



# Evaluation Summary



International  
Labour  
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Office

## *Supporting the implementation of indigenous peoples' rights in Nepal, Peru and Central African Republic through enhanced participation of neighbouring and regional actors*

### *Final independent evaluation*

#### Quick Facts

**Countries:** *Peru, Cameroon and Nepal*

**Final Evaluation:** *March 2016*

**Evaluation Mode:** *Independent*

**Administrative Office:** *WORKQUALITY*

**Technical Office:** *WORKQUALITY*

**Evaluation Manager:** *Ritash Sarna*

**Evaluation Consultant(s):** *Sille Stidsen*

**Project Code:** *GLO/12/12/EEC*

**Donor(s) & Budget:** *EIDHR, EUR 799,193.70*

**Keywords:** *Indigenous peoples' rights,  
Convention 169*

#### Background & Context

Summary of the project purpose, logic and structure

With the overall objective of enhancing the protection and promotion of indigenous peoples' rights in Asia, Latin America and Africa, the specific objective of the project was originally formulated as supporting 'national processes on indigenous peoples in Nepal, Peru and the Central African Republic, with a view to setting good examples for neighbouring

actors'. Due to increasing tensions and conflict in the Central African Republic around the time the project started up, however, the project's geographical focus in Africa was shifted to Cameroon instead.

The **target group** of the project is defined broadly as

- Key government policy planners, implementers, and local community-leadership
- Indigenous peoples and institutions at national and community level
- Indigenous peoples - particular attention to indigenous women and youth
- Workers and employers organizations
- The wider public and mass media, including community radios and social media where possible
- Key national and regional actors, including regional human rights institutions and law enforcement agencies / institutions, such as ombudsmen, national human rights commissions and labour inspectors

Activities included trainings of key government and non-government actors in the implementation of the convention at country-level, and an international course for high-level government officials at the ILO Training Centre in Turin; fellowships / internships for

indigenous youth; sharing of experiences on the implementation of the Convention regionally and across regions - through a wide range of studies and publications; and finally workshops with media-actors and publication of a guide for media on how to approach indigenous issues in their publishing and broadcasting.

The project was implemented between June 2013 and March 2016, with a total budget of EUR 799,193.70, out of which EUR 699,294.50 (87.5%) were granted by the EC (DEVCO B1, financed by the European Instrument for Democracy and Human Rights).

The project was centrally managed, initiated by the former PRO169 Programme in NORMES, and moved to the new Indigenous Peoples' Unit in the Gender, Equality and Diversity Branch soon after implementation started.

### Present Situation of the Project

The project was in the very final stage of implementation while the evaluation took place. Quite a few studies and publications were produced under the project, and a few of these were in the final stages of production as the evaluation took place.

### Purpose, scope and clients of the evaluation

The evaluation was carried out by an external consultant between December 2015 and March 2016, and forms part of ILO-system's efforts at generating and managing knowledge on practical experiences with its actions, with a view to nurturing organizational learning, and feed these experiences into the future development of programmes and projects. The main clients of the evaluation are thus ILO staff in Headquarters and field offices, as well as ILO's tripartite constituents - along with the DEVCO B1-unit of the European Commission, which manages the European Instrument for Democracy and Human Rights, that have provided the funding for the project.

### Methodology of evaluation

The OECD-DAC evaluation criteria of relevance, effectiveness, efficiency, impacts and sustainability constitute the framework of the evaluation, and on the basis of these criteria a set of specific evaluation questions was developed in the evaluation's inception phase.

The evaluator visited two of the three project countries, namely Peru and Nepal, and reached actors in Cameroon though Skype and phone interviews. The primary methods of data collection were semi-structured interviews with actors involved in the project implementation as well as external stakeholders; desk review of project-related documents (project documents, training schedules and curricula, implementation partners' reports on activities, participants' evaluations from trainings, studies and publications published under the project, etc.); and a more limited review of external thematic resources, in order to inform the assessment of the project's strategic relevance in relation to the socio-political context (newspaper articles, reports from other institutions on the situation of indigenous peoples' rights in the respective countries, etc.). The findings presented in this report are based on triangulation of data obtained from these different sources.

The methodology was designed in consideration of the limited time available (28 days). Data from Cameroon are less comprehensive than those from Peru and Nepal, as it turned out to be difficult to set up Skype or phone meetings with all the relevant actors.

## Main Findings & Conclusions

**The project has been timely and relevant in all three implementation countries, and contributed satisfyingly to the promotion of indigenous peoples' rights and the application of Convention No. 169. A wealth of stakeholders have been reached, and most of the expected results have been achieved.**

The project's **relevance** was high: the objectives well aligned with the target group's needs and priorities, as well as with EU and ILO strategic priorities. The

time-frame was somehow ambitious, but worked out with very satisfying results. The fact that the project builds on previous years' work, with similar approaches that have been gradually refined over the years, accounts for the high relevance and timeliness of the activities implemented in each of the three project countries as well as centrally.

The project's **effectiveness** was satisfying, and staffing challenges in project countries arising from the non-availability of complimentary project funds that were expected at the time of designing the project, were handled smoothly, and almost all activities implemented as planned. The project contributed to establishing a new Working Group on Indigenous Policies (*Grupo de Trabajo de Políticas Indígenas*) in Peru, which is considered a highly effective way of advancing the implementation of the Convention's provisions on the right to participation.

Some factors that contributed to the effective implementation of the project include strong coordination from headquarters; efficient administrative cooperation between headquarters and country offices; the clear continuity between this and former projects; and cross-fertilization of approaches between countries and regions.

The evaluation found that the **efficiency has been high** - project resources have been spent economically, and with a view to producing the best possible results, in consideration of the resources available.

It is too early at this point to assess the wider **impacts** as such of the project's activities, but it is clear that **the project has contributed to the long-term process that is needed to secure better protection and promotion of indigenous peoples' rights**. As mentioned before, **the coherence and continuity between past and present activities is one of the key strengths in the project design, and a key element in the project's potential for having impacts in a long-term perspective**.

The project contributed to the implementation of an existing international rights-framework, acknowledging that this is a complex process, which is best supported in a long-term perspective, with

repeated actions of support to the various actors who can promote implementation (or ratification) in the countries where the Convention is relevant. The project has contributed to the capacity-building of actors that can advance the implementation of the Convention in all three countries, as well as generation of reports and publications that will be used by multiple actors in the years to come - and with this long-term perspective the project intervention can be considered **sustainable**. On the other hand, the project set-up did not allow for continuous relationship-building and institutional cooperation with key actors in the project countries, which could potentially have secured an even higher level of sustainability.

## Recommendations

### Main recommendations and follow-up

The evaluation's overall recommendation is to **continue the promotion of Convention No. 169 on indigenous and tribal peoples**, as implementation remains challenging, and **continued capacity-building and guidance on its application is needed**. More specifically, the following actions are recommended:

Recommendations for ILO HQ - Indigenous peoples' unit in the Gender, Equality and Diversity Branch

- **Continue global cooperation on the promotion of indigenous peoples' rights**
- **Enhance the distribution and promotion of reports, studies and publications on indigenous peoples' situation and rights, externally as well as internally**

Recommendations for ILO country offices

- **Combine headquarter-initiated projects with country-office initiated activities** - with sufficient staffing resources to gain a continuous presence over a longer period of time, allowing the ILO to engage meaningfully in relevant national processes

as and when the need for ILO's institutional accompaniment occurs.

- **Support consolidation and institutional development of indigenous peoples' organizations** - Increase engagement with indigenous peoples' organizations at the sub-national / de-central level,

#### Specific recommendations to ILO Peru

- **Re-engage in the emerging consultation processes between indigenous peoples and the state, providing institutional accompaniment**
- **Continue the support to the *Grupo de Trabajo de Políticas Indígenas* (GTPI), which represents a promising institutional development, where the ILO's presence is crucial.**

#### Specific recommendations to ILO Nepal

- **Take a pragmatic look at what can be done in the current hostile political context, and identify specific areas where Convention no. 169 can serve as a tool for inclusive development, affirmative action, etc.** e.g. analyze possibilities for promoting indigenous peoples' access to social services and social protection,
- **Engage in the emerging law-reform process that is underway, following the adoption of the new constitution last September: the development of the governance framework for the future federal states is of particular importance for indigenous peoples**
- **Engage strongly in the donor cooperation group on indigenous peoples and gender equality, known as the Social Inclusion Action Group (SIAG) - joint donor involvement is key to re-inserting indigenous peoples' issues on the national development and policy-development agenda.**