IPOs in several developing countries have expressed an interest in replicating the IN approach and using the framework and tools. However, whilst the website provides information about how to use the framework and tools, it does not provide much information or guidance on how to implement the overall approach, including on how to adapt it to local conditions. Furthermore, the cost involved in implementing the approach and the equipment and technical skills required are still barriers preventing widespread replication of the approach amongst most IPOs and communities.

As the consortium partners move into implementation of the next phase of the IN Project, the challenge of how to scale-up the approach to reach a meaningful percentage of the IPs living in any single country, or globally, without undermining the key factors or elements and the partnerships, which led to the success of the IN thus far.

"To me personally the web portal is only used to the academia, the NGOs, you know, the external stakeholders, but for instance, for indigenous communities, our partners on the ground, well first they are not connected, they are not networked; second, they don't have the gadget; third they don't have the time, they have other priorities. If they want information on themselves, why do they have to go to the website? Isn't it a bit silly!

Under the IN we have been working with 8 different communities, and most of the time they are so busy with their work and family lives, and so focused on their own day to day struggles, that they don't even have time to take an interest in what's happening in other IP communities in the country. But I also see that many of them are using social media, they have facebook and some of them upload pictures or videos about what they're doing, so we set up an Indigenous Navigator page, which has drawn a lot more interest in the communities and they have started posting media and learning more about the struggles of different IP communities across the country."

"An area that needs improvement in the overall Navigator is the continued production of the findings or knowledge products from the Navigator. In different avenues, at local, national, regional, and international levels. I think that's not yet optimized. Presenting the data for example, even at national levels, I think that needs more work and improvement on how to use data from the Navigator, not only to raise awareness in the general public, but also to influence government, to use in advocacy with policy makers. In my years of experience, it all comes down to visibility. If you make yourself visible, consistently, then you also get attention. And that's exactly how we were able to make IPMG's work more visible, because we were producing so many reports, you know, you can look at the website. I think the publications and website are important because they give the data more credibility. I really hope the website and knowledge products can tie in much better with the data generated by partners at the country and community level."

3.5.4 Exit Strategy

Box 54: Key Findings on Exit Strategy

- Sufficient arrangements have not been put in place to ensure the continued – independent - use and development of the IN framework, tools, web portal, knowledge products, and knowledge sharing and advocacy networks
- Rather than exiting, partners want to continue developing the IN and expanding its reach to additional IP communities, and for more structured approaches to advocacy as a next step in engagement with the data and related agencies.
- The regional partners and the DIHR have secured further EU funding, though for many national and local partners the continuity of funding for the next phase of the IN remained unclear.
- Looking forward the consortium partners face a challenge of how to scale-up the scope and impact of the IN approach whilst building sufficient local capacity and maintaining fidelity to the core principles and emphasis on empowerment.
- All of the partners interviewed felt that the ILO's decision to step back from the consortium left a number of crucial capacity gaps within the consortium in terms of expertise, resources, networks, branding and leadership.
- Many of the partners expressed a strong hope that the ILO would continue to support the IN Consortium, and ideally would develop a parallel program which would further promote the Navigator and support its national and international level networking, knowledge sharing and advocacy efforts and help to guide it through the fraught process of scaling-up.

The mid-term evaluation decried the lack of an explicit exit strategy and recommended that the development of an exit strategy as a high priority (to be implemented by March 2019). Specifically, it was recommended that the consortium partners be engaged in development of an exit strategy outlining:

i) Options for the analysis and use of community data at country level.
ii) Arrangements for management and maintenance of a new web portal after the end of the project; and
iii) Funding options to sustain the use of the community questionnaires.

These are important considerations, which are still not fully or conclusively addressed, and it is extremely important to have plans in place to build local capacity and manage the gradual reduction of external assistance over time. However, in the context of the IN Project, the framing of this as an exit strategy seems somewhat incongruent, as for the great majority of the partners are local NGOs, IPOs and indigenous communities, the struggle to defend their rights is continuous. Instead, the question which really needs to be asked is "How to transform the Navigator from a project, into a movement, and ultimately to normalize and integrate the approach as part of accepted 'good practice' in sustainable development?"

Rather than exiting the project, the approach developed by the regional, national and local partners seems more about pivoting, as the partners would like to continue developing the IN approach, using it to develop longitudinal data sets and strengthening its use as a self-determined development planning tool in communities where they are already working, and extending its application to additional communities and countries. For example, Kapaeeng Foundation intends to engage all 50 IP groups in Bangladesh in applying the IN approach in the next few years. It also favours greater integration of the IN approach, framework and tools into local toolkits and more strategic and structured approaches to advocacy, as a next step in using the community-generated data to support stronger and more sustained engagement with key government agencies and other development actors.

Together with the DIHR, the regional, national and local partners have secured further funding from through the EU to continue implementation of the IN project for a further five years. Therefore, for the time being arrangements have been established to ensure the continued use and development of the IN framework, tools,

web portal, knowledge products, and knowledge sharing and advocacy networks, over the next 5 years. Nevertheless, some partners appear not to have information about this and expressed concern regarding the continuity of funding beyond the next phase of IN.

Looking forward, it seems that one of the main challenges facing the consortium partners over the next few years will be how to scale-up the scope/outreach and impact of the IN approach to a meaningful level, whilst building sufficient local capacity and sense of ownership, and maintaining fidelity to the core principles and enabling factors that have underpinned the IN approaches success to date. In other words, "How to let the GINI out of the bottle?", is a creative play on words, to be contemplated for the design of the next phase.

Regarding the ILO's decision to step-back from the consortium, all of the partners interviewed felt that this left a number of gaps within the consortium in terms of expertise, resources, networks, branding and leadership. Most notably, partners lamented the loss of the ILO's capacity to support their networking and advocacy efforts, as the ILO's ability to 'knock on the doors' of national government ministers, UN agencies and other high level policy makers and development actors, was considered a key enabling element of the consortiums strategic networking and alliance building approach. Furthermore, the ILO's mandate in relation to IPs and their international standing lent an air of authority and credibility to the consortium, including authority to ask national governments hard questions regarding their performance in relation to commitments under C.169, UNDRIP and the WCIP-OD.

Finally, the ILO appears to have played an important leadership role in terms of encouraging and enabling ACM whilst ensuring that the administrative requirements of the EU/EC were fulfilled. As such many of the partners expressed a strong hope that the ILO would continue to support the IN Consortium, at the very least by continuing to promote the Navigator, supporting their national and international level networking activities and encouraging the ILO country offices to support the work of the IN consortium as far as possible (though the later seems unlikely in most countries if no budget is available). But many also expressed a hope that the ILO would develop a parallel program which would further promote the Navigator and support its national and international level networking, knowledge sharing and advocacy efforts and help to guide it through the process of scaling-up, not least to promote and support countries signatory to or considering ratifying C. 169.

Section IV: Conclusions, Recommendations and Lessons Learned

4.1 Conclusions

The overall conclusions are that the IN Project was highly relevant, coherent and strategic response to the ongoing conditions of marginalization facing many IPs. It was effective, as significant impacts were achieved in all countries; and efficient, as a lot was achieved with very small budget spread thinly across 11 countries. However, the budget limitations were overcome, in large part by harnessing the passion, commitment, expertise and networks of the regional, national and local partners. An adaptive-collaborative management approach was also highly important, with each of the regional, national and local level partners allowed considerable scope to plan and implement country and locality specific strategies and workplans. The regional, national and local level partnerships are strong and are the partners are currently commencing implementation of a follow-up IN project with an expanded scope. However, the approach is not yet sustainable with local partners still lacking the skills and resources to implement the IN approach independently, and only partially replicable. The project has garnered considerable interest amongst other UN Agencies, donors and development agencies, it was welcomed by all the parties involved, and was considered highly innovative and impressive by the evaluators, and strong prospects for improvement and ongoing positive impact for IP, IPOs, donor/agencies and governments alike. Looking forward, the partners face the challenge of scaling-up the IN approach in a manner that maintains fidelity to the core principles, enabling aspects of the approach to continue to generate useful data, and maximizes the potential for widespread adoption and ongoing use in diverse, key forums.

Based on the main findings summarized at the beginning of the findings' section for each evaluation criteria, the following specific conclusions emerge.

Relevance, Coherence and Strategic Fit

1. **GEDIN:** The IN consortium did an excellent job of balancing the imperatives of respecting IPs rights to self-determination whilst facilitating dialogue and action regarding GEDIN issues. However, the IN partners need to revise and strengthen their approach, tools, guidance and training materials to ensure a stronger and specific focus on 1) inclusion and non-discrimination, 2) gender and equality, and 3) IPs living with disabilities.

   Consortium partners also need to consider approaches which meet or respond to community expectation of social inclusion, including allocating sufficient resources to enable the participation of entire, extended IP communities, rather than focusing on a specific village or sub-community.

   They should also remain mindful and supportive of non-indigenous ethnic minorities, who face many of the same development challenges as IPs but lack the protection of UNDRIP, etc. and look for ways to broaden definitions of IPs or other approaches and to extend the IN approach to other marginalized communities.

2. **Environmental Sustainability:** The project design did not have an explicit focus on environmental sustainability, but environmental issues rose to the fore in many localities, with land rights identified as a fundamental right and determinant of sustainable land and resource management.

   All of the countries involved have very high biodiversity and high vulnerability to climate change and IP communities must urgently be mobilized to support efforts to address the triple planetary crisis.

   There is an urgent need for more and better documented community-based natural resource management (CB-NRM) projects that can demonstrate the ability of IPs to effectively and sustainably manage their lands and protect the biodiversity, ecosystem carbon and other environmental goods and services.

   Two important opportunities were identified by consortium partners, but have not yet been integrated into the IN approach, the Convention on Biological Diversity (Aichi Target 18,) and the Paris Agreements on climate Change and its associated Nationally Determined Contributions (NDC).

3. **Responsiveness to stakeholder needs:** The IN project was highly relevant in all target countries. Its design and implementation responded to a high degree to the needs and priorities of the IPs. A "top-down, bottom-up, meeting-in-the-middle" or dialectical approach enabled IPOs and communities to shape project implementation at the local level whilst linking with national and international institutions and frameworks.

   However, there remains a fundamental mismatch between the 'global' paradigm or definition of sustainability and IPs worldviews, which tend to be more holistic, retrospective and place greater emphasis

on less tangible 'wellbeing' aspects. As such there is a need for tools to help calibrate the Navigator to each local context and assist in bridging understanding gaps between different ideas about sustainability.

4. **Ownership:** There was a strong sense of ownership and appreciation of the IN approach in all countries, though the sense of ownership appears weaker in Latin America and the Philippines. This implies that the IN is highly useful to communities fighting for their basic rights and recognition, but less useful in contexts with a more mature indigenous rights movement and stronger legal and regulatory recognition already in place. As such further effort is considered necessary to help the national and local partners in South America and the Philippines (as well as all of the participating countries) to better adapt the framework, tools and approach to local needs and integrate them with existing and emerging methodologies and strategies.

   Ownership of the Web Portal: The sense of ownership of the web portal was fairly weak, with most IPs still unable to access, upload or download data. Consideration needs to be given to the best institutional arrangements for hosting a global IN data portal or many national level portals.

   Ownership of the IN Data: Steps have been taken to protect data privacy and indigenous knowledge rights, but there are a number of unresolved issues relating to the ownership and use of community-generated data, especially once it has been uploaded to the web portal. The next iteration of the IN project needs to pay closer attention to analyzing, addressing and documenting their response to issues of data ownership and control.

5. **Alignment with National Sustainable Development Planning Frameworks (NSDPFs):** The project was aligned with the NSDPFs in each of the 11 countries, but the NSDPFs for most countries remain quite weak in terms of identifying and developing strategies, targets and indicators relating to IPs. The consortium partners, with support from the ILO, need to keep advocating for better recognition and inclusion of the sustainable development needs and aspirations of IPs within NSDPFs.

6. **Alignment with the ILO and UN Normative Frameworks on IPs:** The IN was deeply rooted in the ILO and UN Normative Frameworks on IPs, and represented a bold, innovative and highly strategic effort to implement key elements of the UN's System-wide action plan for implementing UNDRIP. But the approach and partnership is still in its infancy and further support from the ILO or other UN Agencies is required, especially in terms of networking and advocacy at the national and international levels.
   Opportunities exist to build linkages between the IN and the Convention on Biodiversity / Aichi Biodiversity Target 18 and the Paris Agreement on climate change.

7. **Indigenous Navigator and the SDGs:** The IN is an excellent example of localization of the SDGs. It helped IPs/IPOs and government agencies to develop a deeper understanding about the SDGs and identify key implementation gaps in relation to IPs. It significantly helps IPOs access government and be able to engage with development discourses using the language (data) that helps them be heard better where it counts.
   Nevertheless, there is a crucial gap in understanding between indigenous and non-indigenous worldviews and ideas of sustainability, and the IN consortium needs to foster further innovation in tools and methods to help bridge this gap in understanding, to empower IP/Os to take their priority topics and information to the table and influence policy and programs that matter to them.

8. **Relevance to ILO Constituent and Donor Needs and Priorities:** The project was highly relevant to the ILO's Mandate and built upon their previous work. However, IPs still appear to be "a round peg in a square hole" as they lack direct representation within the ILO's tripartite structure.
   Further effort is needed to mainstream IP issues within the ILO itself. The projects were also highly relevant to the EU/EIDHR Priorities.

9. **Theory of Change (ToC):** The Theory of Change (ToC) and the IN approach were logical and made sense to the partners and allowed for adaption to address the real needs and concerns of IPs t the national and local levels.

   However, the ToC was undermined by several flawed assumptions, that IPs would be able to easily understand the concepts, their leaders would have the capacity to influence public policy makers, and that public policy makers would be open listening to them and instituting better policies on IPs rights. Based on these assumptions the IN project goals were ambitious and some of them could not be achieved. The ambitious project design should be seen as bold and aspirational, and failure to achieve some of the goals should be expected. Most partners found the project highly original and innovative, and appreciated its flexibility for local adapatation, especially with the inclusion of Pillar 3.

Training and capacity building needs were underestimated, especially at the community level in terms of knowledge of international regulatory frameworks and the technical management of computer systems and the capacity of IP leaders to conduct effective advocacy.

The Adaptive Collaborative Management (ACM) approach allowed for flexibility and responsiveness in implementation, as the logframe, Theory of Change and workplans were not seen as a fixed set of targets but rather initial guidance which could be modified as circumstances changed in different countries.

10. **External linkages:** Networking efforts to build external linkages at the international level was quite solid, especially through the efforts of the ILO and the IPMG, although these efforts were undermined by the Covid-19 pandemic. However, linkages with the UN system and other international development partners, including the donors, private sector, academic and research institutions, are yet to be optimized and the IN Consortium needs ongoing support from the ILO, IPMG, DIHR, EU and other international level partners to build stronger and more effective networks at the national and international levels. Country level partners lamented the limited opportunity for exchanges within and between regions, which have been highly valued when available.

Effectiveness

11. **Achievement of results:** The achievement of planned results varied across the different indicators and countries, but overall the project was effective in relation to the objectives, expected results, products and activities proposed for Pillar 1 and Pillar 2 in all 11 countries.

The IN was particularly effective in terms of building capacity and awareness among partners and key stakeholders regarding their rights under UNDRIP, C.169, WCIP-OD and the SDGs.

The COVID-19 Pandemic had a severe impact on implementation of activities according to the original work plan, but the project's Adaptive Collaborative Management (ACM) approach proved effective in allowing the partners to respond rapidly to the pandemic.

Relevant data about project implementation was systematically collected, collated, analyzed and documented at the local, national and global levels and was used to adapt the project's approach to rapidly changing circumstances.

Project partners in various countries were able to influence public policy relating to IPs, including the adoption of elements of the IN framework and/or the use of community-generated data in government planning processes. However, in all cases IPs remain marginal and much greater effort is required to ensure their full recognition in government development policies and active participation in sustainable development processes.

12. **Factors Affecting Success**

Analysis of the Strengths, Weaknesses, Opportunities and Threats (SWOT) concluded that:

The key ***strengths*** as including the Adaptive Collaborative Management (ACM) approach, collaborative leadership, the passion and commitment of the partners and the focus on networking, alliance building, innovation, adaptation, capacity building and knowledge generation and sharing as key strengths, together with the fact that it was evidence-based and anchored to UNDRIP, C.169 and the SDGs.

On the other hand, the key ***weaknesses*** mostly related to under budgeting and under resourcing of key aspects and weak ownership of the web portal and tools. Looking forward greater emphasis needs to be placed on gender, equality & indigenous peoples living with disabilities as well as environmental sustainability.

The main ***opportunities*** relate to growing international concern and coordination on IP issues, existing national commitments through UNDRIP, C.169, SDGs and national legal frameworks, potential linkages with other UN processes (such as the CBD Aichi Target 18, Paris Agreement, etc.) and institutions, as well as the increasing availability of green development funding.

The ***threats*** mostly related to the intransigence of government and other development actors on IP issues, weak application of laws and safeguards policies, and threats related to the rapid onset of climate change.

However, the project context in each country is very different and may be subject to sudden and dramatic change. Therefore, the IN Consortium, including the partners at regional, national and local levels, should conduct SWOT analyses on a regular basis as part of their internal processes of reflection and self-evaluation and to inform and guide project planning, planning to build on their strengths, plan strategies

to overcome weaknesses, and perhaps most importantly, to identify opportunities and threats in real-time, so that timely responses can be planned and implemented.

13. **Capacity Building and Knowledge Sharing**: The IN Project focus on capacity building and promoting knowledge sharing was particularly effective in terms of raising awareness about IPs rights under UNDRIP, C.169, WCIP-OD and the SDGs, as well as building the capacity of IPOs, leaders and communities to collect data, plan and implement projects and advocate for their rights. However, training and capacity building needs were initially underestimated and underbudgeted, which meant the IN relied heavily on local partner initiative to meet the training and capacity building needs. The approach was largely successful because the national and local partners stepped in to fill the void. But this reliance on local partner initiative is not considered consistent or sustainable in the longer term.

    Looking forward the IN Consortium faces the challenges of expanding and adapting the approach whilst scaling-up to cover considerably more countries and communities, whilst simultaneously attempting to maintain the flexibility and autonomy of local partners. Much more budget and other resources need to be allocated to support training, capacity building and knowledge sharing aspects (including their full documentation), and the IN consortium needs to explore different tools, methodologies and strategic partnerships which can assist with scaling up training, capacity-building and knowledge sharing aspects without compromising on core principles or undermining the crucial capacity building, knowledge sharing and overall empowerment aspects of the approach.

14. **Management of Contingencies and Response to the Covid-19 Pandemic:** The Covid-19 Pandemic severely disrupted project implementation and prevented many of the planned activities from being implemented as originally planned. The IN Consortium's response to the pandemic and lockdowns was rapid, highly appropriate and effective. In particular the ACM approach and network of national and local partners allowed it to rapidly analyze and respond to changed circumstances. Activities and resources were effectively used to assist indigenous people receive information about the pandemic in their languages, in a timely manner, and to enable the project activities to continue at the local level, with some modifications.
15. **Monitoring, Evaluation and Learning:** The IN's MEL system was practical, useful, efficient and effective. Relevant data about project implementation was systematically collected, analyzed and used to adapt the project's approach to rapidly changing circumstances from the local to the global level. Most partners felt the MEL system was useful and did not place too much burden on the national level partners. The results monitoring matrix made it possible to track achievements by expected result and established indicators.

    The targets and objectives were highly ambitious and contingent on many externalities. These should be seen as aspirational goals, which encouraged the partners to strive harder, rather than safe goals which might foster complacency.

    The project did not allocate sufficient resources to carry out monitoring at the country level, consortium partners assumed it with their own resources. This is not optimal or sustainable and more funding and resources need to be allocated to MEL functions, and especially capacity building for MEL within the partner organizations.

    Routine monitoring visits were conducted by regional partners and were considered very useful in terms of providing technically, administrative and strategy planning support, but field monitoring visits were too short and infrequent and became impossible after the Covid-19 Pandemic.

    A key gap in the MEL system was the paucity of documentation relating to the implementation of the IN project at the national and local levels. The IN was highly adaptive and innovative, with much of its novelty arising from the praxis of adapting and implementing the IN approach at the community level and then supporting their advocacy and networking efforts with local and national level stakeholders. Systematic documentation of these processes, particularly in audio-visual format, would help with self-evaluation, capturing lessons learned and best practices from the field and promoting or conveying information about the Indigenous Navigator in action.

    Looking forward, the IN Project's MEL system should be revised and streamlined as far as possible, including deeper analysis of the extent to which it supported strategic adaptation rather than simply tactical adaptation.

16. **Management and Governance:** The project was an outstanding example of Adaptive-Collaborative Management (ACM). The consortium leaders demonstrated capacity to effectively and efficiently coordinate, administer and backstop implementation at each level. The ACM was crucial in adapting the IN approach to each country and locality, and the projects rapid pivot in response to the Covid-19 Pandemic.

    The regional partners also coordinated, administered and backstopped the national and local partners effectively and efficiently, whereas the national partners also provided crucial support to build the capacity of the local partners to manage and report on their budget allocations.

The ACM approach, and the collaborative leadership and culture of the IN consortium in particular, were amongst the key factors leading to success.

Efficiency

Efficiency: The IN project was managed flexibly and highly efficiently, achieving strong results with a small budget spread thinly across 11 countries and hundreds of IP communities. Project management challenges included the coordinating a highly complex project implemented by a consortium of 20 partners on 4 continents, each with a country and locality specific workplans, with a very small budget and highly ambitious targets.

Project administration and finances were managed well by the ILO and IWGIA through the regional partners, who disbursed funds to the national partners based up formal funding requests. The activities were very precise, and the budgeted resources were few and limited, but allowed flexibility for the partners to adapt and adjust their spending within some activities, which was highly appreciated and considered rare but good practice.

The project was underbudgeted especially for training and capacity building, MEL, advocacy and other activities at the national level. National and local partners had to fill this funding gap themselves, which they were generally willing to do because the project activities were deemed to be in their own interests.

17. **Allocation of Resources:** The budget for the IN project was very small, especially Pillar 1, which included most of the community-level activities. Significant 'un-planned' in-kind support had to be found from all of the partners, their allies, IPOs and the IP communities themselves.

    Whilst the budget was small, the partners found ways to share this modest pool of funding between 20 consortium partners and make it stretch across 11 countries and around 200 participating IP communities. Each of the national partners was allocated a portion of the project funds and were given considerable scope regarding how those funds would be used to implement activities at the local and national levels. From these funds disbursements were also often made to IP communities to support meetings, data gathering, advocacy and other activities.

    Not enough resources were allocated to training and capacity building, MEL, and advocacy. Looking forward, the IN Consortium needs to ensure that greater budget allocations a more resources are available for grass roots activities, training, capacity building, MEL, knowledge sharing and advocacy. In particular there is a risk that efforts to scale up will result in the budget being spread much thinner than it was during the recent phase, which is likely to lead to poor results, thereby undermining ownership and sustainability.

18. **Disbursements and Budgetary Management:** The complex financial management system and unfamiliarity of the national partners with the EU's systems and requirements, and the multi-partner management arrangements, led to delays in submitting and approving financial request, disbursement of funds and reporting during the early phase of implementation. However, as the partners gained experience with the systems and requirements, it became much easier for the national partners to manage and report on their budgets and the flow of disbursements and financial reports became much smoother.

    Looking forward, the IN Consortium needs to streamline financial management systems as far as possible and allocate sufficient resources to enable all of the partners to rapidly learn how to use the system.

19. **Multi-Partner Coordination:** The ACM approach to multi-partner coordination and consensus building was one of the key elements of success. Whilst it was complex, the parties were all highly familiar with each other and highly committed to success and it ultimately allowed for highly flexible management arrangements and gave local partners broad scope for autonomy, adaptation and innovation.

    The project also applied a multi-stakeholder approach, which attempted to engage government, civil society and other stakeholders at the local, national and international levels in dialogue and collaborative action. In some cases, this approach led to the formation of government-endorsed working groups, whilst in other countries the arrangements were not as formalized. There is a need to consider the best approach and institutional arrangements to foster multi-stakeholder collaboration in each country context, and to enable more cross-country and cross-regional learning.

    Multi-partner and multi-stakeholder collaboration was crucial to project success and greater effort needs to be taken to document and evaluate the approach, lessons learned and best practices in more detail that the current evaluation allows.

    Looking forward, every effort should be made to strengthen the multi-partner coordination and consensus building approach continues, and to allow national and local partners as much autonomy and support as possible in planning and implementing country and local level activities.

20. **Funds Leveraged & In-Kind Contributions:** Beyond the bridging grant approved by the EC/EIDHR in 2020, the IN Consortium was unable to leverage any additional funding to support project implementation. On the other hand, inkind contributions from regional and national partners, their networks and many IP stakeholders were significant and a testament to how valuable the partners and IP communities felt the project was to them.
    Further support is required to broaden the IN Consortiums network of potential donor and access to ongoing funding sources.
21. **Risk Management:** Various project-related risks were identified, managed and monitored. A set of social and environmental safeguards were developed, particularly relating to the small projects under pillar 3, and measures were put in place to protect data security. However, there is no publicly available information relating to the IN consortiums approach to risk management, and it is not externally transparent how systematic or holistic the approach was or how well it was implemented by international, regional, national and local partners. Typical project safeguard processes do not appear to have been consistently applied.

Progress Towards Impact

22. The Indigenous Navigator has had a significant impact in terms of empowering indigenous communities and improving their knowledge of and capacity to advocate for their rights. The capacity, networks and alliances of partner organizations at the international, regional, national and local levels were enhanced, and a set of tools and resources was developed to support their work.
    Over 100 IN training workshops were held in 11 countries, with people from over 200 indigenous communities trained regarding Ips' rights, the SDGs and community-based data collection tools and methods. Based on that, community-generated data advocacy campaigns were planned and implemented in each country and community and a total of 49 community projects were planned and implemented.
23. **Implementing Recommendations of the Mid-Term Evaluation (MTE):** The IN Project's project management and consortium did a good job of implementing the key recommendations from the MTE, including:
    - Improving the quality and strategic focus of the pilot projects.
    - Production of knowledge products based on community-generated data and lessons learned through implementation the Indigenous Navigator.
    - The redesign the web portal made it much more user-friendly, the IN survey instruments and tools were revised and additional training and guidance material were developed.
    - The small grants under Pillar 3 established a clear link between data collection and tangible outcomes, which is crucial as a demonstration of a community-based adaptive-collaborative approach to sustainable development.
    - ILO and regional partners reallocated internal resources in a more strategic manner to give partners more flexibility to experiment and replicate good implement practices learned through the pilot activities.
24. **Long-term impacts on equality and inclusion:** The IN project generated many pertinent changes in the participating countries and communities, such as increased awareness about IPs rights, enhanced capacity to plan, monitor and advocate for their rights, including the right to full participation in sustainable development processes and actions to address the triple planetary crisis. In some cases, it led to increased government openness to address IPs concerns and develop more inclusive policies and programs.

    However, these changes are not yet reflected in a clear and long-term change in the situation experienced by most IPs in these countries, and most of the changes are contingent upon the prevailing domestic political climate, which can change suddenly. So, in most countries and communities, there is a need for ongoing capacity building and support over a period of around ten years, with tailored (country/context specific) strategies.

    The IN was gender inclusive, with many women in leadership positions at all levels, whereas the IN Framework and tools and its focus on local communities' ownership of the process and knowledge products, allowed for opportunities for indigenous women to express their opinions and participate in project implementation.

    Consortium partners have also engaged with the Indigenous Peoples' Major Group of the HLPF, increasing their visibility, communication networks, and agency at the international and global levels.

Sustainability

25. **Sustainable Partnerships:** The project had a strong focus on networking and alliance building, and selected national partners with strong existing grassroots networks. The project effectively built upon, strengthened and expanded the collaborative capacity of these networks. As such the probability that the partners will continue to collaborate on issues relating to IPs-rights and empowerment, gender empowerment, inclusion and non-discrimination after the end of the project is assessed as being very high. Yet, there are still a number of crucial capacity gaps within the consortium and broader partnership, including technical capacity gaps relating to feeding the web-portal, capacity to network with national and international stakeholder and ongoing support from the donors, ILO and other UN Agencies. Engagement with private sector has been limited, and the active role of ILO and EU offices at the country level is still needed.
26. **Sustainability of Project Outcomes:** Most partners and stakeholders interviewed feel that the IN Framework, tools and approach are extremely useful and they plan to continue using the IN to broaden data sets, influence national policies and improve rights and development for indigenous peoples in the existing project areas and beyond.
    However some national partners and most local partners (IPOs and communities) feel that they have not yet acquired sufficient capacity and need further funding to continue this work independently.
    In terms of sustainability, the IN Web Portal remains the weakest link, as it will require long-term funding to host, maintain and manage, and it unclear who should take responsibility for the web portal in the long term. Furthermore, to be truly effective it needs to be easily accessible to national and local level stakeholders and a web portal should ideally be established in each target country. However, this also has large cost implications and institutional arrangements for hosting at the national level need to be carefully considered as there is a risk that the community-based process could be undermined.
27. **Exit Strategy:** Rather than exiting the project, the partners intend to continue developing the IN approach, in communities where they are already working, and extending it to additional communities and countries.
    One of the main challenges over the next few years will be how to scale-up the scope and impact of the IN approach to a meaningful level, whilst building sufficient local capacity and ownership, and maintaining fidelity to the core principles and enabling factors that have underpinned the IN approach. This will require the development of strategies for scaling-up and ensuring sustainability at the all levels of implementation, as early as possible in the next phase of the project.
    All of the partners feel that the ILO's decision to step back from the consortium will leave a number of crucial capacity gaps within the consortium in terms of expertise, resources, networks, branding and leadership, and they hope that the ILO will continue to support the IN Consortium, ideally by developing a parallel program to further promote the Navigator and support its national and international level networking, knowledge sharing and advocacy efforts and help to guide it through the difficult process of scaling-up.

4.2 Lessons Learned and Best Practices

Based on the input from various partners and stakeholders and the findings of the evaluation, the following lessons were identified:

1. A ***Multi-Stakeholder Adaptive Collaborative Management (ACM)*** can be an effective 'engine' for innovation, adaptation, peer-to-peer learning, and indigenous peoples' empowerment as long as it promotes:
   - Inclusion of all relevant stakeholders in the co-creation and communication of a shared 'vision of the future'.
   - Flexible project management and results monitoring arrangements that allow local and national level partners autonomy to adapt the approach as a real-time response to changing local circumstances.
   - Continuous and intentional learning, experimentation and knowledge sharing amongst stakeholders.
   - Social learning cycles based on a process of collective planning, action, monitoring and reflection.
   - Management of diverse interests and opinions and processes for building consensus and resolving conflicts.
   - Conscious use of learning to improving sustainable development planning, activities and processes.
   - Attentiveness to the socio-political-ecological relationships within and between human and natural systems.
   - Collaborative planning and decision-making clearly reflect links to a shared 'vision for the future' and pay adequate consideration of current trends, uncertainty and the inevitability of sudden shocks or calamities.
2. ***The role of the ILO and other UN Agencies:*** The ILO and other UN Agencies, can use their networks and authority to support effective advocacy for indigenous peoples' rights and empowerment by local and national organizations. One very important lesson learned arose from the highly effective collaboration between the ILO, Kapaeeng Foundation and local partners in Bangladesh, where the ILO was able to open doors so that the national and local partners were able to build and formalize a strong network with local and national government and civil society allies and affect some very important policy changes. More broadly, the involvement of the ILO lent legitimacy to the community-generated data and knowledge products developed in each country as well as the authority to use this data in monitoring progress on the implementation of UNDRIP, C.169, WCIP-OD and the SDGs.
3. ***International normative frameworks*** including UNDRIP, C.169, WCIP-OD, and the SDGs can be effective frameworks to support the empowerment of indigenous peoples and the realization of their rights both in law and in practice, as long as key enabling factors are in place, including:
   - Communities are made aware of their rights, which entails translation into local language and concepts.
   - Communities are provided with appropriate tools and the training, capacity building and resources needed to apply those tools.
   - Communities and their leaders are supported to lobby local and national government and other stakeholders regarding their rights.
   - Time, resources and creative effort are made to facilitate dialogue and create a bridge of understanding between indigenous and non-indigenous worldviews and definitions of sustainable development. Above all, understand the meaning and significance of well-being to the community.
   - The approach at the local level is explicitly oriented to the needs and aspirations of the indigenous community and at the national level seeks to create space for IPs to fully exercise their rights and participate in the overall national sustainable development agenda.
4. ***Community-based participatory research and community-generated data:*** Whilst IPs generally suffer from poor access to formal education, they possess a wealth of knowledge about their society and environment, often including deep knowledge of the socio-ecological sustainability practices. If IPs are given the right support, they are quite capable of conducting participatory or action research and monitoring across a range of social, economic, ecological and other issues. Government agencies may resist using community-generated data, but the use of a clear methodology, collaboration with universities, research institutions and/or international agencies, professional publication of the data and knowledge products and ongoing lobbying of local and national level government agencies can result in IP community-generated data being adopted and utilized in local and national level planning processes.
5. ***Community-based Rights Advocacy:*** Engaging with policy makers and affecting legal and policy reform is a complicated, time-consuming and challenging process, especially for most IPs, and even when rights have

been recognized under law, there are usually many obstacles placed in the way of IPs that prevent their rights from being fully realized in practice. The IN project showed that IPOs and communities can act as effective advocates for their rights, although it depends upon the skills, self-confidence, commitment and time of their leaders, support from national or international partners to gain access to national level policy makers, and most of all, identifying and capturing the appropriate opportunities to engage with local and/or national level policy makers.

6. ***Strategic Networking and Alliance Building:*** The success of the IN project was in large part due to the consortium partners, who contributed to the consortium in terms of their own networks of local partners and allies, as well as their knowledge and expertise regarding IP issues and empowerment in each country and their passion and commitment. As such, the selection of capable and connected national level partners is especially important if they are expected to mentor and support the effective work of local partners.

Best Practices

Through implementation of the IN project, the consortium and their broader network of partners and allies have modelled a number of best practices relating to the empowerment of indigenous peoples, including:

- ***Adaptive Collaborative Management (ACM)*** approach applied by the IN consortium was outstanding and proved highly effective in terms of managing a disparate group of 20 formal partners and many more local partners, allies and stakeholders. The collaborative leadership and culture of the consortium alongside a number of other enabling factors (as discussed in section 3.2.1 Key factor Affecting success and section 3.2.7 Management and Governance) were identified as underpinning the ACM approach, and any efforts to replicate this type of ACM approach should pay close attention to those enabling factors.
- ***Multi-partner – multi-stakeholder approach*** – The project applied a hybrid approach to multi-stakeholder partnership and engagement, effectively engaging with partners and stakeholders ranging from indigenous women and men spread across 200 communities in 11 countries, local and national government institutions up to UN Agencies and high level committees. In a World facing a Triple Planetary Crisis, and wherein the prospects of meaningful cooperation and collaboration at the international level appears to be currently declining, the IN Project is an outstanding example of how multi-partner/multi-stakeholder approaches can effect meaningful change at the local, national and even international levels.
- ***Community-based participatory research*** – The IN project clearly demonstrated that IPOs and IP communities are capable of collecting data and carrying out research and monitoring activities as part of sustainable development and environmental management efforts if sufficient and locally appropriate training, capacity building, tools and technical support are provided. This type of approach should be adopted more widely and developed into collaborative research between IPs, government, universities, research institutions, and even in the private sector, such as monitoring environmental and social impacts of large scale development projects. The project can be show cased as a best practice for community-based participatory research, on a local and global scale, as a learning forum for communities, students, bureaucrats, policy makers and activists alike.
- ***Dialectic approach:*** A dialectic or 'Top-down, bottom-up, meeting-in-the-middle' approach is an important way to bridge the gap between international and national legal and policy frameworks and commitments relating to IPs rights and participation in sustainable development and the actual reality of ongoing marginalization experienced by most IP communities.

  The IN Framework, anchored to UNDRIP, C.169, WCIP-OD and the SDGs, provided an accepted structure, which had already existed at the international and national levels, but which had generally failed to extend down to the community level. The project attempted to localize these structures down to the community level, and through training, capacity building and mentoring, encourage agency on the part of IPOs and IP communities to learn their rights and use the framework to advocate for their own development priorities. They were able to plan, implement, monitor and evaluate projects based on valid data, which demonstrates their capacity to contribute to national sustainable development processes.
- ***Localization of the SDGs:*** The IN project was an innovative and effective approach to localize the SDGs, and to the best knowledge of the evaluators, the only systematic effort to date which aims to localize the SDGs in indigenous communities.

4.3 Recommendations

1 **Environmental Sustainability: Action to address the Triple Planetary Crisis and Adaption of the IN to CB-NRM:**

The Indigenous Navigator must urgently strengthen its focus on the rights, roles and responsibilities of IPs in action on climate change, biodiversity loss and pollution issues. This is both a moral and existential imperative, as well as a strategic move to elevate the status and rights of IPs, especially security of land and resource rights, which are a pre-requisite for sustainable management of IP lands.

In particular there is an urgent need for more and better documented community-based natural resource management (CB-NRM) projects that can demonstrate the ability of IPs to effectively and sustainably manage their customary lands and protect the biodiversity, ecosystem carbon and other environmental goods and services. The IN partners already have access to a wealth of knowledge and experience regarding indigenous ecological knowledge, environmental stewardship and CB-NRM, but this is not necessarily well documented or supported by rigorous MEL methodologies or externally credible data.

The next iteration of the IN project, or a complementary project or study, should entail a comprehensive review of internal and external resources relating to indigenous ecological knowledge and CB-NRM, with the aim of identifying and promoting best-practices and tools for planning, implementing, monitoring, evaluating and documenting CB-NRM activities. This would be highly useful both to guide CB-NRM activities supported by the IN project, as well as to guide the development of new data collecting methods and tools to more effectively monitor, evaluate and document CB-NRM activities based on credible, community generated data. Furthermore, any pilot CB-NRM projects developed and implemented under the IN project should be monitored and documented to contribute to the evidence-based literature and media on indigenous CB-NRM, including audio-visual documentation, to enable better sharing and replication within and across countries.

2 **Responsiveness to stakeholder needs**

The IN consortium's adaptive collaborative management and "top-down, bottom-up, meeting-in-the-middle" approaches allowed the national and local partners flexibility to respond to the needs and aspirations of IPOs and communities, which enabled IPOs and communities to shape project implementation at the local level whilst linking with national and international institutions and frameworks. These were key enabling factors and need to be maintained and enhanced. In order to enhance responsiveness to stakeholder needs and the sense of local ownership, a number of actions should be taken by the IN consortium partners, including:

From monitoring to mentoring: Field monitoring visits should be more frequent, longer in duration and timed to coincide with major activities at the national or local level, in order to give the consortium partners a better understanding of the needs and aspirations of the national and local partners and stakeholders. As one of the partners put it "*We should be moving from monitoring visits to longer, sustained mentoring visits."*

Shifting the paradigm from a Sustainability Pyramid to a Sustainability Compass: The IN partners should develop a "sustainability compass" or similar tools, to help each IP community to better identify and communicate what sustainable development means to them and to help develop and integrate indigenous indicators for wellness aspects. Such tools would improve the orientation and calibration of the approach to the needs and priorities of IPs, and would also help communities to reflect more deeply on the underlying 'cultural logic' which should inform their decision making. Such tools, when in use, will also help to highlight and promote understanding of 'indigenous worldviews' as a valid way of thinking about sustainability and development.

Integration with existing methodologies: The IN partners also need to strengthen integration of the IN approach with existing community empowerment and sustainable development planning methodologies, such as the 'Plan de Vida' or Life Plans, which have been developed by many indigenous communities in South America and beyond, and the Community-Based Monitoring and Information Systems (CBMIS) developed by Tebtebba.

3 **Ownership of the IN Framework and Approach:** The relatively low levels of enthusiasm for the IN approach, tools and website in South America and the Philippines indicates that further effort is required to strengthen

ownership in areas with more established understanding of IP rights and more mature organisations and systems. This includes how the IN approach and partnership can:

a. Ensure that the data collected by IP communities is used to effectively support advocacy efforts.
b. Encourage further experimentation, adaptation and integration of the IN approach, framework and tools into local advocacy and sustainable development planning approaches, methods and toolkits.
c. Seek opportunities or low-hanging fruit, where the IN approach can deliver tangible outcomes to IPOs and communities to better demonstrate the link between data gathering and tangible development outcomes.

Ownership and maintenance of the Web Portal: Various proposals were made by IN partners regarding the optimal institutional and financing arrangements for the Web Portal. A few felt that the web portal had limited use, especially at the national and local levels, and the money could be better spent on grassroots and advocacy activities. Others felt that it is an important clearing house which lends credulity to the data. Some felt that a national portal needed to be established in each country, using national and/or local languages, whereas others felt that a global Web Portal should be managed and maintained by the UNPFII or another international organization with a mandate relating to IPs rights. The evaluators are not able to assess the feasibility, effectiveness or sustainability of any of these arrangements, and in particular, should IN Web Portals be established at the national level then different management arrangements will be required in each country.

As such we recommend that a further study should be conducted to carefully consider:

a) What functions does/should the web portal provide and for whom?
b) What are the implications of various options for hosting the IN web portal in each country or globally?
c) What steps need to be taken to transition from the current hosting arrangements?
d) What is the cost/benefit analysis of the various options?

Ownership of the IN Data: There appear to be a number of unresolved issues relating to the ownership and use of community-generated data, especially once it has been uploaded to the web portal. The next iteration of the IN should include a thematic study exploring "IPs, rights and data sovereignty in a digital age" as well as follow-up dialogues with key stakeholders to discuss and identify issues and plan steps to mitigate any risks, with a particular focus on how the IN data can be better managed to ensure the rights of IPs.

4 **Mainstreaming IP Issues and Increasing IP Participation in the Governance of the ILO:** Further mainstreaming of IP issues is required within the ILO to breakdown silos and ensure that all branches and country offices are fully informed about, attuned to and allocate their in-country financial and human resources appropriately to address IPs rights and sustainable development issues. In particular the ILO's GEDI Branch should seek funding to ensure that ILO country offices have sufficient resources to provide technical and networking support to IN consortium partners in each of the IN target countries.

Furthermore, given that IPs rights and development have been an important element of the ILO's programmes almost since its founding, as well as the UN Secretary Generals recent call for a radical rethinking of global economic and governance structures to address the Triple Planetary Crisis, the ILO should seriously consider possible institutional arrangements to ensure that IPs have a greater voice within the ILO's governance structures and planning mechanisms. Potential approaches might include establishing advisory committees to represent the interests of IPs and other marginalized groups. Countries such as in Bolivia or the Philippines, where the national governments have demonstrated a stronger interest in engaging IPs in socio-political discourse, it may be possible to establish novel approaches to mainstreaming and amplifying IP voices through the ILO governance arrangements.

5 **The role of the EU:** The EU should commit to funding the development of the IN approach for a third and fourth 5-year phase, because the IN approach has great potential but requires further experimentation and gradual scaling-up in order to achieve this potential. This will require up to ten years to implement at scale, and a long term funding commitment will allow the IN consortium partners to plan their approach to scaling-up strategically.

Additionally, the EU or other like-minded donor should consider:

- Providing sufficient funding to cover more of the hidden costs incurred by local and national partners, whilst implementing measures to reduce the partners dependency on external funding over time.
- Strengthening the capacity and networks of the IN consortium to access a much wider range of potential funding sources and to reduce dependency on EU funding.
- Funding the ILO to IN partners so as to strengthen the overall approach and maximize uptake and impact.
- Funding the ILO and/or other UN development agencies to provide technical and advocacy/networking support and/or parallel programs which support extending the application of the IN approach to address other issues (see above).

6 **External linkages / Role of international partners:** For the next stage of the IN, there needs to be a clearer role for the ILO (or other UN agencies) and the donor to play a stronger role in supporting national and international level advocacy and networking and financing.

- **ILO and IASG:** As the ILO is also one of the leading members of UN Inter-Agency Support Group on Indigenous Issues (IASG), it is well positioned to share knowledge gained through the IN and learn from the efforts of the other over 42 UN and other international organizations that make up IASG.
- **Linkage with the CBD / Aichi Goals and the Paris Accords:** The IN framework and approach should be adapted to support community-based monitoring of progress on the CBD / Aichi Goals and the Paris Accords / INDCs Additional resources will be needed to adapt the IN framework and test the linkages and processes, before rolling it out to all partner countries.
- **Networking with International Agencies:** Stronger networks should be established with other UN agencies including IFAD, FAO, UNFCCC, UNEP, UNDP and UNESCO, as well as International Financial Institutions (IFIs) to seek synergies and build sustainable advocacy networks and to ensure better mainstreaming of IP interests and use of the IN data in programmes and projects supported by these agencies.
- **Linkage with Private Sector:** The IN partners should also explore opportunities to experiment with applying the IN approach to community-based monitoring of environmental and social safeguards frameworks in relation to private sector projects. They should seriously consider establishing linkages with major industry associations and sustainability initiatives, such as the Extractive Industry Transparency Initiative (EITI), Round Table on sustainable Palm Oil (RSPO), Sustainable Natural Rubber Initiative (SNRI), International Tropical timber Organization (ITTO), to promote the integration of community-based monitoring as best practice in environmental and social impact mitigation.

7 **Capacity Building and Knowledge Sharing**: The IN's focus on capacity building and knowledge sharing was one of its main strengths. However, there were insufficient opportunities for the regional, national and local partners to meet in person, share experiences and exchange knowledge throughout the course of the project. This was partly due to funding limitations, and during 2020-2021 due to COVID-19. In the next iteration additional budget allocations should be set aside to ensure that face-to-face partner meeting are conducted at the beginning, middle and towards the end of the project as well as to allow for more opportunities to attend international level forums, and for extended exchange visits between the participating countries. Other specific approaches to peer-to-peer capacity building and knowledge sharing should also be developed by the IN consortium, including:

- **Audio-Visual and Social Media:** More work needs to be done to build capacity and foster creativity amongst national and local partners to develop audio-visual and social media content to support capacity building and knowledge sharing.
- **Plan da Vida / Life Plans:** This methodology was developed by IP communities in Colombia and spread to other parts of South America. It includes developing a long-term vision focused on sustainability and well-being as defined by IPs. Where communities lack a long-term vision and plan, then the IN partners should consider options for documenting and developing such a plan, such as bringing male and female 'Plan da Vida' facilitators from South America to share their experience and expertise and with other IP communities.

- **Peer-to-peer Scaling-up (FFS or similar approaches):** The consortium partners should adapt peer-to-peer training and participatory action research approaches (such as Farmer Field Schools - FFS), to support community-driven scaling up of the IN Approach.
- **Engagement with Universities and Research Institutions** – The IN consortium partners should explore options for increasing engagement with universities and research institutes on collaborative research, sustainable development projects, development of curriculum materials for IPs, peacebuilding, and advocacy, etc. **International research institutions** such as the Centre for International Forestry Research (CIFOR), the International Centre for Research on Agroforestry (ICRAF), the United Nations University - Institute of Advanced Studies (UNU-IAS) amongst others, could provide a number of benefits, including collaboration between researchers and IPs on research projects relating to CB-NRM, ecosystem management, sustainable production and documentation of indigenous ecological knowledge.
- **Graduate Certificate in Indigenous Community Development:** The IN consortium members should also explore the potential for the development of a hands-on university course (such as a Graduate Certificate) in Indigenous Community Development based on the IN Framework and approach. This might involve the engagement of university students/recent graduates to work alongside indigenous community facilitators on implementation of the IN Framework and other sustainable development activities at the local level.

8 **Risk Management:** An environmental and social safeguard framework (ESSF) was developed, particularly relating to small projects funded under Pillar 3, and measures were put in place to protect data security, but it was not clear how adequate these are or how consistently they were applied.

The IN ESSF should be revised to ensure it is both practical and consistent with relevant standards. Safeguard requirements need to be checked and clarified, and resources allocated if necessary, as consortium and local partners may lack the resources or expertise to address these, but could benefit significantly from understanding and utilizing standard safeguard processes. Information about the ESSF needs to be properly documented and published on the IN website as part of the package of IN training and guidance materials.

Development, documentation and publication of information about the IN ESSF would also support action on recommendation No.13 regarding applying lessons learned from the IN to address the issue of weak participation of IPs and inadequate application of FPIC within Environmental and Social Impact Assessment (ESIA) and Safeguards Frameworks (ESSF).

9 **Exit Strategy:** Despite stepping back from the consortium, the ILO still has a crucial role to play in terms of:

i) Championing IPs rights, especially their rights to participation and consultation, monitoring of compliance with C.169 and support for implementation UNDRIP and the SDGs in the IN target countries;.

ii) Promoting the integration of community-data into national and international sustainable development planning and monitoring systems;

iii) Providing direct technical and advocacy support to the national partners; and

iv) Establishing and strengthening consultative mechanisms and platforms for dialogue in each country through the country offices and tripartite governance structure as well as the UN Resident Coordinators.

As a minimum, the ILO should continue promoting the Navigator, supporting their national and international level networking activities and encouraging the ILO country offices, UN Resident Coordinator and other UN agencies to support the IN consortium's advocacy efforts, strengthen consultative mechanisms and promote dialogue about IPs needs and concerns. Ideally, the ILO should either directly develop, or through its role in the IASG encourage other UN agencies to develop, parallel activities which will support the efforts of the IN consortium to scale-up and become self-sustaining over the coming decade. For example, the ILO or other UN Agencies could support activities such as:

- Collaborative research programs between IPOs/IP communities and academic and research institutions either providing technical and human resources support to the IN consortium, or developing community-based participatory research approaches and tools, which can build on and augment the IN.
- Dialogue and collaboration between IPOs/IP communities, government, the private sector and labour unions on IP related issues including the promotion of decent work, particularly in the informal rural

economy, support for sustainable indigenous enterprises, social protection, protection of indigenous workers from unacceptable forms of work, access to education and vocational training.

- Collaboration to strengthen community engagement and full participation in environmental and social safeguards, impact assessment, monitoring and mitigation, including strengthening FPIC processes, as well as other sustainability and fair-trade standards and safeguards.
- Collaboration to promote IPs rights and full participation in local and national development efforts, including sustainable production and consumption, climate-change adaptation and mitigation, biodiversity, ecosystem and landscape/seascape conservation, waste and pollution control and community-based (barefoot) approaches to environmental monitoring,.
- Adaptation and application of the IN approach, framework and tools to support community-based natural resource management, conservation, climate change and other environmental sustainability projects, by developing a strong evidence base which can clearly demonstrate the potential contribution of IPs to environmental sustainability efforts.
- Support for the efforts of IPs to register and defend their customary lands under communal land titles /ancestral domain laws, etc. and promotion of the recognition of IPs land and resource rights as fundamental pre-requisites for sustainable natural resource management.
- Creating opportunities and platforms for knowledge sharing, by ensuring the national and local IN partners are regularly invited to attend national and international level events relating to IPs rights, the SDGs, climate change, biodiversity and have input towards national sustainability planning processes.

10 Scaling-up for Systemic Impact / Giving the Navigator LEGS and WINGS:

The consortium partners need to invest as early as possible in the development of LEGS, or Local Empowerment, Growth and Sustainability Strategy for each locality, as well as WINGS (Worldwide Indigenous Navigator Growth and Sustainability Strategy) to help guide the scaling-up in a measured, consistent and sustainable manner.

The national and local partners need to commence working with IPOs, communities and other stakeholders as early as possible to develop a locally appropriate LEGS strategy for each locality. These plans should aim to guide the intervention in each country and locality over a 5-10 year period of time, with a focus on building core capacities and reducing reliance on external support over time and setting ambitious but flexible targets to measure progress, i.e. shifting responsibility to local partners and communities over time and building durable linkages with government, the private sector, civil society, academia, etc. As far as possible LEGS strategies should be linked to or calibrated according to community plans with a long-term vision for sustainable development and cultural revival, such as the 'Plan da Vida' or Life Plans. Where communities lack such plans, then the IN partners should consider options for developing them (see recommendation 2).

When planning scaling-up at the global level the IN consortium needs to focus on systemic impact. In this regard it is useful to consider three pathways, including scaling-out, through expanding the innovation to new communities or countries; scaling-up, building stronger linkages from the local to the national, regional and global levels and effecting changes in laws and policies (ie. the institutional "rules of the game") and scaling-deep, or changing the values, cultural beliefs, meanings and practices of people and institutions, and the qualities of their relationships, to bring about change. Whilst there is a temptation to focus on scaling-out, such as through promoting replication, as this approach provides the fastest pathway to quantitative success. However, scaling-out lacks the power to effect social and political transformation. As such whilst planning the WINGS approach emphasis should be placed on scaling-deep and scaling-up, and documenting the approach, tools, core principles and enabling factors so that these can be adapted and applied when scaling-out.

Functional scaling-up or integrating the IN approach or elements thereof into other programmes is arguably the most important strategy for scaling-up. This has already occurred to a certain extent as national and local partners have combined the IN framework, tools and approach with their existing methods and toolkits to support their own goals, whereas in a few cases elements of the IN have been adopted by local and national government agencies. In developing LEGS and WINGS the IN consortium partners need to emphasize integration of the IN approach into local institutional and policy arrangements.