Update on the promotion and application of the United Nations Declaration on the Rights of Indigenous Peoples

Note by the Secretariat

Summary

The present report addresses the role of the United Nations system in promoting the implementation of the United Nations Declaration on the Rights of Indigenous Peoples. It provides an overview of ongoing reforms of the United Nations development system and the new opportunities these provide for indigenous peoples and their issues to be more fully included under the new system.
I. Introduction

1. The present report provides an overview of the ongoing reforms of the United Nations development system and the potential opportunities these bring for the promotion and application of the United Nations Declaration on the Rights of Indigenous Peoples.

II. Background

2. The Declaration is the fundamental and “most comprehensive international instrument on the rights and social development of indigenous peoples” (see E/C.19/2019/6).

3. Adopted in September 2007 by the General Assembly in its resolution 61/295, the Declaration sets a “precedent for cooperation and partnership between indigenous peoples and Member States”. In the Declaration, the rights of indigenous peoples and the responsibilities of States to protect them were identified, new mandates were introduced for the United Nations system and the central role of the Permanent Forum on Indigenous Issues in promoting the implementation of the Declaration was recognized, as follows:

   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.

4. Shortly after the adoption of the Declaration, the United Nations Development Group (recently renamed the United Nations Sustainable Development Group) began preparation of its Guidelines on Indigenous Peoples’ Issues to mainstream and integrate such issues in processes for operational activities and programmes at the country level. This was necessary, considering that United Nations funds, programmes and agencies had all been established before indigenous peoples had succeeded in making their voices heard at the international level, and well before the adoption of the Declaration. Few United Nations entities had an explicit mandate to work on indigenous peoples’ issues at that time.

5. The United Nations Sustainable Development Group is a high-level forum for joint policy formation and decision-making, composed of 36 United Nations funds, programmes, agencies and departments. It was established by the Secretary-General in 1997 to improve the effectiveness of United Nations activities at the country level, and it oversees the coordination of development operations in 162 countries and territories. The work of the United Nations at the country level is guided by the United Nations Sustainable Development Cooperation Framework, in which are described

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the ways in which United Nations country teams will contribute to the achievement of national development priorities.

6. In the 2008 *Guidelines on Indigenous Peoples’ Issues*, the broad normative, policy and operational framework and specific actions for the planning and implementation of programmes involving indigenous peoples at the country level are set out.

7. Despite the adoption of the Declaration and the issuance of the *Guidelines*, however, indigenous peoples and their issues were frequently not addressed as development priorities or featured in many of the core planning and implementation instruments prepared by United Nations country teams for use at the national level. As a result, they were not always included in United Nations national-level programming. In too many cases and in too many countries, indigenous peoples were still being left behind.

8. In recognition of the fact that greater efforts were required to address the situation of indigenous peoples, the General Assembly decided to hold a high-level plenary meeting, the World Conference on Indigenous Peoples, in 2014 to share perspectives and best practices on the realization of the rights of indigenous peoples. The World Conference provided an opportunity for Member States to recommit themselves to the full and effective implementation of the Declaration and to identify specific measures to take that work forward. The World Conference also provided an opportunity to reflect upon the role of the United Nations system in supporting Member States and indigenous peoples in their efforts to achieve the ends of the Declaration.

9. The outcome document of the World Conference (General Assembly resolution 69/2) contained a request for the Secretary-General to develop “a system-wide action plan to ensure a coherent approach to achieving the ends of the Declaration”. The action plan (E/C.19/2016/5) was developed in 2015 by the Inter-Agency Support Group on Indigenous Peoples’ Issues, under the leadership of the Under-Secretary-General for Economic and Social Affairs, on the basis of consultations held with indigenous peoples, Member States, various United Nations entities and other stakeholders. On the basis of these consultations and a thorough review of previous analysis conducted by the Permanent Forum, the Special Rapporteur on the rights of indigenous peoples and the Expert Mechanism on the Rights of Indigenous Peoples, the action plan focused on six areas:

(a) Raise awareness on the Declaration and indigenous issues;
(b) Support the implementation of the Declaration, particularly at the country level;
(c) Support the attainment of indigenous peoples’ rights in the implementation and review of the 2030 Agenda for Sustainable Development;
(d) Conduct an exercise to map existing policies, standards, guidelines, activities, resources and capacities within the United Nations and the multilateral system to identify opportunities and gaps;
(e) Develop the capacities of States, indigenous peoples, civil society and United Nations personnel at all levels; and
(f) Support the participation of indigenous peoples in processes that affect them.

10. The system-wide action plan was introduced by the Secretary-General to the United Nations System Chief Executives Board for Coordination in November 2015 and launched formally at the opening of the fifteenth session of the Permanent Forum.
in May 2016. It is today a key framework for the efforts of the United Nations system to promote the full and effective implementation of the Declaration, including at the country level, where it highlights specifically the role of resident coordinators, pursuant to paragraph 32 of the outcome document of the World Conference (see General Assembly resolution 69/2):

We invite United Nations agencies, funds and programmes, in addition to resident coordinators, where appropriate, to support the implementation, upon request, of national action plans, strategies or other measures to achieve the ends of the Declaration, in accordance with national priorities and United Nations Development Assistance Frameworks, where they exist, through better coordination and cooperation.

11. The Declaration and the outcome document of the 2014 World Conference on Indigenous Peoples give a clear mandate to United Nations entities to support the promotion of and respect for the rights of indigenous peoples. To comply with the mandate, some United Nations entities and other international institutions have developed specific policies or guidelines related to the implementation of the rights of indigenous peoples. These policies and guidelines are meant to inform and influence the activities of United Nations entities to ensure that they respect the rights of indigenous peoples. They are also useful for indigenous peoples themselves in their advocacy and cooperation with the United Nations. See annex I for a list of policies and guidelines on indigenous peoples.

III. United Nations development system reform

12. On 21 December 2016, the General Assembly adopted its resolution 71/243 on the quadrennial comprehensive policy review of operational activities for development of the United Nations system, in which it requested the Secretary-General to undertake a review of present functions and existing capacities of all United Nations entities carrying out operational activities for development in support of the implementation of the 2030 Agenda for Sustainable Development, with a view to identifying gaps and overlaps in coverage and providing recommendations for addressing them, identifying comparative advantages and improving the inter-agency approach, in accordance with their respective mandates.

Realignment with the 2030 Agenda for Sustainable Development

13. Pursuant to General Assembly resolution 71/243, the Secretary-General has proposed a transformation of the United Nations development system that would align it fully with the 2030 Agenda and its guiding principle of leaving no one behind. The priority focus would remain on the most vulnerable, including least developed countries and landlocked developing countries. The new framework will allow the development system to better advocate on behalf of and provide support to groups that have tended to be excluded and in vulnerable situations, such as indigenous peoples.

Leaving no one behind

14. As part of the reform, the United Nations Sustainable Development Group has produced an interim draft report entitled “Leaving No One Behind: a United Nations Sustainable Development Group Operational Guide for United Nations Country Teams”. In the Guide, the Group recognizes that leaving no one behind requires a multifaceted approach by the country teams to identify those in the most vulnerable
situations; looks at exclusion from an economic, social, cultural and political perspective, cutting across age, ethnicity, race, gender, and disability; and calls for the United Nations system to support countries in implementing the “leave no one behind” approach in their voluntary national review monitoring processes and reporting.

15. The Group also recognizes in the Guide that, in practice, most people face more than one kind of deprivation, disadvantage or discrimination, and it identifies key driving forces behind exclusionary processes. Indigenous women often experience different but intersecting types of discrimination and, for example, indigenous women who live in poor and remote communities and have less formal education are likely to experience more than one of the deprivations and disadvantages included among the factors identified in the Guide. In all societies, those experiencing deprivations and disadvantages are the most likely to be among the furthest behind.

16. With the “leave no one behind” approach now a key objective of United Nations development assistance, opportunities for the inclusion of indigenous peoples and their issues arise, in the development of the common country assessment and subsequent policy documents and programmes. This new approach also provides an additional entry point for indigenous peoples to engage with their Governments on the implementation and monitoring of the Sustainable Development Goals at the national level.

17. In that vein, the Permanent Forum has made recommendations to the United Nations resident coordinators and the country teams on the effective inclusion of indigenous peoples and their issues in the processes carried out by the coordinators and teams. In 2017, and again in 2019, the Permanent Forum strongly encouraged United Nations resident coordinators and country teams to ensure the full and effective participation of indigenous peoples, including indigenous women and young people, in the preparation of the United Nations Sustainable Development Cooperation Framework (which replaced the United Nations Development Assistance Framework) and country programme action plans (see E/2017/43, para. 16, and E/2019/43, para. 28). Through its engagement in capacity-building and technical cooperation, the Department of Economic and Social Affairs stands ready to support United Nations country teams in their efforts to include indigenous peoples in the development of common country assessments and United Nations Sustainable Development Cooperation Frameworks.

18. Voluntary national reviews are part of the follow-up and review of the 2030 Agenda. The Permanent Forum has considered its report providing an update on indigenous peoples and the 2030 Agenda under a related agenda item at its sessions since 2017, following an expert meeting on the same topic in 2016; the report includes an analysis of the voluntary national reviews submitted by States. As in the previous three reports, the Permanent Forum notes in the 2020 report (E/C.19/2020/2) that, in general, States sometimes report policies and programmes that include indigenous peoples, but the participation of indigenous peoples in the implementation, monitoring and reporting process is unclear. However, New Zealand, in its voluntary national review, reported a clear partnership with the Maori people in the development of the national framework for the implementation of the Goals and of the review itself. There is clearly an opportunity for United Nations country teams, in partnership with indigenous peoples, to utilize the “leave no one behind” framework to better reflect the rights of indigenous peoples in the voluntary national review process.

19. The Permanent Forum has noted the situation of indigenous peoples living in countries that are not considered developing countries. Despite living within the borders of some of the wealthiest countries on earth, the situation of indigenous peoples in those countries is often no better than the situation of people in countries
that are significantly less developed. However, despite high levels of poverty, lowered life expectancy, poor access to health care and poor housing conditions, they do not receive programmatic support from the United Nations system.

20. Indigenous peoples living in wealthy countries where there are no United Nations country teams, and therefore no United Nations development projects or United Nations Sustainable Development Cooperation Frameworks (see E/2019/43, para. 85), tend to have a much more limited interface with the United Nations than indigenous peoples in developing countries. However, all indigenous peoples can follow their own country’s progress in reaching the Goals and can participate in the voluntary national review processes.

Reforms at the country level

21. The Secretary-General has initiated several key system-wide reforms that present opportunities for indigenous peoples’ rights to be integrated in country-level development planning.

22. United Nations entities that have a specific mandate or policy related to indigenous peoples, or whose work affects indigenous peoples, should take concrete measures to include indigenous peoples in their country-level activities, including assessments and analysis that feed into the common country assessments.

23. The common country analysis is the United Nations system’s independent and mandate-based articulation of the country context, opportunities and challenges, encompassing sustainable development, human rights, gender equality, peace and security, and humanitarian perspectives. The analysis forms the basis of the United Nations Sustainable Development Cooperation Framework and agreement with Governments for the development of United Nations programming at the country level. It is an evolving document that is routinely updated to reflect changing situations and analyse a country’s progress, and obstacles and opportunities in meeting the Sustainable Development Goals and human rights norms and standards. Going forward, given the focus of the 2030 Agenda on reducing inequalities, common country analyses are to foster common United Nations system understanding of groups left behind, and underlying drivers of risks, vulnerabilities and needs, including those that are social or related to conflict, disasters, climate change, the environment or the economy.

24. Under the reformed development cooperation system, the common country analysis, which forms the basis of the United Nations Sustainable Development Cooperation Framework, is to be developed in a participatory way, through engagement with all stakeholders, including those left furthest behind. This new and inclusive analytical approach offers an enhanced opportunity for indigenous peoples’ issues to be discussed, recognized and included in relevant United Nations national-level programming. This could result in the engagement, in the consultative process of drafting the common country analysis, of indigenous peoples and their representatives and of United Nations systems organizations working on indigenous issues at both country and headquarters offices.

25. Some United Nations entities have policies that are specific to indigenous peoples (see annex). These policies and guidelines have been developed to assist United Nations entities in supporting government implementation of the Declaration. These policies and guidelines should be applied to ensure the inclusion of indigenous

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peoples in the activities of United Nations entities at the country level, including in the preparation of common country assessments and United Nations Sustainable Development Cooperation Frameworks.

**Partnerships**

26. During their consultations in 2017, Member States and civil society groups called strongly for more robust partnerships across the United Nations system. They stated that partnership efforts remained fragmented and overly focused on “projectized” activities, and that the efforts therefore did not provide sustained support for the needs of indigenous peoples. The development reforms call for a stronger institutional response and system-wide approach to partnerships for the 2030 Agenda. The resident coordinator office is intended to facilitate partnerships with external partners, including civil society, the private sector, indigenous peoples and other stakeholders. The United Nations development system, at both the country level and the international level, can offer platforms for actors to come together, build trust and mobilize their respective assets to achieve the Goals (see A/72/684–E/2018/7). Indigenous peoples’ organizations can effectively engage with the partnership platform of the resident coordinator office to advocate for the implementation of the Declaration and continue their support for the Goals.

**IV. Conclusions**

27. Since the adoption of the Declaration by the General Assembly in 2007, the United Nations system has taken several steps to respond to the new mandates contained in the Declaration. In addition to the Declaration, the outcome document of the 2014 World Conference on Indigenous Peoples has also generated new mandates for the United Nations system to address the rights and well-being of indigenous peoples. Furthermore, the 2030 Agenda and the principle of leaving no one behind have also sharpened the United Nations approach to indigenous peoples.

28. Various United Nations system entities and other international bodies have developed policies or guidelines on indigenous peoples (see annex); such policies and guidelines draw on the standards contained in the Declaration and apply them to the mandates of the different organizations. The system-wide action plan for ensuring a coherent approach to achieving the ends of the Declaration (E/C.19/2016/5), which was prepared by over a dozen United Nations entities and taken up at the highest level by the United Nations System Chief Executives Board for Coordination, is devised to support Member States and indigenous peoples themselves, to facilitate dialogue and cooperation and to promote the participation of indigenous peoples in matters that affect them.

29. The reformed United Nations development system includes the development of new common country assessments that are to inform and guide the work of the United Nations at the country level and must be prepared in cooperation with the affected people themselves, including indigenous peoples. The assessments will form the basis of the United Nations Sustainable Development Cooperation Frameworks, which are the fundamental documents that guide United Nations programming at the country level and in whose formulation indigenous peoples have an important role to play.

30. These processes all include potential entry points for indigenous peoples to provide their inputs, shape policy and determine the development priorities of their own countries.
31. Ultimately, the role of indigenous peoples and the level of their participation in these processes depends on their relationship with the Governments of the countries in which they live. The United Nations can support dialogue and capacity-building, but fundamental decisions about national development priorities cannot and should not be made by international agencies. These decisions should be made by Governments that are responsive to the needs and aspirations of their peoples, including indigenous peoples.
Annex

Policies on indigenous peoples

Food and Agriculture Organization of the United Nations

The policy on indigenous and tribal peoples was unveiled in 2010. Its central purpose is to provide a framework to guide the work of the Food and Agriculture Organization of the United Nations (FAO) in relation to indigenous peoples. It provides information about indigenous peoples’ livelihoods, world views and concerns about development, including certain core principles that should be at the heart of joint activities.

International Fund for Agricultural Development

The policy on engagement with indigenous peoples was unveiled in 2009. The policy aims to enhance the development effectiveness of the International Fund for Agricultural Development (IFAD) in its engagement with indigenous peoples’ communities in rural areas. It sets out the principles of engagement to which IFAD will adhere in its work with indigenous peoples, and the instruments, procedures and resources that IFAD will deploy to implement them. The policy is consistent with international standards, in particular the Guidelines on Indigenous Peoples’ Issues of the United Nations Development Group.

United Nations Development Programme

The policy on engagement with indigenous peoples was published in 2015 following a series of consultations with representatives of indigenous peoples’ organizations as well as United Nations Development Programme (UNDP) staff. The objective of the policy is to provide UNDP staff with a framework to guide their work with indigenous peoples and to underline the main principles guiding the Programme’s relationship with indigenous peoples.

United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries

The operational guidance on the engagement of indigenous peoples and other forest dependent communities provides best practice advice on how to consult with indigenous peoples and other forest-dependent communities and links to resources containing further information. It is widely distributed to staff of the United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries and of United Nations country teams, and national government and civil society counterparts who are involved in activities of the Collaborative Programme that may affect the rights and livelihoods of indigenous peoples or other forest-dependent communities.

International Labour Organization

The strategy for action concerning indigenous and tribal peoples was adopted in 2015 and endorsed by the tripartite constituents of the International Labour

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The strategy seeks to strengthen the capacity of ILO to respond to its constituents’ needs, while also engaging with indigenous and tribal peoples.

**United Nations Environment Programme**

The policy guidance on indigenous peoples was unveiled in 2012. The objective of the policy guidance is to better understand and build on indigenous peoples’ rights, knowledge, practices and systems, which provide the framework for the harmonious relations that most such peoples have with their environment. The policy guidance is also intended to ensure that the United Nations Environment Programme (UNEP) appropriately considers indigenous peoples in its activities, on the understanding that UNEP does not speak in the name of or represent indigenous peoples.

**Green Climate Fund**

The policy on indigenous peoples was adopted in 2018. The policy recognizes that indigenous peoples’ identities and aspirations are often distinct from those of other groups and that such peoples have frequently been disadvantaged. The purpose of the policy is to ensure that the activities of the Green Climate Fund are developed and implemented in a way that fosters respect for and the promotion and safeguarding of indigenous peoples.

**United Nations Human Settlements Programme (UN-Habitat)**

The policy guide to housing for indigenous peoples in cities was unveiled in 2008. The policy guide is designed to assist with the challenge of ensuring that the development and implementation of housing policies is based on international human rights; that is essential to the improvement of the housing and living conditions of indigenous peoples across the world.

**World Bank**

The environmental and social framework provides protections for people, including indigenous peoples, and the environment in investment projects financed by the World Bank. Environmental and Social Standard 7: Indigenous Peoples and Sub-Saharan African Historically Underserved Traditional Local Communities is intended to ensure that development processes foster respect for the human rights, identity and culture of indigenous peoples, in order to avoid adverse impacts and ensure that such peoples enjoy the benefits of sustainable development.

**Inter-American Development Bank**

The operational policy on indigenous peoples and strategy for indigenous development was unveiled in 2006. The objective of the policy is to enhance the contribution of the Inter-American Development Bank to the development of indigenous peoples by supporting the region’s national Governments and indigenous
peoples in achieving the following objectives: (a) supporting the development with identity of indigenous peoples, including by strengthening their capacities for governance; and (b) safeguarding indigenous peoples and their rights against adverse impacts and exclusion in Bank-funded development projects.

Asian Development Bank

The policy on indigenous peoples was unveiled in 1998. The policy sets out proposals relating to indigenous peoples in Asian Development Bank operations. The policy initiative is undertaken in parallel with specific development interventions of the Bank that would address the needs and concerns of indigenous peoples.

European Bank for Reconstruction and Development

Performance requirement 7 of the environmental and social policy, unveiled in 2014, is related to indigenous peoples. The performance requirement recognises that projects can create opportunities for indigenous peoples to participate in and benefit from project-related activities that may help them fulfil their aspiration for economic and social development.

Pan American Health Organization

The policy on ethnicity and health was approved by the twenty-ninth Pan American Sanitary Conference in 2017. The policy is intended to guarantee an intercultural approach to the health and equitable treatment of indigenous peoples, Afro-descendants, Roma populations and other ethnic groups.

Guidelines and manuals

United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries

In the Guidelines on Free, Prior and Informed Consent, the United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries outlines existing international law and emerging State practice affirming that indigenous peoples have the right to effective participation in the decisions, policies and initiatives that affect them and that free, prior and informed consent is a legal norm that imposes duties and obligations on States.

Office of the United Nations High Commissioner for Human Rights

The United Nations Declaration on the Rights of Indigenous Peoples: A Manual for National Human Rights Institutions was unveiled in 2013 and is intended to increase engagement by national human rights institutions to ensure that human rights, including indigenous peoples’ rights, become a reality.

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Inter-Parliamentary Union

Handbook for Parliamentarians, No. 23 “Implementing the United Nations Declaration on the Rights of Indigenous Peoples” was unveiled in 2014 by the secretariat of the Permanent Forum on Indigenous Issues, UNDP, the Office of the United Nations High Commissioner for Human Rights, IFAD and the Inter-Parliamentary Union. The Handbook is designed as a practical tool to help parliamentarians to improve their understanding of the rights of indigenous people and harmonize national legislation in accordance with the Declaration.

United Nations Global Compact

The Business Reference Guide to the United Nations Declaration on the Rights of Indigenous Peoples was unveiled in 2013, together with a practical supplement and a good practice note on free, prior and informed consent. The objective of the Guide is to help businesses understand, respect and support the rights of indigenous peoples as established in the Declaration by illustrating how these rights are relevant to business activities.

Convention on Biological Diversity

The Tkarihwai:ri Code of Ethical Conduct to Ensure Respect for the Cultural and Intellectual Heritage of Indigenous and Local Communities Relevant to the Conservation and Sustainable Use of Biological Diversity was unveiled in 2010. The Code is intended to promote full respect for the cultural and intellectual heritage of indigenous and local communities relevant to the conservation and sustainable use of biological diversity.

The Akwé: Kon Voluntary Guidelines for the Conduct of Cultural, Environmental and Social Impact Assessments Regarding Developments Proposed to Take Place on, or Which are Likely to Impact on, Sacred Sites and on Lands and Waters Traditionally Occupied or Used by Indigenous and Local Communities were unveiled in 2004. It is expected that impact assessment procedures and methodologies embodied in the Voluntary Guidelines will play a key role in providing information on the cultural, environmental and social impacts of proposed developments and, thereby, help to prevent their potential adverse impacts on the livelihoods of the indigenous and local communities concerned.

Food and Agriculture Organization of the United Nations

The report on the meeting between indigenous peoples and FAO on indigenous food systems, agroecology and the voluntary guidelines on tenure, held in Rome on 2 and 3 February 2015, issued in 2015, includes a work plan based on the main suggestions made on the ways in which FAO and indigenous peoples can collaborate in the short, medium and long term. In the report, FAO identifies concrete steps that can be followed in relation to, inter alia, the Voluntary Guidelines for Securing Sustainable Small-scale Fisheries in the Context of Food Security and Poverty Eradication, indigenous food systems and fisheries.

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20 See www.fao.org/documents/card/en/c/42378a03-1e66-4d0a-9525-8bd47887a7bf/.